PLACES OF CONNECTION

UTRECHT 2012
Learning Cities Platform

The European Learning Cities Platform, initiated by the Academy of Urbanism, INTA and Urban-imPulse, aims to provide a learning network for cities to share experiences, identify common problems and bring together the public, private and community partners to propose lasting solutions for managing the process for the transformation of cities. It is a network of people and places.

In June 2012 the first Learning Cities Platform event took place in Utrecht, Netherlands, hosted by the City of Utrecht. The invited cities reviewed their ambitions, and analysed and reflected on their flagship projects to reshape infrastructural space into meaningful places of connection.

Places of Connection is a record of the themes discussed and the concepts and principles resulting from the intensive two days of discussion and sharing of experience between the six cities and their projects.

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Places Of Connection, Utrecht 2012

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Learning Cities Platform Event 2012

Over the last forty years, a phenomenon of many European cities has been the restructuring of inner-city land in order to improve places of connection for different modes of transport and to enhance the value of existing assets. In some cases this has been triggered by the relocation of logistical functions to peripheral sites, to improve functionality and accessibility, or in other cases to increase the value of the land by redevelopment, while maintaining the connecting function. These developments often take decades to complete, have a considerable impact on the character and functions of the surrounding areas, and can be disruptive to the life and energy of the city.

“Places of Connection are places of change and accelerators of transformation involving a multiplicity of actors”
Francois Noisette, Bordeaux

The European Learning Cities Platform, initiated by the Academy of Urbanism, INTA and Urban-imPulse, provides a learning network for cities to share experience, to identify common problems, and brings together the public, private and community partners to develop robust approaches to managing the process transforming inner-city places of connection.

This publication draws together the presentations, discussions and reflections of an intensive two-day symposium hosted by the City of Utrecht with thirty representatives from nine cities. Each city is unique in its context, political aspirations and organisational structures. But common themes, concepts and principles were reflected across the projects and have been distilled as insights, which we believe, will be of value to all cities faced with reinvigorating places of connection.

“Sustainability is seen as a process that requires adaptive capacity in order to constantly respond to change in active ways”
Jürgen Bruns-Berentelg, Hamburg
The six cities discussed as case studies reflect differences in the stage of development from those starting out on the process - Bordeaux, Tampere, Cardiff -, Utrecht in the midst of development, and Western Harbour, Malmö and HafenCity, Hamburg, where significant projects are nearing completion.

“Have a metropolitan scale that can impact on the city centre, reflect external values and connect local, regional and national levels”
André Delpont, Bordeaux Euratlantique

Sustainability is an underlying theme on every city’s agenda, most explicitly articulated by HafenCity and Malmö (Western Harbour). The longevity of the projects, lasting over a generation, with the prime focus being the process of change, has resulted in a sustainability agenda to include social, economic and environmental concerns in equal measure. Resilience, the ability to respond and adapt to the changes ahead, has been given a greater significance compared with past approaches to city redevelopment.

“Our core business is managing the spirit of change”
Albert Hutschemaekers, Utrecht

The Learning Cities Platform is the beginning of a programme of ‘learning by sharing’. It sets out to continue to contribute to the long-term success of urban projects associated with places of connection.

John Worthington  Director The Academy of Urbanism
Michel Sudarskis  Secretary-General INTA
Henk Bouwman  Director Urban-imPulse.eu

Utrecht November 2012
Learning Cities Utrecht 2012

Utrecht
Inhabitants region 660.000
Inhabitants city 316.000
Land project 50 ha.
Floorspace 460.000 m2
City investment 100 mio
Private & state 2.9 billion
Stage realisation
Albert Hutsemaekers, director, POS
Peter van den Akker, program manager, POS
Prof. Oedzge Atzema, Planning, Utrecht University
Han Berends, project director, Prorail
Menno Overtoom, project director, Corio

Hamburg
Inhabitants region 4 mio
Inhabitants city 1,8 mio
Land project 157 ha
Floorspace flexible
City Investment 2,4 billion
Private Investment 8 billion
Stage realisation
Jürgen Bruns-Berentelg, CEO Projectoffice
Dieter Polkowski, Urbanist City of Hamburg
Susanne Bühler, Communication manager Projectoffice
Tim Geilenkeuser, Ass. manager Projectoffice

Bordeaux
Inhabitants region 840.000
Inhabitants city 230.000
Land project 738 Ha. of which 250 Ha. re-urbanised
Floorspace 2.500.000 m2.
City investment > 650 mio euro
Private & state 5 billion euro
Stage inception
Francois Noisette, projectdirector CUB
Jean-Baptiste Rigaudy, urbanist CUB
Julien Birgi, Projectmanager CUB
Vincent Bui, urban designer CUB
André Delpont, Projectdirector Euratlantique
Malmö
Inhabitants region 3.5 mio (Oresund region)
Inhabitants city 260,000
Land project 175 ha.
City investment ca. 100 mio
Stage partly realised
Christer Larsson, Director City Planning City of Malmö
Carina Svenson, Councillor Malmö City Council
Stefan Lindhe, Councillor Malmö City Council
Marianne Dock, Architect City of Malmö

Tampere
Inhabitants region 0.5 mio
Inhabitants city 216,000
Land project existing city center
City investment n/a
Stage inception
Tero Tenhunen, Project director City of Tampere
Mikko Leinonen, Unit Director, NCC
Juha Uotila, Advisor, A-Insinöörit
Markku Karislahti, Advisor, Pöyry
Olli Niemi, Adj. Professor R&D, University Properties Finland

Cardiff
Inhabitants region 1 mio
Inhabitants city 350,000
Land project 60 ha.
City investment 60 million
Stage inception
Neil Hanratty, director, City of Cardiff
Kevin Doyle, City of Cardiff
Jonathan Rose, Consultant & Advisor, Aecom
Mark Hallet, Project director, Igloo Regeneration ltd

Stuttgart

Oslo
Frid Ane Jacobsen-Moster, City of Oslo
Silje Hoftun, City of Oslo

Milton Keynes
Lawrence Revill
Sharing experience and insights was an invigorating experience. Whilst there were differences between the participating projects in terms of size, focus and organisational structures a number of common perspectives emerged.

**Change through time – the city as a self-regulating open system**
Cities are in continuous flux, adapting to the changing environmental, political, economic and social context. Each of the places represented was perceived as an open-ended project spread over time, within which defined projects with clear goals, budgets and deadlines could be identified. Managing a process of change effectively has become one of the key skills necessary for the incremental restructuring of the city.

> “Bordeaux Euratlantique, a vehicle for the transformation of its territory, has the culture of change in its DNA”
> Francois Noisette - Bordeaux Metropolis

**The city as master developer – the role of the public, private and civic sectors**
The vitality of the city is a combination of individual and communal aspirations for achieving both short-term returns and lasting improvements. One of the primary roles of the city as a planning body is to ensure economic success, and then distribute equably the resulting outcomes. At both HafenCity and Utrecht, the city is the “master developer” ensuring that the development focus is public and serving the collective good.

> “The process is as a open heart surgery: the client must stay alive, all specialists have their own opinions and the family needs to be informed constantly”
> Albert Hutschemaekers - Stationsgebied Utrecht
Collaborative planning – producing together
The city is a collective endeavour, often of conflicting interests. Successful cities recognise the value of collaboration to provide a more successful platform from which to compete. In the discussions amongst the participants it became clear that a continuous process of collaborative creation and production, from inception to completion and occupation, had replaced the well-accepted practices of community consultation and participation in the process. Planning as a distinctive plan making and controlling function is becoming merged with a public role in development and production. Utrecht through continuous co-production workshops is developing a dedicated group from the community that committed itself to the effective management and use of the central station district.

“Increased complexity requires a planning approach on many different levels, not only technical and concrete, but also social-cultural. This requires not only the involvement of the stakeholders, but also the small users and the civic society.”
Jürgen Bruns-Berentelg, HafenCity Hamburg

Planning in a complex and paradoxical world
Delivering long-term complex projects is a process of building trust between different interests and finding common goals. At Malmö Western Harbour the urban planning department in partnership with the transport department, real estate office, the environmental office and development companies, have applied a value-based urban design model. The value plan indicates a general structure with priority values, allowing for flexibility of content, which can vary over time as needs, and conditions change. The working process allows for an open dialogue to identify shared values, feedback from experience and a continuous process of development.
To allow comparison between the approaches of the six projects, discussions were structured around the five themes of Connecting, Changing, Collaborating, Communication and Controlling:

1. Connecting:
The central purpose of the city is to enable social and economic transactions of ideas and goods between people. Successful places require the appropriate balance of interconnectedness, movement, awareness, encounter and exchange at every scale to provide environments in which different kinds of human activity can unfold and thrive. The way that places connect is directly related to the way that people move, interact and transact. Well designed places produce vibrant and safe places and, in doing so, create high levels of social, economic and environmental capital. Cities can connect or separate; bring people into social or economic relationships or keep them apart; help people save time or consign them to carbon-intensive, time-wasting lifestyles; enhance real estate value or damage investment; increase safety or encourage criminal behaviour.

To maximize development opportunities connections should be considered across scales, functions and time. Urban connections support social interaction and unlock embedded value by structuring the green, blue and brown landscape systems of planting, water and hard surfaces to create distinctive spaces and local identity.

"Urban change is a continuous process of increasing quality and speed, The end-result (blueprint) masterplan is only on stage in a process of transformation".

Peter Butter, Helsinki

2. Changing:
How can we recognize, anticipate and manage change? The organic city, which has taken generations to mature, is as an ‘Open system’: never complete, always adapting and self-organising over time. Planning and urban design in the modern era has focused on completeness and control within a ‘Closed system’ in harmonious equilibrium. Urbanism is less concerned with establishing a blueprint conceived and delivered as a single project, but the management and moderation of a process of continuous change.
Change can be both seismic, as a result of a major intervention and incremental, gradually being undertaken in small steps over decades.

You cannot “build a city” but you can shape a place. HafenCity has created a framework for “actor-centred, induced development” focused on integrating old and new, changing perceptions not with a fixed masterplan but by establishing processes to support collaboration and co-production within a guiding framework.

The process of change is conceived across time, uses and scales, to provide a framework for action and the control quality. Change is not only changing spatial configurations, but also changing perceptions and mind sets as well. Continuous change is evolution.
3. Collaborating:
We live in a world of paradox. Cities we enjoy thrive on ambiguity and are often seemingly chaotic and beyond control. Great urban places reflect an edginess of uncertainty and the freedom to continuously adapt. The paradox of collaboration is that cities succeed from a combination of collaboration and conflict. Modern city planning in its quest for certainty and control has become centralized in decision-making and adversarial in its relationships.

“The Utrecht Referendum issue was on bridging and controlling the national economic and traffic interests, and the local wish to keep the advantages of a small scale city”.
Henk Bouwman, Urban-imPulse

Option 1: Speeding up Obliging
Option A: Make Place and Give Way Organic

Utrecht: From a comprehensive “blue-print” masterplan has developed a collaborative process of Co-Creation to Co-Production

Utrecht: Two options in the Referendum 2002

Utrecht: Internet-tools to get people involved in the process of value-finding
4. Communicating:
Communication provides the means to identify and shape change across generations and cultures. It provides the opportunity to anticipate new patterns of urban behaviour and innovate new urban institutions.

The process of change is very much dependent on effective communication.
Communication is both a top down, one way, and bottom up, two way interactive process:
• One way; Communication - informing, consulting, advising.
• Two way; Communication - open dialogue of participative co-creation and co-production.
Communication can raise awareness and change perceptions to support cultural, behavioral and physical change.
Effective communication is based on a broadly based open and continuous dialogue resulting in lasting relationships and trust.
Effective communication provides the basis of consensual decision-making. Success relies on effective networks, not just virtually, but based on human relationships.

“Communication provides the means to address existing perceptions and reduce the resistance to change”.
Jürgen Bruns-Berentelg, HafenCity Hamburg
5. Controlling:
Controlling is a balance between firstly creating the vision and mission and then managing the process of change through a combination of regulatory controls and behaviour.

The city authority's role is to facilitate active citizen involvement – participative democracy, whilst ensuring each citizen's livelihood through regulatory democracy and the equable distribution of resources.

Control can be managed through:
• Working partnerships between key stakeholders with agreed goals.
• Strong leadership – Project champion who has the ability to keep the different parties aligned and engaged.
• Orchestrating a process of change and sustaining other champions who are committed and keep the project alive.
• Staying pragmatic and flexible.

“Collaboration and elections do not go well together: political visions can change between elections. A referendum makes ambition clear to all parties.”
Albert Hutschemaekers, Stationsgebied Utrecht

Utrecht: The City controls the process and tunes the distinctive stakeholder contracts. First, the stakeholders embraced the outcome of the Referendum and the Masterplan scheme. City and separate stakeholders agreed on the shared values, main issues and (design) principles in a bilateral agreement (BIO). Finally, the individual development- and project contracts are signed (BOO & BPO).
The Masterplan as Device to Manage Change
Prof. Lawrence Barth, Architectural Association (AA School) London

We have tended to become distrustful of masterplans that claim too much for a final vision and understand too little the process of change, or that emphasize too much the formal beauty of a composition and too little the human synergies that may support our investment in a future. We are right to remain skeptical of images. But before we discard masterplans we should ask what they do and why we might need them. If urban change is ongoing, why can’t we just manage the process collaboratively without the help of some overly rigid spatial description of the future city? Beyond the fact they help ensure transparency in the government of urban change, masterplans should in principle respond to a situation in which there is a mismatch between the current city and the forces building for development. Indeed, we probably wouldn’t need them if the market correctly allocated investment in the city’s change. Plans enable us to be forward-looking when markets fail to see beyond the near term. They allow us to resist speculative developments that underestimate the value of future urban synergies, and they also enable us to assemble the stakeholders who may turn potential forces for dramatic change into a reality that builds collective confidence in a still greater ambition.

The question is less for or against the masterplan, but an investigation into what makes a good plan. And here, perhaps our aims can become more precise than they often are. For example, we often recognize that a plan should support connectivity or a mix of functions. But, these are not properly speaking the aims of an urban plan. They are possibly means by which we may help enable the formation of successful communities, but they cannot clarify the ambition of a plan. This distinction seems important. Plans should seek not simply to connect, but to support integration or a sense that the whole will be greater than the sum of parts. Plans should look beyond simple diversity and for complex engagement among actors. Plans should look beyond a simple mix of functions and toward the possibility of true civic association, the formation of new business networks, or the encouragement of institutions. In this way plans look beyond property development and seek real urban synergies.
In the experience of HafenCity, we have learned that the management of the development process has moved beyond the questions of space and form and increasingly toward the cultivation of complexity and engagement among stakeholders. However, what should be equally clear to us in looking at the plan is that it contained a great deal of design intelligence that supported this management strategy. The search for complexity was balanced against the reduction of risk at each stage of the development process through both the instruments of control and the design logic. The plan contains a very sound understanding of types and urban morphology, and this enabled the management to broaden the search for stakeholders and clarify what would establish completeness at each stage. At the heart of this plan stands a very good understanding of the spatial nature of complex urban areas.

Complex urban areas show hierarchy, diversity, and balance. The parts of the city have integrity while building up synergies across their differences. This pattern of continuity and differentiation is not delivered by a land-use plan, but by an awareness of how spaces of interaction and association are built up across uses and functions.
Good plans show how streets can develop character, how workspaces gain value through a network, how schools and libraries establish civic landscapes. They are based in understandings of the qualities of urban areas -- from the block to the quarter or neighbourhood -- which can be well communicated to future stakeholders. The synergies they encourage support the emergence of new collaborations, which drive the evolution of the plan. And yet, at each stage we would want to assess our progress not only in terms of fresh forces for change but in light of what has been completed as a distinctive urban area. In this way, a plan builds up intensity and complexity as layers. The whole increasingly becomes greater than the sum of parts. What we learn from examples like HafenCity, is not that the masterplan may be discarded, but that the design reasoning in them must be rooted in urban morphology rather than fixed programmes, that it must indicate how complexity is gained in sequence, and facilitate adjustment as confidence in the intensification of the city builds. This suggests that the field of urbanism needs to invest greater effort into the masterplan and the design learning that they contain, rather than less, for these are challenging tasks.
During the event, five recommendations emerged from the experiences of the different participants, which are relevant in undertaking major projects for Places of Connection.

1. **Think beyond the project to capture additional value**

Bordeaux Euratlantique, aims at attracting and redistributing the added economic value gained from the High Speed Rail to Paris, Toulouse and Bilbao. This requires not only material (infrastructure) but also human connections (networks).

Utrecht focuses on the integration of local and regional movement systems. A project primarily conceived as station improvement rejuvenates the inner city and links to the new development areas to the west and east of the city centre.

Malmo has recognised the International prestige that the Western Harbour development has brought to the city, and is focusing on identifying what processes and design solutions could be applicable to other areas of the city.

Bordeaux: **L’AUC** proposal, “the succes of phase 1 of the Metropolitan Tramway programme, which linked places of significance in the inner-city, and provided subsidy for regeneration along the route is giving confidence for phase 2, which aims to provide fast direct routes to growth points in the hinterland”.

Bordeaux: 5 Dialogues for 50,000 homes, an idea competition for developing higher density nodes along public transport routes (March 2011)
2. Continuously learn and improve through evaluation and feedback

Malmo Western Harbour, has learnt, adapted and improved through reviews by external expert panels, and a “creative dialogue” with landowners, developers and investors. Evidence has been gained through systematic evaluation and feedback (Civita SMILE project 2005-2009 - Managing mobility needs of the private and business sector (www.civitas-initiative.eu)).

HafenCity is creating a culture of “Learning to Learn” through programmes Initiated by HafenCity University (www.hcu-hamburg.de).
3. Integrate the process of planning and production

Central to all the projects discussed was an awareness of the speed of change of the physical and socio-economic context. Static masterplans are unable to respond to the changing demands in areas of structural change. Instead we need to integrate more closely the actors with the planning and transfer a real sense of ownership and creation so that development happens more rapidly and more effectively, but with capacity for current and future adaptation.
4. Recognise complexity and foster diversity within a structured and collaborative framework

HafenCity, with its ambition to create the urbanity of a “new downtown”, mixes land uses, occupiers and unit sizes to create distinctive localities and synergies between the different user groups.

The Urban Community of Bordeaux (CUB) has the goal of becoming a European metropolis. It has been establishing a “metropolitan co-operative” consisting of public and semi-public agencies to establish a “metropolitan conscience” which goes beyond the local level to counter uncoordinated development approaches of the past.

5. Manage change through layered decision making

HafenCity Development Agency provides the serviced infrastructure, quality public realm and prepared development plots on which individual developers, in close collaboration with HafenCity as master developer, can design and build mixed activity developments within which organisations and tenants can create their “home”.

“The increasing speed of change and the difficulty to foresee the impact of this change, makes adaptability of the plan a core quality. Instead of rather detailed and fixed programme, the plan defines programme elements as ‘bandwidth’ and leaves space for the unforeseen.

The masterplan becomes a device to manage change. It no longer focusses on the ‘end result’, but rather on the transformation of the physical environment perceived as a sequence of structures or an evolution of typologies”

Professor Lawrence Barth
Architectural Association London
Principles

Ten principles emerging from the experience of the participants, reflecting the demands for connecting and collaborating, communicating and changing, and controlling and completing.

1. **Start with a vision that can be implemented incrementally.**
Identify a mix of long-term overarching integrating projects alongside shorter-term independent projects.

*HafenCity: Building a “New Downtown” very well connected to the old CityCentre, physical, functional and mental*
Richard Sennett

2. Align the stakeholders & identify the change-makers

Ensure the goals and aims of the collaboration are clear for all parties and acknowledge the importance of small groups of committed individuals by giving them a voice.

The history of cities is one of connection, through the exchange of goods and ideas. Successful cities are built on diversity, opportunity and anonymity.

Richard Sennett
3. Recognise communication as an initiator and driver of change
Genuine, structured communication generates citizen commitment and engagement and is essential to deliver collaborative development.

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Iterative Process of Thinking Through Design

4. Layer decision-making.
Merge planning, design and delivery through managing a transparent, flexible, paced decision-making process.

Malmö: Planning, realising, delivering and maintaining all at once
5. **Build confidence from results.**
Allow for continuous change whilst being complete at each stage, constantly evaluating outcomes and feedback to inform ongoing development.

6. **Turn places of separation into places of connection.**
Successful places unlock embedded urban value in centrally located, but spatially fragmented areas through the creation of new connections.
7. Recognise the different scales of connection.
Resolve the potential conflicts between the large and segregating infrastructure of the global movement systems, including rail and water, through careful design of their interface with the finer local scale of pedestrian and cyclist amenities.

8. Use ‘green’ and ‘blue’ space networks to attract social activities and create local identity.
Green and water connections have the potential to form a strong backbone of the walking and cycling infrastructure of an area and can serve as magnets in the network of public spaces to attract social activities not always compatible within other parts of the city.
9. Include residential development as the background for sustaining a complex mix of urban functions.
Residential populations tend to take a stronger interest in the public realm than local workers and will generate vitality when shops and offices have closed in the evenings and weekends.

10. Celebrate complexity – be expansive not reductive.
Cities thrive on diversity and ambiguity – be prepared to take manageable risks so allowing for choice, diversity and the unexpected.

“In mixed-use different functions support each other: Offices create a demand for support services and catering; Residential supports convenience shopping, services and amenities; Cultural activities attract tourism, bars and restaurants.”
Bordeaux, a proud trading centre from the past has become a city at the periphery servicing a large part of the Aquitaine region over recent decades, and the recognised capital of the Bordeaux wine industry. Over the last twenty years Bordeaux has revitalized and given new identity to its fine historic centre through the construction of 47 km of tram network and associated public realm design. In 2017 the high-speed rail to Paris (2 hrs) will be completed, with a second phase to Toulouse and Madrid (3.5 hrs) after 2020. The construction of the tram system has given confidence in the role that transport investment can have in stimulating the economy and improving the quality of the environment.

The Greater Bordeaux Region is experiencing rapid growth, with the current metropolitan population of 720,000 projected to grow to 1 million by 2030. To sustain it’s economic success by attracting new industries while retaining and growing the existing, the City recognises the need to exploit it’s assets and improve amenities to attract businesses to both the centre, especially at the proposed new station area, and the sprawling outer suburbs.

Over the last fifteen years the centre of Bordeaux has been transformed, historic buildings rejuvenated, public squares animated and connections improved with the public tram.

The second phase needs to connect the centre to the economically thriving low-density housing and business parks and is focussed on Bordeaux Euratlantique consisting of:

François Noisette

Bordeaux: New Tramway re-created connection between the city center and the riverfront, but also linked the whole agglomeration to the centre
1. The station redevelopment site and regeneration of the surrounding markets and waterfront;

2. A plan for 50,000 homes associated with the expansion of the tram network, which is used as a catalyst to re-envision and create identifiable places in the low density, car focussed, metropolitan hinterland.

The big challenge Bordeaux faces is to ‘weave’ 50,000 dwellings into the scattered suburban structure surrounding the centre, and connecting them by new transport links to the city centre. Higher density nodes are necessary for a feasible public transport system but also to create identifiable, enjoyable and easily accessible places such as meaningful sub centres within the urban sprawl. Bringing in the TGV link from Paris helps putting Bordeaux on the map as a European Capital. The final effort is to link the (inter)national connection with the local transport system.
Bordeaux Euratlantique
A major national project that links the centre and the periphery, spans the river and uses the proposed phase two tram investment to provide an example of how the sprawling metropolitan region can be given structure and identity through innovative development, at public transport interchanges, which offers a sustainable and competitive living and working environment.

Connecting / The Hub
Bordeaux Euratlantique aims to attract and to redistribute the added economic value gained from the high-speed train hub under construction: 2h00 to Paris, 1h to Toulouse, 1h45 to Bilbao. This requires not only physical connections (infrastructure) but also ‘human connections’ (networks).

Collaborating
To reach these targets, Bordeaux Euratlantique must be perceived and experienced as a project, which aims to be of service to all, and accepted by all those involved.

Changing
Bordeaux Euratlantique, a vehicle for the transformation of its territory, has the culture of change in its DNA. Next to the big scale infrastructural projects, change is undertaken step by step. Change is necessary on spatial, economic as well environmental aspects.

Communicating
Flagship of the economic renovation of the Bordeaux area and showcase for the whole territory, Bordeaux Euratlantique engages in factual communication, carefully measured and adapted to each stage of its development.

Bordeaux: connecting the Grand Projects with the high-speed tram will effect directly the Belcier area and surroundings (new TGV Station)
Controlling

The Bordeaux Euratlantique project is one of the major investments in the territory of the Bordeaux-Aquitaine region and one of the largest projects of its kind in France in this decade. Set up as an enterprise project, an element of controlled risk is necessary. This assumes a control mechanism, and a mastery of the key factors of success.

Bordeaux Euratlantique as the new transport hub is one of the main priorities of the metropolitan strategy. The new connectivity will attract companies and institutions that offer particularly high-level metropolitan jobs. It aims to provide essential services and equipment at a regional and metropolitan level. It must make sure it creates a sufficient critical mass in comparison to other cities but also ensure that the whole metropolitan and regional area benefits from the redistribution of the added value it has created. It is an important town centre project, until now the first and only, to develop both on the left and the right banks of the river.

see: www.lacub.fr
HafenCity Hamburg is a project of immense ambition; to integrate the 157 hectares, enclosed freeport site back into the fabric of the existing urban heart of Hamburg. Five years after the initiation of the project in 1997 and pursued by HafenCity Hamburg GmbH, a 100% subsidiary of the Free and Hanseatic City of Hamburg. Today the area has become a destination for tourists and home to 1,800 residents, and the location for 8,500 jobs and over 450 businesses. Altogether more than 45,000 jobs will be created, 12,000 people will live here and 2.3 million m² of floor space will be built.

But HafenCity is more than a building site; it is equally concerned with economic, social and cultural development. It is innovative in its approach, focused on quality, learning through evaluation, reflection and feedback. HafenCity is an exemplar of integrative, collaborative working, and a yardstick against which to measure other projects.
HafenCity is a development that already has become reality. The western and central quarters are realized to a significant extent and express meaningful urban places through their quality, with a sense that, but for the new buildings, they have been there forever. HafenCity is an enlargement of the city centre of Hamburg by almost 40%, not only with workspaces but also with residential, cultural, retail and educational spaces and facilities and many in- and outdoor places designed for public uses. HafenCity has focused on becoming an attractive destination for urban living by providing ‘family’-apartments and an outstanding, surrounding urban space for young and old people alike.

In the times when HafenCity was still a custom harbour area the Speicherstadt, an old 19th century warehouse district between new HafenCity and old city centre, established the built and visual border between north and south. Today vertical lines of sight and numerous traffic connections provide for a merging of central city and city expansion.

Hamburg, having one of the biggest European ports and a strong economy focusing on civil aviation and trade, also faces a demand for new dwellings for people migrating towards the core of this agglomeration. Workspaces in HafenCity relate to a broad range of diversified economic activities, maritime-related as well as from media, consumer goods and producer-oriented services. With the traditional harbour-related employment on the south bank of the river Elbe, Hafencity also offers space for the new international trade demands, like specialists in ICT, international law, etc. All these developments being underway, HafenCity Hamburg GmbH faces the challenges of controlling developments in an ever changing and demanding society.
Urban development is a learning process
HafenCity has changed its approach towards city development dramatically since producing a master plan. The understanding has grown that a mere fixation on building by the master plan scheme would not result in the desired urban, social, economic and cultural quality and the attempted look and feel.

“Cities are self-organising systems of unusual complexity. To manage a system for resilience involves maintaining the capacity of the system to change. In social terms, it involves having flexible institutions that are capable of addressing change, responding to novel phenomena and keeping a multitude of options open”,
Jürgen Bruns-Berenteig Hamburg

Three lessons have been learned so far:
1. **Increase complexity in terms of management.**
   During the development process the managerial approach has shifted from the physical features of the city to the social, cultural, economic and informational features. It was understood that an area such as HafenCity could only be developed by increasing dramatically the complexity of city development, in contradiction to the historical approaches of modernity seeking a simplification. Significantly increasing diversity and a fine-grained mixture of uses is a central element to a lively city.

2. **Shift from planning to interaction.**
   Developing HafenCity is not just a planning process. It is an interactive process of actors with different institutional power. In order to heighten urban complexity, you have to develop strategic elements of social and cultural capacity, to increase the number of arenas in which urban development can take place, and to realign market actors and the State regulatory framework in a new way. In this way markets are created and not simply reflected.
3. Generating a path of development and a positive lock-in of aspirations by continuously increasing the requirements on private and public/private actors.

A master plan cannot be the single guiding principle for building the city anew. Urban development, specifically of such major areas, has to be organized as an evolutionary learning process: What is possible today was impossible to realize two, five or ten years ago. What was implemented in the year 2000 based on a simple mixture of uses and a high architectural quality would not be satisfactory today. At that time it was the right thing to do: Start with small buildings that could physically link into the existing city centre. At the same time smaller buildings spread the risk of the developers by not having one company build 35,000 m2 of floor space, but instead having eight companies working at a smaller scale. The eight companies had successful projects and communicated the idea to reduce the risk level, which started a sustainable and resilient development path.

see: www.hafencity.com
Utrecht is part of the ‘Randstad’, the four big Dutch cities including Amsterdam, Rotterdam and The Hague. The Randstad, with approximately 8 million inhabitants, plays a significant role at the European level. Amsterdam is the capital and international ‘face’ of the Netherlands, Rotterdam is the harbour city, The Hague houses both the national government and the World Court and Utrecht is the centre of the Netherlands with its railway-hub and the big national ‘programs’ (shopping, Trade Fair and home for national companies). Utrecht has addressed the Randstad’s needs for housing areas (‘VINEX’) by developing a new city quarter to the west of the existing city. By doing so, Utrecht has grown by approximately 100,000 inhabitants within 15 years. Utrecht with its central position in the Randstad is the main rail interchange for the Netherlands. The rapid growth of the city, the increasing usage of the station and the poor east-west connections through and around the railway station was the trigger for restructuring the Station Area. The credo Think Global, Act Local has been a subject of debate in Utrecht politics for many years. The Masterplan Scheme of 2004, based on the outcomes of a Referendum in 2002, gave answers how to deal with national developments and local needs: Act Big, Behave Small.
The result was an agreed development framework and a leading role for the city in celebrating its local character, whilst accommodating major “national” programs, for a public transport hub, shopping centre and exhibition ground.

The Referendum, agreed three principles: ‘Restore, Connect and Give Meaning’. The subsequent development of the Masterplan Stationsgebied was a typical ‘product’ based process. The product was to be finished within a year and to be decided on by the city council. The type of plan, however, was completely different to the earlier three editions, the last was regarded as a ‘Grand Slam plan’; a grand scheme which set out what to do to achieve a given result.
In this ‘Plan’ three maps were drawn, although the word map was not interpreted in the conventional meaning of the word:

1. The Physical Framework, clearly defining the principle public and private space, partly based on the essential public program such as infrastructure.
2. A Programme Map which gave the types of activities and their zoning, rather then floor space etc.
3. A Map with City Sphere, showing what type of public space was aimed for.

Next to these Maps spatial guidelines were given, based on Scale (using S, M, L, XL which defined the programme of uses, building typologies and the character of the public space) complemented by a set of conditions, agreed with the three main partners (owners) in the area.

There was no end-picture given, although politicians tend to like them and want them!

Finally agreed on by the Council and the three main partners, the process changed towards a contract-guided process, where each major ‘project’ was defined, including role, money, guidelines and conditions. In this phase the city, which was leading the process, collaborated with the partners (being the owners with their developers and the state as ‘owner’ of the station). The outcome was an agreed project plan.

Scaling in size, type of function and relation to the public realm was one of the main guideline principles for the masterplan.

| S | small                      | Basic height 3 layers, sometimes up to 25 metres, front door on the street, one function per building: the old city, Lombok district |
| M | medium                     | Basic height 25 metres, sometimes up to 45 metres, shared entrance hall on the street, multiple functions possible: the area surrounding Vredenburg and the Catharijne canal |
| L | large                      | Basic height 45 metres, sometimes up to 80 metres, foyer shared by several users on the street, many different functions: on either side of the railway and the Groeselaan |
| XL | extra large               | Basic height 45 metres, sometimes higher than 80 metres, many users per parcel, aria and covered outside space, large variety of functions: around the existing Joarbeursplein square |
Using the Scale guidelines, collaboration consisted of finding a balance of private and public interests to achieve an agreed ‘effect’. This effect depended on the scale of the proposed development: A S(mall) development was expected to contribute to the existing context, whereas the X(ta)l(arge) development was expected to harmonize with the immediate context, add to the area as a whole and give identity and meaning to the city of Utrecht on the regional level. Thus big floor space programmes were expected to contribute public amenity and shared use for the community.

The planning system has changed from the blue print schemes in the early editions towards a scheme that can develop incrementally, depending on economics and/or changing values in society. Managing change has become the primary role of the Utrecht Central Station Project team.

see: www.CU2030.nl
Learning Cities analyzed by Space Syntax
Approach of analysis

A strong correlation between spatial configuration and urban activity has been proven in a wide range of studies.

The Space Syntax approach is built on a set of evidence-based methods that forecast whether proposed strategies and designs will work to create the social, economic and environmental benefits that they are expected to. These could include enhanced footfall in retail areas, safety in streets and buildings, increased interaction between people in buildings.

The city appears as a web of thousands of overlapping and interconnected lines. Space Syntax software assesses the potential of movement through spaces by calculating number and angular geometry of the connections between the segment lines. Cities have a duel structure: a city-wide structure, which consists of main high traffic through-routes; and a local structure which supports local activities.

Bordeaux Euratlantique

The Space Syntax analysis of the local through-movement network identifies the local suburban structures of Bordeaux. By connecting the city-wide tram network with these local structures the suburban areas can be reconnected efficiently with the city centre.
Utrecht Stationsgebied

The Masterplan Scheme of 2004, based on the outcomes of a Referendum in 2002, answers how to deal with national developments and local needs: Act Big, Behave Small. The result is a bold development framework and a leading role for the city in celebrating its local character, whilst accommodating major “national” programmes, for a public transport hub, shopping centre and exhibition grounds.

Connections across the railway tracks have both a city-wide and a local function. The new station development serves not only regional and national travellers but also reinforces the more local connections between the western parts of Utrecht and the city centre via its improved “station passage”.

In addition a strong local connector, the “Rabobrug” will be introduced, linking the Moreelsepark and the Mineurslaan.
Hamburg HafenCity

HafenCity is connected to the city centre through three north-south backbones: Großer Grasbrook crossing Sandtorkai, Dallmankai and Strandkai; Osakallee which connects the commercial heart of HafenCity with the heart of the existing city centre of Hamburg; and Poggenmühle which connects the city with the new Lohsepark and Baakenhafen. Überseeallee/Versmannstraße is supporting the local structure of HafenCity, in an east-west direction, linking up its key components with each other.

The analysis shows that Brooktorkai links well into the innercity ring through Deichtorplatz. The previously disconnected, coarse urban grain of the port area has been transformed into a well connected, distributed network and structured urban system, which connects via bridges with the surrounding city.
Five Star City - Tampere

Tampere is the gateway to Northern Finland and the third largest city with a population of 213,000 in a region of 450,000. Established 230 years ago the city grew rapidly as a textile-manufacturing centre using the power generated by the rapids on the waterway between two lakes. The city has embraced change shifting from textile manufacturing to precision engineering and machine tools. Today it has two universities with over 40,000 students, with a strong international element attracted by the international masters programmes in Architecture, Business and Technology, Materials Science, Bio-medical engineering, Machine Automation and Information Technology, which have formed the foundations of the new economy.

The city centre development programme reflects the five-star vision based on the goals set by the city strategy. Each star has its own significance and together the stars reflect how it is hoped the city centre will look and feel in the future. The Future plan aims to strengthen the existing urban character around the regeneration of the station area acting as a place of connection to the expanding university and residential areas beyond.

1. The centre is a city.
At the core of Tampere the elements of work, culture, services and housing meet. The city centre districts each have their distinctive character. New buildings must complement to the grid-plan centre with its Art Nouveau heritage. The Tammela and Amuri districts will be refurbished with infill to complement the historic core. The new residential areas are located as individual entities by the lakes’ shores.

2. The city centre radiates quality
Pedestrians play the main role in the city centre. Keskustori Central Square is a venue for ceremonies, and daily life flows on the pedestrian streets. The lush parks offer rest spots in the hustle and bustle of the city.
3. The city centre offers versatile services
The city centre is a versatile centre for shopping and running errands, and goods and services sell fast. Numerous cultural occasions and events attract people. The new use of the street level blocks and inner courtyards along Hämekenkatu Street refresh the city centre’s appearance in winter as well. People spend their leisure time on the scenic routes by the Tammerkoski Rapids and in the parks. The city centre is easily accessible by public transport, by bicycle or by car.

4. The city centre is a leader
The city centre of Tampere is the most popular and successful commercial centre in “Continental Finland”. The city centre’s attractiveness and competitiveness are strengthened thanks to good accessibility and versatile supply. The renovated Hämekenkatu Street is perceived as an entity and it is the pulsating artery of the city’s shopping area. The city centre is a location that is highly valued by businesses and a popular dwelling place.

5. The city centre has an image
The city centre is the city’s face. The redbrick chimneys and the edged tops of the Central Arena, providing a new landmark, complement the silhouette of the city centre. The city centre attracts creative individuals, the new residents find it easy to root themselves there and the original inhabitants do not want to move elsewhere.
see: www.tampere.fi
Cardiff is the capital city of Wales - and Europe’s youngest capital. With a population of 1.4 million people, Cardiff has a thriving economy – particularly in the ICT, Creative Industries, and Leisure and Tourism sectors. Cardiff is also developing a reputation in the Financial and Business Services sector, while its University is in the Top 10 in UK, with approx 60,000 students.

From Roman and Norman origins, Cardiff grew dramatically through the C19th & early C20th as the pre-eminent port and capital city of Wales, arguably the world’s first industrialised nation. Over the second half of the twentieth century, de-industrialisation hit Wales hard, both through the loss of jobs and the dereliction of its industrial spaces including Cardiff’s docklands.

Over the last twenty years, the city has focussed on an intensive programme of regeneration, which has enhanced Cardiff’s cultural and leisure infrastructure. This has attracted visitors and events to the city and raised the quality of life on offer to its citizens. The first major intervention transformed the former tidal docklands into what is now Cardiff Bay, including the construction of a barrage, creating a freshwater lake. Latterly, the Millennium Cultural Centre, the National Assembly for Wales, the International Sports Village, the BBC Drama Village/Media Capital and tourist attractions including the Dr Who Experience have further enhanced Cardiff Bay’s reputation as a cultural and visitor destination.

Alongside investment in the Bay, the City Centre has seen the construction of the Millennium Stadium, an 80,000 capacity stadium, the £650m St.David’s shopping centre, completed in 2009, and a subsequent programme of pedestrianisation, to radically improve the quality of the public realm environment.
To complement its excellent cultural and leisure offer, the challenge for Cardiff going forward is two-fold: to enhance the City’s business environment and spatially, to better connect the two growth poles: the City Centre and the Bay. To accelerate this process, the city has designated the area between the City Centre and the Bay as an ‘Enterprise Zone,’ approx 140 acres of brownfield land, where incentives to business will be offered and, most importantly, to act as a focus for major public and private investment.

The year ahead will see public investment in the creation of a series of new Grade A office buildings, the under-supply of which is identified as a weakness in Cardiff’s offer to businesses and investors. It will also see work commence on a new International Conference Centre and Indoor Arena to attract businesses as well as events to the city and to anchor the development of the Enterprise Zone. Of equal importance will be investments to improve the public realm, creating an environment where businesses and people feel welcomed, stimulated, comfortable and safe, and a rapid transit system to link the City Centre to the Bay.

These interventions are being designed to deliver economic success but importantly to do so in a way, which connects places and creates City Centre urban environments where different kinds of activity, particularly businesses, can thrive.
Western Harbour Malmö

Malmö is the third largest city in Sweden with a population of 300,000. It is part of the Oresund a metropolitan region of 3.5 million, which spans across the political borders of Denmark and Sweden and forms a significant economic and knowledge centre within Europe.

Malmö was traditionally focused on heavy industry, but in the last 20 years has successfully shifted its focus into a knowledge city, with Malmö University's 24,000 students making it the eight largest institute of higher education in Sweden.

The Western Harbour (Vastra Hamnen) in the last 20 years has seen the decline of ship building and the Bo01 European homes fair of 2001 and the Calatrava turning-torso tower have become the symbol of a transformation to a place for living, working, learning and pleasure. Vastra Hamnen has the Inner city as its model with density and greenness as its key principles.

Today, after 10 years of development, the western Harbour is both a national and European example of best practice in sustainable urban development. It is conceived as a centre for the Oresund, all Malmö's residents and the local living, working and student population.

The area has around 2,500 homes, 10,000 jobs, a new university and a technical school. The completed development is planned for 10,500 homes, 17,000 jobs and a residential population of 20,000.

The quality of development is sustained by the Q(uality)-Book and collaborative plan-making through “The creative dialogue”. The district is composed of distinctive neighbourhoods the character being defined by the combination of uses, existing reused buildings and location.

Christer Larssen

Overview Western Harbour
Bo01 has unquestionably created an exemplar for an environmentally sustainable neighbourhood and a showcase for leading edge applications of materials technology construction and design concepts. The challenges are to assimilate and learn from the experiment to draw out the lessons of what is affordable, and link the focus on environmental sustainability to economic and social issues, to achieve long term resilience through adaptability.

The Bo01 Expo has left a legacy of reflection and evaluation for others to learn from. The city is prepared to learn through constructive self-criticism and share its learning with others, through being a founder of the Learning Cities Platform.

The City is moving to a vision of sustainable urbanism, that recognises the city as organic and in continuous flux, an open system that balances often conflicting environmental, social and economic demands to achieve long term sustainable success.

See: www.malmo.se
The city is arguably one of mankind’s greatest innovations. A focus for creativity and exchange, its identity is defined by its places of connection. Places of arrival and departure. Places of collection, exchange, and distribution. The Utrecht symposium focused on sites of water (Hamburg, Malmö, Cardiff) or rail connection (Utrecht, Bordeaux, Tampere). These sites are typical of most European cities, which grew and prospered in the industrial era. Characteristically located adjacent to the city centre, their original land take has shrunk, as many of functions rationalise and move to the periphery. Large strategic areas of land are freed up, often separated from the surrounding city. What was common to all the sites studied was, that they were large scale, in limited ownership, and had the potential to support a restructuring of the city’s form and functions.

The projects were paradoxical in that they were both separators and connectors; they were disruptive in the degree of change initiated but had the potential to creating a climate of collaboration through the process of co-production. They had both a short-term perspective of needing to integrate back to the ongoing activities of the city, whilst having time scales measured in generations before ultimate completion.

The scale, location and characteristics of the sites insured diversity through the mix of existing buildings and brownfield development sites, a potentially distinct identity and a strategic role in the future fortunes of the city.

Lessons for achieving action

These sites have often been seen as hard to change and the existing uses left to decline, with the resultant blight to surrounding areas. Those areas that have regenerated successfully have shown:
- Strong leadership, a clear vision and an ability to manage risk
- A willingness to assess the business case against long-term returns and embrace assets where the returns are hard to measure.
- A desire for early actions that show the potential for the future and look outwards to the wider context.
- A culture of collaboration and trust.
A Brief for Managing the process of delivering Places of Connection

Each project was different reflecting the setting and circumstances. What they each shared was that they were all faced with delivering a complex outcome over a long period of time. From the workshop on Control a participants agreed on good practices to be followed at each stage of the project:

Inception – pre-project
• Involve potential local and national players
• Create an autonomous agency with special powers
• Establish civic commitment, spanning across political party interests
• Bequeath resources and control to allow local value generation and re-investment
• Develop and share a common vision – be transparent

Project set up
• Recognise and foster a balance between public, private and civic interests (Utrecht referendum)
• Seek out stakeholders with complimentary objectives
• Appoint a project director with real authority and experience to influence the public sector
• Create a small, flexible, informed team, each of whom commands respect of from their peers and the market
• Identify the short and long term economic, social and environmental returns, reflecting the different stakeholder interests
• Build confidence

Maintaining Control
• Ensure private public sector balance and influence through external competition (HafenCity)
• Continuous commitment to supporting and co-production with the citizens and communities affected

Delivering Outcomes
• Instil a culture of innovation and urgency
• Keep the politics of public spending outside the project procurement process
• Emphasise quality in open procurement, supported by independent assessment
• Create a flexible planning regime that accepts change, is timely and pragmatic
• Define the protocols and principles for engagement
• Manage the long time scales. Show continuous progress and improvement

Start with a pre-decision making period of 1-5 year – Inception, Strategic brief, business plan, which:
• Balances the power of the private sector
• Gives time to agree on the product, process, roles and finance
• Agrees the common aim and intentions
• Creates trust
• Introduces interest groups to gain knowledge and provide input
• Stimulates positive self-regulation through co-production and shared aims
Future Opportunities
The two-day symposium in Utrecht established the value of cities with common concerns exchanging experience and learning from sharing.
The platform, with the website (www.learningcitiesplatform.eu) and continuing relationships between the participants, provides the foundations for expanding the network to other European cities who expressed interest but were unable to join the symposium, and those cities shortlisted over the last 6 years for The Academy of Urbanism Cities awards. The network is over thirty-six places or projects (See back page), which can continue to grow through a continuing programme of learning, research and exchange of knowledge, by web, and site visits.

Learning Cities: Building a virtuous circle of improvement
The AoU/INTA European Learning Cities Platform has gradually grown a network and is continuing to develop the platform for learning and improving after the Utrecht symposium.

The Academy of Urbanism European City of the Year Award
In their sixth year, The Academy of Urbanism awards are for the most enduring or improved places, streets, neighbourhoods and towns in the UK and Ireland and Cities across Europe.
As well as recognition, the Awards are a vehicle to develop a strong evidence base for high quality, innovative and sustainable urbanism which is shared through our publications (Learning from Place and Space, Place, Life) study visits and place-specific partnerships that nurture collaboration and knowledge-transfer through example, learning and research.

The Cities that have been shortlisted for awards over the last six years, are identified on the back cover with the participating cities and others contacted.
Western Harbour Malmö Ten Year Review: AoU/INTA Expert Panel; December 2011
To mark ten years of development in the Western Harbour an expert panel from The Academy of Urbanism and INTA were invited to visit Malmö, contribute to the Institute for Urban Development (ISU) research day and report on the progress in Western Harbour in the context of European best practice.

The panel recognised that Bo01 and the city of Malmö has become an exemplar and beacon of confidence for other European cities facing industrial restructuring. Malmo with the western Harbour as the icon has shown how, with confidence and a focused agenda, a city’s values and image can be changed within less than thirty years and an upward spiral of success engendered. The City however has recognised that the environmental sustainability agenda needs to be linked to economic and social sustainability to achieve resilience. The next step is to ensure that the innovation at Bo01 is reproducible across the city and is affordable.

Christer Larssen, the Director of planning for Malmö, was supportive in initiating the Learning Cities Platform, and developing a active network where senior members of cities across Europe can exchange insights.

Tampere Finland: City Centre Places of Connection workshop; September 2012
As a follow up to the Utrecht symposium the City of Tampere invited Henk Bouwman and John Worthington to lead a workshop for the key stakeholders for the planning of the central city area. The Tampere team who had attended the Utrecht symposium were able to use the insights they had gained, supported by the conclusions from the event.

The Learning Cities Platform has provided a valuable external benchmark and confidence to review current plans and develop a collaborative process of plan making.
The Academy of Urbanism

The Academy of Urbanism is an autonomous, politically independent, cross-sector organisation incorporated in 2006 with the aim of expanding urban discourse.

The AoU has an annual awards programme for, places, neighbourhoods, streets, towns and the European City of the year award.

For more information on the Academy of Urbanism and how to participate in the Learning Place events and Univer-Cities and Place Partnering programmes;
See www.academyofurbanism.org.uk

INTA Community of competence on Workplace Urbanism

The Community of Competence (CC) on Workspace Urbanism, departing from new understandings on the urbanization process in a knowledge economy, works together with its members (local governments, private companies, academics, and development agencies, etc.) to find integrated and practical solutions to these strategic questions. This CC will deepen the awareness on how the organization of workspace has driven urban patterns, on the instruments and projects that should be put in place to change the urban spatial characteristics, taking into account the changing patterns of modes of living, learning, innovation and networks.

See www.inta-aivn.org/en/communities-of-competence/urbanism

Urban-imPulse

Urban-imPulse is a platform that was founded only recently and aims to provide tools to organisations, institutions or individuals to co-develop their own environment. By understanding where you come from and where you are, by recognising your own potentials and those of a space and, finally, by opening up your mind for the fantastic dynamics of cities, one is able to create one’s own ‘Human Biotope’.

Based on experiences from practise Urban-imPulse helps to recognise and deploy the impulses needed to make things happen.

See www.Urban-imPulse.eu
“The propensity for cities to sit in isolation and struggle with their re-invention of the wheel is immense. Cities cannot wait for each to make the same mistakes as the others or for successful change and regeneration to remain a secret. The first LCP was an excellent means by which experiences can be shared.”