



INTA presents in collaboration with the City of Lisbon and Parque Expo:

REPORT ON INTA INTERNATIONAL ROUNDTABLE

Reinventing centralities:

URBAN REGENERATION AND MOBILITY

Exploring the new dimensions of urban regeneration and mobility and its impact on neighbourhoods and centralities. Set in a rapidly changing economic and social context, with profound implications on cohesion and integration of cities, the discussions focused on innovation in policy, processes and products needed to deliver better quality of life, and on policy change that might be required.

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CÂMARA MUNICIPAL DE LISBOA

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RE:INVENTAR O TERRITÓRIO

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INTA

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Foreword

In a context of rapid urbanization of the world and of globalization of the economy that both accelerate the process of metropolisation, and reshape the places where people live, work and consume, the urban question is the last leverage at our disposal to build a democratic society. Again, and painfully, we stumbled over the urban questions: functionalism; supremacy of the technology; change of scale; new paradigm for centrality and periphery; social inequalities, segregation and poverty; territorial competition; monetisation of urban development, etc.

The City of tomorrow needs responses that last.

The metropolitan areas are irrigated by flows that determine its economic vitality, its inclusion in a regional or global system, and the quality of life of its inhabitants. A Metropolis is not a place one can draw; it is a condition one can describe. The new spatial organisation leads on one side to a concentration of functions in major urban poles, connected to each other; on the other side, and at local level, to a network of polynuclear urban centres. The Metropolitan space, characterised by mobility and unlimited extension, is also fragmented, and the functional zoning leads to spatial and social segregation. Therefore, communication within the neighbourhoods is important to reinvent a local identity in response to globalization, i.e. to rebuild the free relationship torn by monetisation of the urban development.

Today, sustainable development means for many denser and compact space, back to centrality. A sustainable metropolis cannot be built in the denser areas only without addressing the question of land use at the periphery, a condition for stabilization, countercyclical policy, and environmental opportunity.

Reinventing urban development can provide a meaningful insight into the complex reality of the city (the metropolitan area), and push to act synchronously (transcending the domains of knowledge, scales and sectors); encouraging the strong and helping the weak potential of the region; defining a sense of place of the different centres and neighbourhoods so they can diversify the urban region; encouraging innovation as the big driver; it is needed and it can deliver.

Urban regeneration and mobility are significant tools and actions to achieve a comprehensive urban development.

Which mobility in the “space” of the city and for whom, which services around mobility? There is a radical change from transport to mobility: change of usage, change of tools and means, change of actors, change in the nature of services (to mobility - navigate, for mobility - access, inside mobility -activities). We recognise that the next mobility generation is both more complex and meaningful:

- Over 50% occasional users (helping temporary and permanent citizens)
- More irregular pattern of mobility (random and diffuse trips)
- Local development and inner city competition (coping with heterogeneity); territorial cohesion vs urban sprawl
- Mobility as social integration (being mobile vs social exclusion; reducing effects of exclusion i.e. ageing population)
- Environmental concerns

The new urban mobility is a point of departure, in a larger policy framework, proposing new directions and effective measures – less car, more public transport, new modes and ICT to redefine mobility and connectivity.

The international roundtable in Lisbon provided the opportunity to discuss and exchange about new centralities through urban regeneration and mobility perspectives. The cases show the diversity of answers to common challenges. This report testifies of the quality and importance of the exchanges during this two-day roundtable.

INTA would like to acknowledge the involvement of the City of Lisbon and Parque Expo in seeking better tools and approaches for urban development and thank them for having co-organised this event that will contribute of the ongoing reflexion led by INTA and its members to promote a better quality of life in urban areas.

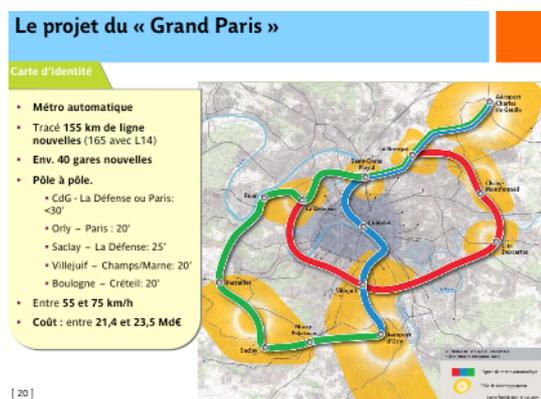
This report has been produced thanks to the contribution of the team of reporters from the City of Lisbon.

Session I New social dynamics in neighbourhoods and centralities:

The first session I presented two completely different experiences, both in terms of human and geographic scales and in terms of financial and political resources. Both projects, however, have a common goal: to bet on people, understanding the mobility and the demand for new centralities, as a way of "making the city, being the city."

Seymour Morsy: Val d'Oise (France) : Social dynamics in peripheral neighbourhoods: trends and policy

"Greater Paris" is the project that the Region and other local governments on the one hand, and the state on the other hand, try to implement in terms of mobility and centralities. For more than two years, stakeholders involved in the project have been trying to design a new Paris metropolitan area, linking the major centres of scientific and technological development, Paris and most remote areas by changing these poles into multifunctional centres and autonomous new centralities.



[20]

Source: Seymour Morsy

Several aspect of mobility are taken into account: expansion of the networks (railway and metro), new infrastructures for intermodal transport, access to public services... This first step will allow a better use of time for those who travel, and facilitate a physical and social opening up of some areas. Then, one major aspect is also to bring more mixed uses in monofonctional areas (cluster, business parks, residential areas) in order to create new social dynamics and new centralities.

The benefits of this project:

Transformation of some suburbs of Paris in autonomous and multifunctional (housing, commerce, education - universities, research centres and technology) territories;

Sustainability of the centre versus the periphery;

Focus on mobility: use of time as a means to facilitate the daily life of people;

Rupture with the physical isolation and social stigma associated with certain areas;

Creation of housing (residential areas) near major clusters;

Creation of a new social dynamic in the suburbs;

Autonomy of new centralities compared to Paris city centre;

Participatory process of the project.

Disadvantages:

Difficult dialogue among all stakeholders in the public debate (government, citizens, enterprises, universities, etc.), which led to delays in the implementation of the project;

The project has enormous geographic, human, technical and financial dimensions, its conclusions and benefits in mid and long terms are not immediately visible, and the ongoing discussions that lead to consensus make this process even longer and more expensive;

Uncertainty about the future of the city of Paris as we know it today: will the attractiveness of these new centralities around the city cause a weakening in the future of the social and functional city? Does already exist a strategy to revitalize Paris?

Anna Rowinski, San Salvario local development agency, Turin (Italy): Urban regeneration, participatory process and local social dynamics

The Barrio San Salvario in Turin is a successful the case of a participatory process and urban renewal initiated by the municipality of Turin. Built in the second half of the nineteenth century, this neighbourhood was at the end of the twentieth century, highly deprived socially and in terms of architecture and public spaces. With an average population four times higher than the average for the city of Turin, the neighbourhood is the densest of the city. 26% of the population is immigrant. Living conditions are sometimes difficult and the area has a very bad image, being often considered dangerous ("the Bronx of Turin"). San Salvario was integrated in the municipal plan of action initially launched only for peripheral neighbourhoods because of the urgency to undertake a regeneration project in this central district (along with another central district, The Gate-Porta Palazzo).



Source: Anna Rowinski

The Agency for Local Development of San Salvario, founded in 1999, is responsible for the development of small actions and projects to stimulate physical social, economic and environmental regeneration of the area.

The first initiative was the recovery of some housing and services from two blocks the city chose. This recovery operation of degraded habitats benefited from loans of municipal funds to help homeowners and was completely managed and supported by the municipality.



Workshop in Casa del Quartieri. Source: Anna Rowinski

Rehabilitation works have been realized in the headquarters of the Agency ("Casa del Quartieri"), which is also a meeting place for all the residents. There everyone exchanges on its problems, attending training courses and participating in self development projects for children, youth and elderly, organising birthday parties, etc.. The large number of activities offered helps the Casa del Quartieri to be self-sufficient, although it still receives financial support from the municipality.

Social regeneration of the area has begun with a work done on the relationship between the school and the communities, and between the school and families.

With about 50% of young immigrant students, the school was not well accepted by the community who expressed fear to enrol their own children. With a persevering dialogue with the educational team, school staff and parents, social acceptance of these students took place gradually minimizing the effects of social stigma.

Gradually, some parents brought back their children to school, creating and strengthening links among the users of the neighbourhood.

The same process was implemented for small projects on local economy, recovery of traditional commerce, supply of services in food and leisure, the latter attracting more and more young people from other parts of Turin. All these projects have improved the image of the area and restored a sense of pride to its inhabitants. We are witnessing the creation of new dynamics and new neighbourhood relationships between the district and the rest of the city.

Through these initiatives of physical and social acupuncture, the regeneration of San Salvario is already a reality, but it is also an ongoing process, based on a strong participatory process involving many associations and the local population.

Session II: Innovative urban regeneration

Alexandra Gesta, City of Guimarães (Portugal): Qualification of public space and urban regeneration

Guimarães was recognized in 2001 as UNESCO World Heritage site, because of the quality of the intervention on the historic fabric of the city. With the aim of rehabilitating the historical centre, the municipality of Guimarães promoted the installation of a Local Technical Bureau (GTL) in 1983, within the city centre, carrying a policy of proximity with the inhabitants.



Guimarães. Source: Alexandra Gesta

The methodology adopted included a social and physical characterization of the territory, with detailed interventions and a specific analysis of everything that was necessary to preserve:

- Keeping the whole population in place, with better housing conditions.

- Rehabilitating the public space, respecting its urban form as inducer and motivation for private participation.

- Rehabilitating the most important (and biggest) municipal buildings, adapting them to new functions (essentially social and cultural equipments).

- Providing technical and financial support to private initiative, through the municipality/GTL.

Over 30 years, an interdisciplinary work has been developed, with a "way of doing", unique and specific, preserving the authenticity of traditional materials, of building typologies and urban spaces, along with constructive systems and use of new materials. The recovery and preservation of built heritage has been guided by a formal and functional quality, using traditional techniques and materials, reaching an unusual detail.

The results are visible and the completion of the project became possible due to:

- Political will and stability

- Excellent ability and technical quality of the process, enabling to create teams and productive fieldwork

- Participation of the population, whose involvement since the beginning of the process was crucial to the success of the project

"The architect responsible for the coordination of this excellent work, the most important thing, are the people, because it is with them and for them that the project exists and goes ahead."



Source: Alexandra Gesta

Tyke Tykesson, Malmö City Planning Office, (Sweden): Transforming Malmö - towards urban eco efficiency

The challenge for the city of Malmö was to stop its decline and to respond appropriately to a population with a high rate of growth since 1990. Malmö is a city of 300,000 inhabitants, 30% of the population is of foreign origin, 175 nationalities are represented and 47% of the population is under 35 years.

The municipality of Malmö in the mid-1990s, built a vision for the future of the city in 2015:

- Construction of the Øresund Bridge (connects Malmö to Copenhagen) and the "Tunnel City";
- Creation of the University "Malmö Högskola";
- An exhibition of housing in 2001 (Bo01);
- Creating a sense of identity;
- Revitalization and attractiveness of the city centre.

The city has acquired a large industrial site near the west port, in 1999, where the housing exhibition Bo01 was held. This exhibition was a very important step for the development of the city towards a "green city", offering a true waterfront within the city, which has become a very used public space for the entire population of Malmö.



Source: Tyke Tykesson

In addition, the municipality has undertaken to develop:

- Environmental biodiversity with 50% of green spaces
- Energy self-sufficiency by building a wind tower
- Reuse of rainwater
- Diversity of "languages" architectural, involving thirty architectural firms and about 20 developers
- Creation of a company / business gathering all the stakeholders (project owners and project managers) to facilitate dialogue between themselves and achieve common goals with respect to the construction of buildings, ensuring high energy efficiency.

The city has become a reference for its innovative use of renewable resources, finding solutions of "green energy" and putting in place plans to reduce emissions of carbon dioxide.

One can also stress the importance of the construction of the university "Malmö Högskola" in 1998, right in the city centre. The University became a driving force in Malmö renewal and new image and as innovative educational and research centre and involves local and regional actors together with the private sector.

The bridge Øresund that connects Malmö Copenhagen in 20 minutes, opened in 2000 (9000 commuters in 2005, 20 000 in 2008). It changed completely the relationship between Malmö and Copenhagen and their respective images, and most importantly, it has brought the development of the cross-border metropolitan area to another level.

In regard to soft transportation and local mobility, about 40% of the population uses the bike.



Cooperation Malmö-Copenhagen. Source: Tyke Tykesson

Thus, we can summarize the following steps of the process:

- 1995 - Strategic Vision and Governance
- 2000 - Identity, Pride and Hope
- 2005 - Attractiveness, Innovation and Sustainability
- 2010 - Diversity, Social Inclusion and Tolerance.

New projects are underway: Connectivity improvement (creation of new mobility models, creation of trams, intermodal nodes...); Reduce the effects of barriers and urban scars; Strengthening the multi functionality; Collaboration and participation of the population; Strengthening cooperation with Copenhagen; Implementation of the project Hyllie.

Roy Adams, Entity Partnerships, Three themes of urban revival and community cohesion: connections, cooperation, capital (lessons from Belfast and elsewhere)¹

The successful city is founded on “sustainable communities” as the mechanism for reducing deprivation, promoting cohesion and providing opportunity for all to live a decent, fulfilled life. The development of policies and actions around the three themes of “connectedness, co-operation and capital” (otherwise stated as Infrastructure, People and Money) can remedy disadvantage and utilise the capacity of human resource to assist greatly the creation and longevity of vibrant communities. The case of the City of Belfast in Northern Ireland demonstrates, firstly, how successful regeneration has been achieved against a background of inter-communal conflict and, secondly, how the considerable challenges still facing the City are being identified and tackled.

Connectedness

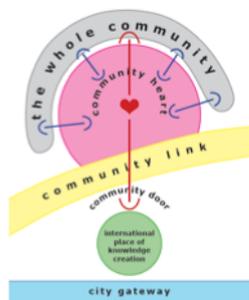
“Connectedness” describes the nature, capacities, benefits and shortcomings of the physical links and networks which determine the city’s ability to perform as a regional capital in terms of a place to live, visit, work, learn, enjoy and invest.

On one hand, Belfast is considered as the most strongly car-dependent city in the UK, with around 80% of the workforce travelling to work by car, van or minibus.

On the other hand, Belfast has become a much stronger cycling city (“Belfast’s Better By Bike”), with an extensive network of defined routes, especially along the River Lagan. The Government’s “cycle to work” scheme encourages employers to buy bicycles for their employees who then purchase them out of pay-roll with the benefit of a tax break and a bulk-buy discount. This has greatly increased the number of bikes used as well as boosting the revenue of retail bike shops.

Like many other cities, Belfast is looking at ICT-enabled service delivery which: reduces the need for travel; engages hard-to-reach citizens; facilitates self-help (especially at community level); assists the formation and longevity of small and medium-sized enterprises (SME’s); cuts the costs of representative government whilst increasing local-level participation; and cuts public-sector service costs for no diminution of quality.

Co-operation



Source: Roy Adams

The City of Belfast has a population of 270,000 and lies at the heart of the Greater Belfast Metropolitan Area (population of 650,000). Belfast is a young city, with 19.5% of the population under 16 years old. The City has long been severely fractured not just by land uses but also by community loyalties (politico-religious differences - Catholic/Nationalist and Protestant/Unionist). Belfast has seen major investment in and the physical/economic transformation of both its Central Business District (more than 1 billion pounds), and its waterfront along the River Lagan (again more than 1 billion pounds of investment), together with comprehensive renewal and replacement of much of its outworn housing stock. The result has been a massive increase in tourist numbers and, most significantly, a power-sharing Assembly in place for the governance of Northern Ireland.

Capital

Every city today is financially challenged.

Social investment is the provision and use of finance to generate social, or social as well as economic, returns. The Third Sector is chronically under-funded relative to the scale of deprivation and social malaise facing cities across the globe. There is a need to identify emerging and new forms of investment, particularly in the area of social investing and the use of philanthropic funds to assist enterprise, entrepreneurship and the provision of “enabling infrastructure” without which further regeneration of the required scale may be impossible to achieve. Belfast has been encouraging efforts to boost the role of the social economy over the past decade, and can point to a number of successes in new company creation and community enterprise in some of the most troubled and difficult parts of the City.

¹ From Roy Adams’ paper

Session III : New mobility for local development policy

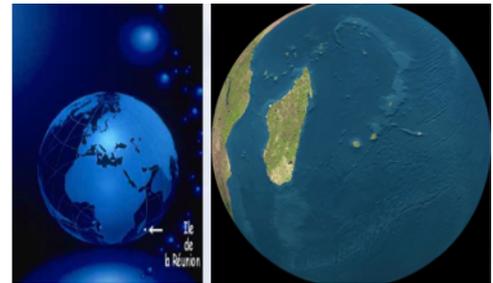
Philippe Jean Pierre, Director, Planning and Housing Agency, La Réunion (France) : System of mobility - social and economic factors

Reunion Island is a French island located in the Indian Ocean, East from Madagascar Island and close to Mauritius. It has 830 000 inhabitants, and it is foreseen that it will reach 1 million inhabitants by 2030.

As usual in islands, the most common way of travelling is by private transportation: 70% of the families have a car and families with more than one car represent already 21% of the population. Both figures tend to grow, being expected that in 2030 they will reach respectively 80% and 28% if there is not a strong policy to invert this tendency.

However, in insular territories, the promotion of public transportation is difficult since small environments tend to create a major necessity of privacy - which is obtained by private transportation.

In order to change the pattern of mobility in insular territories, social and economical aspects are considered determinant.



Source: Philippe Jean-Pierre

Social aspects

- The promotion of accessibility is a question of social justice, as the capacity of inhabitants to get to some equipments and infrastructures is not equitable.
- The promotion of mobility results in better social cohesion.
- The continuous growing of oil cost strengthens the necessity of finding alternative ways of transportation, as it aggravates the segregation of lower classes.
- The need of reevaluation of the function of distribution in cities becomes, each day, more determinant, as mobility problems cannot be solved only by changing transportation modes, they have to be solved also through a different relation between origin and destiny locations.
- The best mobility may be, in certain cases, the one that becomes unnecessary.

Economical aspects

- Cost/benefit analyses must be global. This means that it has to consider all the impacts: financial, economical, environmental and social and also impacts on people's health.
- External facts must be considered, both economical and real ones.
- People preferences must be understood, as we are talking about structural projects involving large financial investment in a mid-long term perspective. The projects must consider the evolution and change of those preferences during time.
- The financial crisis has given a particular emphasis to financial issues. The options taken are not neutral: they imply subsidies, public-private partnerships, taxes and an enormous effort for all users.
- Mobility paradox: the development of transport infrastructures promotes a better mobility... but, as a consequence, people tend to live further and further. As a result, the distance between city centre and suburbs increases, the metropolis turns bigger and the city centre less dense.

In France the TGV (high-speed train) is a very clear example of this paradox as it had taken people to live in cities that are very far from Paris, but now very close in time. Those cities had become accessible for daily trips.

- Political aspects are also determinant: it is important to have stability to take long term decisions and to avoid unarticulated measures or short term ones.

José María Díez, Director for European Projects - Strategic Masterplan, City of Burgos (Spain): Mobility policy in urban regeneration

Burgos is a medium size city with more than 100km² and 174 000 inhabitants, located in Spain, between Madrid and Bilbao. Due to its historical heritage, it is classified as World Heritage by Unesco. Burgos territory is mostly flat, although the city has been created in the top of a hill, as a fortified village. Because of this characteristic, a great part of the historical heritage and points of interest are located in an area with steep slopes. That fact, together with an important elderly population consists a major difficulty for mobility.



The enormous transformation Burgos has undertaken in the past 8 years is the result of the strong desire of its Mayor, but it is also due to 3 important European Funds:

- Civitas (pedestrian mobility)
- Niches + (vertical accessibility)
- Urban (structural interventions)

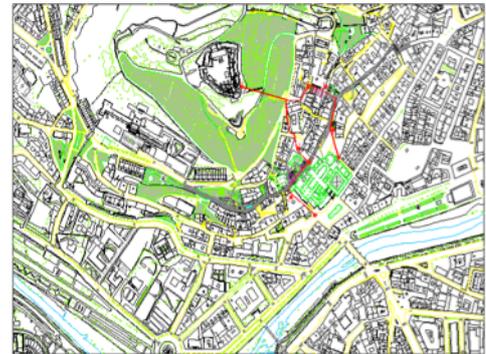
Two fundamental ideas were driving the transformation of the city centre of Burgos:

- Dedicate the city centre to pedestrians
- Involve actors of the city by creating a strong participatory process

Civitas

Civitas funds had been applied on pedestrian mobility (pedestrianization) and on actions that strongly restricted the access of private transportation in the city centre. Nowadays, most parking areas are underground and cargo load is subject to rigid rules. Cycling has also been promoted (in 8 years, Burgos cyclists have passed from 0,6% to 3,9%).

The involvement of the residents and of all the stakeholders has allowed the project to go on and move forwards, dealing with contrary interests, turning intention into a project supported by the local population.



City centre accessibility. Source: José María Díez

Niches +

Niches+ funds have been used to promote accessibility for all. The most important interventions were done on the improvement of vertical accessibility, in 4 levels: public elevators in municipal building and Pilgrim's Hostage, escalators in some antique stairs and connection to the Castle (36 meters above)

Urban

Urban is being used to improve accessibility especially for elderly and handicapped people (change material on floor, access ramps to give the public spaces a better accessibility), including social and security aspects (better lightning to improve the attractivity for all).

Burgos has been chosen to promote Civitas Program in Portugal and Spain. It is an example of good practice and it will be disseminated in a net including more than 40 cities, universities and other important cities, trough a program untitled Civinet.

Barbara Pillonel, Delegate for Communication and Promotion of Soft mobility, City of Geneva (Switzerland): Pedestrian accessibility plan and age mixing

Geneva is considered one of the most important financial centre in the world, housing a population of 184 000 inhabitants, 44% of whom are foreigners. Located next to Lake Lemman, near the border with France, the city sprawls through the territory, and its influence radius represents the full Canton of Geneva and even a part of the neighbouring country.

The democracy in Geneva is a mature one; all the public decisions need the participation and support of the population – many times achieved by a national or local referendum. The many local associations often suggest ideas for the city - some of which are utopias but others are very useful and realistic.

Regarding mobility and travel modes, the distribution is the following: Pedestrian (41%), Private transport (30%), Public transport (18%) and Cycling (11%). Lately, a new awareness about the need to promote a more sustainable mobility has begun to appear among the population and many actions to promote pedestrian mobility, cycling and public transportation were undertaken.

Promotion of public transportation

Geneva improved its tram network that connects all the railway's lines, promoting both trams and trains and allowing people who leave in France and work in Geneva to commute by public transportation.

Promotion of green mobility

In 1989, a popular movement asked the government to take urgent measures to promote cycling as a travel mode. A cycling path net with 100km of extension in only five years was voted in a local referendum (82%) and was soon implemented. Five bicycle exchange stations had been created where people can rent bikes for 4 hours and for free. People can also have access to electric bicycles for people leaving further away.

Currently is in development a 22km *Green Way* that will cross several different areas: urban, industrial and rural ones. An in-depth dialogue has been started with all stakeholders and communities of the area.

Sharing public space



Sharing the public spaces: Temporary constructions / installations as a laboratory. Source: Barbara Pillonel

Experiencing is a characteristic mark of public attitude in Switzerland. Everything is tested to check the adherence of the population, making people feel each decision as their own. A good example of this was the temporary closure of streets and squares and the placement of urban furniture prior to the definitive interventions in public spaces - some of them quite radicals - to engage the inhabitants from the very beginning of the transformation process of the public spaces.

The implementation of "30" and "20 Zones" was accompanied by an intense publicity campaign (targeted at drivers). Throughout all this process, the main concern was with the most vulnerable ones: children, elderly and disabled. Rules were created to establish how to intervene in public spaces in a way to promote inclusive accessibility. Urban barriers were eliminated and security for all has been promoted.

Publications and events

Advertisement is an important key factor to guarantee adherence to new patterns. Events to promote soft mode were therefore organized: Sundays with guided tour through valued paths; Bicycle Saturdays in the city; Driving lessons for bicycle in urban environment; Mechanics courses for cyclists.

And several maps were published: map of footpaths for recreation and discovery; map of the best walking routes and time away from site to site; map with cycling routes (which became the most widely used map for tourists and residents).

Session IV: From making a city to being a city.

Jeroen Laven, STIPO, Rotterdam

The last session of Lisbon's Roundtable focused on the changing paradigm of urban planning and its relation with the dichotomy idea: "From making a city to being a city – reinventing centrality".

"The days of urban planning as we know it, are over"

Quoting Rotterdam's Mayor was the trigger of Jeroen Laven's presentation: the first days of planning practice that were mostly related with physical planning, opposed to the new days of planning that have to take into account the cultural/social/economic dimensions, more than the physical one. The balance between all these dimensions leads planners and decision makers in the direction of "being a city".

Not only there is a wider range of planning dimensions to take into account, but also there is the need to consider different and more various stakeholders while practicing it: entrepreneurs; residents, cultural institutions, government, experts...

Planning has become a participated, complex and continuous process. Today, planning is made for people and with people, in a continuous period of time. We are entering an era of planning where managing the process of planning is more important than the planning itself.

The first case study, "neighbourhood plans – Roosendaal", involved different stakeholder's visions and went deep into a variety of results and field projects: from social projects to the enhancement of the communication between the sectoral/policy makers and all the implementation actors.

The second case study was about "plinth strategy" for Rotterdam city, and its relation to the liveability of the city centre. The importance of multifunction uses at the "eye level" in a street/neighbourhood and the energy and "soul" existing in it was one of the central factor of the project.

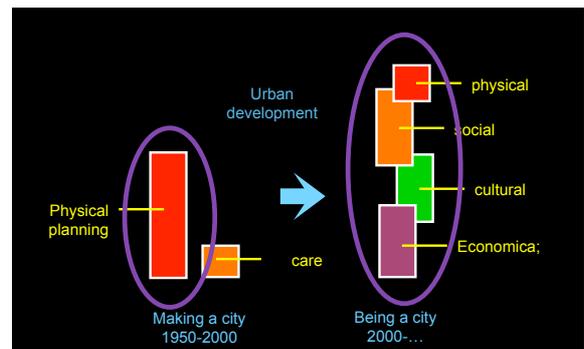
From practical lessons, three basic principles of the new planning practice are coming out:

Steering model of variation and selection: giving space instead of pushing

Synchronicity: development by co-evolution, how subsystems react to, and influence each other

Self-organisation: No longer the makeable society but energy from the systems

The competences of the new planning professionals are no longer supported exclusively in sectoral knowledge and loyalty, but tend to be based on each others passion / vision / enthusiasm / involvement leading towards creativity and innovation power, where the network power and strategic qualities as well as entrepreneurship and craftsmanship are important factors.



Disciplines are no longer in a linear way. Source: Jeroen Laven

More information about the roundtable, all the presentations and pictures are available at www.inta-aijn.org