

# MAPS / Baseline study

## Military Assets as Public Spaces



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## Table of Contents

1. Foreword .....	4
2 State of the art.....	5
2.1 General introduction .....	5
2.2 Leipzig Charter on sustainable European cities.....	6
2.2 Toledo Declaration .....	8
2.4 State of the art / Synthesis for the MAPS project .....	13
3. Good practice for the enhancement of the former military heritage.....	14
3.1 Forte Marghera / Marghera Fort (Italy) / From military assets to a “Park” for culture and creativity .....	15
3.2 The New Dutch Waterline (Holland) .....	20
3.3 The fortification system of Komárom (Hungary)/ From Soviet ammunition depot to a Cultural and international Tourism Center .....	23
3.4 The Spīķeri Block (Latvia) / A former soviet military base turns into the city’s cultural scene .....	26
4. Reference to EU projects.....	29
4.1 ATFORT / Atelier European Fortresses .....	30
4.2 ASCEND / Achieving the Socio-Economic Re-use of Former Military Land and Heritage (Fortifications, Arsenals, Dockyards, etc.) .....	32
4.3 ADRIFORT / Adriatic Fortresses and Military areas.....	33
4.4 REPAIR / Realising the Potential of Abandoned Military Sites as an Integral part of Sustainable Urban Community Regeneration .....	35
4.5 TUTUR / Temporary Use as a Tool for Urban Regeneration .....	38
4.6 PlaceMaking for Cities .....	39
5. Partner profiles.....	40
5.1 Piacenza / Italy (LP).....	41
5.2 Varaždin / Croatia (PP) .....	52
5.3 Szombathely / Hungarian (PP).....	62
5.4 Cartagena / Spain (PP).....	70
5.5 Koblenz / Germany (PP).....	77
5.6 Longford / Ireland (PP) .....	89
5.7 Espinho / Portugal (PP).....	100
5.8 Châlons-en-Champagne / France (PP).....	108
5.9 Serres / Greece (PP).....	114
5.10 Telsiai / Lithuania (PP) .....	128
6. Synthesis.....	133

6.1 Synthesis contribution and needs / Network level ..... 136

6.2 MAPS Approach..... 137

6.3 From the approach to the transnational exchange activities ..... 139

6.4 Interaction between transnational and local activities..... 140

## 1. Foreword

This document intended as a support tool, and give good indication, for the development of the activities of MAPS network project. The Baseline Study is composed by 3 sections: the State of the Art, the Partner Profiles and a final Synthesis, in particular, these are the contents of the sections:

- A State of the Art providing a European level overview of the topic being addressed by the project and existing knowledge / projects / programmes / good practices, etc. related to the policy challenge to be addressed.
- A Partner Profiles providing an analysis of the state of play in all cities/ partners to be involved in the second phase of the project, regarding the local policy challenge to be addressed, existing policies / action plans, possible focus of the action plan to be developed, etc. This will include a baseline of learning needs and possible contributions of each partner in terms of exchange and learning activities. This work will feed into the synthesis and enable the detailed definition of the partnership's "research questions". It will also establish each city's position in relation to the URBACT III programme level indicator, relating to the production of integrated and participatory urban strategies / action plans.
- A Synthesis section bringing together the issues arising from the cross-cutting analysis of the situation in the partner cities, the State of the Art, synthesis of learning needs and potential contributions as well as the baseline for the result indicators. This section will draw out and outline the issues or sub-themes that the project will address.

The information within this document are been collected with different methods: analysis of documents from internet; interviews with the persons in charge for the projects presented (good practices); interviews with the partners (site visits); information collected with survey form. The information that has been collected have different levels of detail.

## 2 State of the art

### 2.1 General introduction

The MAPS project aims to develop tangible and integrated strategies addressed to the management and enhancement of former military site, “one cultural heritage” that for a long time has been excluded from the active life of the European cities. This vast cultural heritage is made up of different type of objects: barracks, compounds, fortifications, towers, administrative buildings, buildings for officers and others, which exhausted their “defensive purpose” are now able to play a new role within our cities and territories (historical centers, limits of the city, urban landscapes and landscapes).

#### *Question*

*How can we revitalize the former military areas as a new urban hub for the social cohesion and the urban growth?*

Many of these heritage are already owned by the city administrations, but many are still in a phase of change of the new ownership, e.g. from the National Defence Agency to the administrations of the cities. This fact highlights how in this historical moment there is still no full awareness by the local administrations of the cities, respect to the values (cultural, social and economical) expressed by these particular cultural heritage, in fact in many cases the Administrations, who hold of these former military assets, have never thought the realization of strategic projects for their integrated regeneration.

Due to a period of over-building, enlargement of the limit of the cities and discriminated consumption of land, the issues of the re-use and the re-generation, in particularly of the former military heritage, become important to experiment new methods, tools and approaches for the development of an European urban agenda oriented to the integrated reuse of the urban fabric. Starting from these structural factors, and adding the factor of the global crisis, which has heavily affected the real estate market, it is easy to assume that the interest forward the former military heritage will be larger than the construction of new buildings, public spaces and infrastructure.

In this framework, reuse of the former military heritage, to avoid a failure of the planning tools, we must have the vision that we need to change the approach toward the valorisation of these areas of the city. It is clear that the current urban planning tools, used for the “normal management “of the city, are not appropriate for the management of these new urban realities.

The former military heritage are a particular part of the city, as mentioned above, that for a long time has been excluded from the active life of the city, and for this reason we need to establish “new strategies” for the re-appropriation: involvement of the inhabitants, identification of a possible temporary reuses of the areas, development of co-design activities, basically promote the social inclusion.

For all these reason, in this section of the Baseline Study, we want to highlight the state of the art, regarding the enhancement of the former military assets, starting from the EU suggestions (charter, strategic documents, urban agenda) and from real projects (best practices) developed on the field. The idea is to create a strong relation between this two souls (theoretical and practical) to develop a practical tool (handbook) that will become a road map for the MAPS partners during the evolution of the project.

## 2.2 Leipzig Charter on sustainable European cities

To start the approach to the theme of the reuse or regeneration of the former military heritage first we want to highlight the “Leipzig Charter on sustainable European cities”. This document<sup>1</sup>, developed in 2007, contains a series of considerations, compared to the challenges and opportunities, in which the European cities have to provide a develop solution, in particular in the field of: the management of cultural heritage, the integrated management of the built environment, the social inclusion and in the development of new economical mechanism.

### *Question*

*The Leipzig Charter. The first approach to the integrated approach of the built environment... how was applied*

In this charter of intent, the cities were considered as an integrated system, in which promote the exchange of knowledge, the growth and production the social and technological innovation, but at the same time, the Leipzig Charter underline that the cities suffer from demographic problems, social inequality, social exclusion of specific population groups, lack of affordable and suitable housing, and environmental problems.

Starting from these point of view, the Leipzig charter, has been focused on the required development of an integrate approach (integrated urban development policy) for the management of the city. The integrated urban development policy is a key prerequisite for the implementation of the EU Sustainable Development Strategy<sup>2</sup> (EU SDS) that start from the involvement of the local urban actors (stakeholders) in close cooperation with the public sectors.

### **Leipzig Charter / Integrated approach / What is important for the MAPS project!**

The approach to the integrated urban development policy is crucial for the partnership of MAPS network. In this approach we need to consider to work with two different scales of interest: the tangible aspect, related to the physical space (buildings, open spaces, etc.), the intangible aspect, related to the involvement of the stakeholders (economic actors, public sector, local communities, professionals, etc.). Starting from this approach the MAPS project will achieve the main goals through the following points:

- describe the strengths and the weaknesses of cities and, assessment of the project area in relation to the city;
- define a consistent development objectives for the urban area (project area) and develop a vision for the city (work with different scale of vision, local and for the entire city);
- coordinate the vision of the project area with the current planning tools (Master Plan, strategic plan, etc.) to promote a well-balanced development for all the urban sectors of the city;
- involve the local stakeholders who can contribute substantially to shaping the future from the economic, social, cultural and environmental quality, for the project area and for the city.

<sup>1</sup> Leipzig charter on sustainable European cities ([http://ec.europa.eu/regional\\_policy/archive/themes/urban/leipzig\\_charter.pdf](http://ec.europa.eu/regional_policy/archive/themes/urban/leipzig_charter.pdf))

<sup>2</sup> EU SDS (<http://ec.europa.eu/environment/eussd/>)

Starting from this approach (Leipzig Charter / Integrated approach) we have identified the following best practices like a references for the future development of the MAPS approach.

### Forte Marghera (Italy)

Regeneration of an old fortress in a park for culture and creativity. Action developed by the Municipality of Venice and Mestre and managed by the "Marco Polo System". Main output of the action is a Management Plan for the enhancement of the former military heritage. An important experience that highlights the important of the involvement of the local stakeholders in the process of urban regeneration (for more information see the form of the project in the section 3 of this document).



### The Spīķeri Block (Latvia)

Regeneration and reuse of an "urban compound", former military barracks, as a new sector of the city. An important experience that highlights the important of the involvement of the local stakeholders in the urban design process (for more information see the form of the project in the section 3 of this document).



These two projects worked on the identification of innovative approach and coordination between the different interest of the local stakeholders and the need in terms of the urban regeneration of the sites. All this actions has been addressed to creation of the new identity of the area and to the enhancement of the urban quality, in particular through this themes:

1. Creating and ensuring of high-quality public spaces
2. Pursuing strategies for upgrading the physical environment
3. Strengthening the local economy and local labour market policy
4. Proactive education and training policies for children and young people

All these themes refer to a complex urban regeneration project, and in the case of the project areas of the MAPS network, we believe that some of the themes, described above, are perfectly in line with the challenges highlighted through the project areas.

### Leipzig Charter themes / What is important for the MAPS project!

**Creating and ensuring of high-quality public spaces.** The quality of the public space is one of the most important indicator for the quality of the living environment. In the case of the regeneration of the former military heritage we are in front to the possibility to create a new public space, or network of public space and buildings, using a strategy that combines the aspects related to cultural, economic, technological, social and ecological issues. In the Leipzig chart this approach is identified with the term **Baukultur**<sup>3</sup>.

<sup>3</sup> Baukultur is to be understood in the broadest sense of the word, as the sum of all the cultural, economic, technological, social and ecological aspects that influencing the quality and process of planning and construction of the city. This approach should not be

**Modernizing infrastructure networks and improving energy efficiency.** The regeneration of the former military heritage, represent an important challenge in terms of experiment and use of new technologies to improve the energy efficiency. The buildings within in the military area, built to be flexible, can be easily regenerated, using the new technologies for the energy efficiency (retrofitting). From the point of view of the urban pattern, the reuse of the former military areas represent an important resource for the development of a new model of compact settlement structure for the reduction of the land consumption.

**Strengthening the local economy and local labour market policy.** The regeneration of the former military areas are a strategic element in the urban agenda of the city of the network MAPS, in fact most of these areas are in the centre of the city, or very close to the populated districts and very close to infrastructures (train station, bus station, etc.). All this issues are important to support the development of new start-up and new businesses. Work inside to a dense urban pattern improves the quality of the ideas of the start-up, supporting the relations with other urban actors and allowing the access to a low prices for the workspaces.

**Proactive education and training policies for children and young.** This theme is important for the identification of possible functions to insert in the former military areas. In this sense we can imagine to develop in this areas different type of training activities (Urban Hub) for the local communities or for the new users of the area. The children and young should be the main beneficiaries of these training policies, in facts they must be considered as key players to bet on for the re-appropriation of these areas.

Starting from this point of view we consider the Leipzig Charter as a reference for the MAPS project for the integrated approach. Even after many years the Leipzig Charter appears to be actual and reference for the development of integrated policies, aimed at the management of cities. In fact the Leipzig Charter is the reference for the development of the Toledo Declaration, the document that will be discussed in the following chapter.

## 2.2 Toledo Declaration

This document<sup>4</sup>, developed in 2010, is been focused on the topic of the “integrated urban regeneration” as a new challenge for the European cities. The Toledo declaration was developed starting from the experience of the Leipzig Charter adding to the previous themes (integrated approach) the issue related to the urban regeneration. The main purpose of the declaration is summed in this statement contained in the document:

*“Toledo Reference Document on integrated urban regeneration and its strategic potential for a smarter, more sustainable and socially inclusive urban development in Europe”*

In order to develop a possible approach (more sustainable, socially, inclusive and smart) to enhance the European cities, these are the features of the Toledo Declaration which focus the attention:

1. implementing integrated urban development strategies with a global and comprehensive vision of the city mixing the different tangible and intangible layers of the city;

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limited only to the public spaces, is needed for the city as a whole, and for its hard (buildings, streets, spaces, etc.) and soft (urban actors, stakeholders, users, temporary users, etc.) components.

<sup>4</sup> Toledo declaration ([http://ec.europa.eu/regional\\_policy/archive/newsroom/pdf/201006\\_toledo\\_declaration\\_en.pdf](http://ec.europa.eu/regional_policy/archive/newsroom/pdf/201006_toledo_declaration_en.pdf))

2. taking into account the need to improve the economic performance, the eco-efficiency and social cohesion of the existing city, in order to achieve the general aims and the specific headline targets<sup>5</sup> set out in the Europe 2020 strategy;
3. assuring citizens' quality of life and welfare in all the existing communities and neighbourhoods of the city, stressing the need of their involvement in urban development through the participatory approach;
4. recalling the recommendation to reflect and take due account of climate change as expressed in the Europe 2020 strategy itself and in the Marseille Declaration;
5. supporting the acknowledgment of the importance of the renovation and physical upgrading of the existing housing stock from different perspectives;
6. taking into account the commitments set out in the Leipzig Charter with regard to paying special attention "to deprived neighborhoods within the context of the city as a whole" (this aspect is important for the MAPS project).;
7. recalling that the overall urban quality is determined by the quality of public spaces and architecture and is an essential requirement for establishing a pleasant urban environment;
8. stressing the convenience and effectiveness of spatial and urban planning as a policy lever for integrating environmental, social and economic objectives;
9. taking into account the suitability of the urban reuse, or compact city planning, to minimize the land consumption for a better managing the urban sprawl.

### **Toledo declaration / Urban regeneration / What is important for the MAPS project!**

**Implementation of an integrated urban development strategy.** Like in the Leipzig Charter, in the Toledo Declaration it is highlighted the need to identify an approach for the urban development, oriented to the creation of a shared vision between the different areas of the city (new settlements, historical center, etc.). In this framework the regeneration of the former military heritage is an important feature aimed to the development of an urban fabric where redesign the solutions with the involvement of the local stakeholders and reinforce the urban connections within the city.

**Involvement of the local stakeholders.** This factor is crucial for the success of the integrated urban development strategy. In this sense it is important to highlight that the involvement of urban actors can be of two types: co-design of solutions for the urban regeneration or direct participation in the activities on the field. For the regeneration of the former military heritage these features are important to promote the social inclusion. Working with the local stakeholders means working to support the re-appropriation of these areas by the whole city. In this sense it is important to be able to communicate to the local stakeholders the integrated value (cultural, social, economical) expressed by the heritage to regenerate.

**Urban recycling / reuse.** This item is related to the improvement of the tangible components of the city (public and private buildings and open spaces) that are not used or are underused. The reuse of the former military heritage will be a strategic approach to minimize the consumption of the land.

In order to make active and proactive this suggestions on the fields (cities), in the Toledo Declaration we can find a deeper description about the idea of the integrated urban regeneration. In the following table we compare the themes suggested by the Toledo Declaration (left column) with the themes of the MAPS project (right column).

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<sup>5</sup> These are: 75% of the population aged 24-64 should be employed; 3% of the EU's GDP should be invested in R&D; the 20/20/20 climate energy targets should be met (including an increase to 30% of emissions reductions, if the conditions are right); reduction of the share of early school leavers to under 10% and achieving the rate of at least 40% of the younger generation with a tertiary degree; and reducing the people at risk of poverty to under 20 millions.

Toledo Declaration / Integrated Urban Regeneration	What is important for the MAPS project!
<p>The integrated approach requires, first of all, the adoption of a holistic approach and thinking. This means replacing the usual sector or one-dimensional approaches with new transversal or multidimensional ones, aligning different policy areas and resources. It also implies considering the city as a whole: strategies and actions should be unitary, and address the whole complexity of urban development, taking into account the role of each part of the city in the whole structure.</p>	<p>The former military heritage, within the MAPS network, are composed by different type of "objects" (buildings, open spaces, monuments, etc.) and for this reason the multidimensional approach is crucial. The redevelopment of these "objects" must be designed in close relation with other parts of the city, putting at the centre of the strategy the value expressed by the complexity (stakeholders, functions, type of buildings, type of open spaces, etc.).</p>
<p>The city is time and space. The integrated character means seeking the right way to organize all "timescales" (short, medium, long term) and all "spatial scales" (region and metropolitan area, small, medium sized and large cities and towns, neighborhood, etc.) and, finally, the conjunction between the two.</p>	<p>The regeneration of the former military heritage must include the perspective of the integration of this strategies in different "spatial levels", in particular: city level, regional level and national level. We suggest this approach to ensure the continuity of the projects also outside of the "limits" of the city.</p>
<p>The city is a social construct. "Integrated" also refers to "inclusive", i.e. working on articulating the city's "social body" in an inclusive shared project of coexistence, to combat social exclusion and spatial segregation.</p>	<p>For a long time the military areas were excluded from the life of the city. The MAPS project wants to put at the center of the city these heritage starting from the involvement of the social groups (urban actors, stakeholders) that may be useful for the regeneration of these urban areas.</p>
<p>The integrated character also refers to the "integration" of the parts into a whole structure. This implies the development of a strategy that include in a global and compressive view all the actions related to buildings, open space, heritage buildings, etc. In practical an "area - based" strategy.</p>	<p>In relation with the previous sentence the MAPS project it must be able to merge two levels of action: inclusion of the local level surrounding the project areas (needs from adjacent neighborhoods, needs from the social groups that operate around the project area, needs from the economic activities surrounding the area, etc.); integration of the local level in the citywide strategic vision, needs of the city that find in the project area the right place (urban ecosystem) to be resolved.</p>

For the MAPS project the concept of the "integrated urban regeneration" represent the action to optimize, preserve and transmit the social capital (social, cultural, built environment, heritage, etc.) in contrast to the other forms of intervention in which, amongst all this urban capital, only the value of the land is the priority. If we accept this, only a value of the land, we

accept to demolish and rebuild portions of the city, and replace the rest of the whole urban capital, with a inconsistent urban pattern<sup>6</sup>.

*“Deprived urban areas are not to be seen as a problem, but as a source of untapped human talent and physical capital whose potential has to be unlocked in order to contribute to the overall civic progress and economic growth of the city”.*

The sentence above, in our opinion, is the core of the Toledo Declaration and is not incompatible with urban growth of the European cities. The "integrated urban regeneration" is a opportunity for the balanced development of the city and is a tool for the development of innovative and contemporary spatial and urban planning instruments. In this framework in the Toledo Declaration we find some tips in respect to the tools that would favour the “integrated urban regeneration”, in particular:

Toledo Declaration / Operational tools	What is important for the MAPS project!
The launch of integrated regeneration plans and programmes that consider the city as a unique object and establishing diagnoses of the problems and opportunities with the involvement of the local stakeholders.	For the MAPS project means developing innovative strategies, that takes into account the local needs (physical regeneration of the project areas and needs of the local stakeholders) in coordination with the existing urban planning instruments.
Organise a set of action (guidelines, projects, etc.) devoted to the physical upgrading of the buildings and improvement of the urban spaces with the involvement of the inhabitant.	For the MAPS project it means to think with careful to the identification of the former military heritage (buildings, open spaces, facilities, etc.) to be enhanced, in close relation with the cultural values of these assets and with the contemporary functions to insert in these “urban containers”.
Taking into account that the integrated variety of social groups and diverse urban activities and functions, over and above certain areas of specialized uses, is a symptom of urban vitality, we should aim to extend quality of life, attractiveness and inhabitability to all the fabrics of the city, particularly to its central ones and especially to residential areas.	For the MAPS project it means that the regeneration of the former military heritage represent an opportunity for the development of spaces dedicated to the "social innovation" <sup>7</sup> , to use to improve the urban quality of the city

<sup>6</sup> This does not mean that in certain projects of "regeneration" it may be not necessary for some specific buildings to be demolished and replaced, or that on other occasions, "brownfields", derelict areas, or areas in decline, it may be best for the future of this contexts think to a complete renewal of the buildings (demolition and reconstruction).

<sup>7</sup> About this theme we suggest to read the “Withe Paper on Smart Cities as Innovation Ecosystems” produced in the framework of the FIREBALL project funded by the European Commission, Coordination Action within the 7<sup>th</sup> Framework Programme for ICT, running in the period 2010-2012. The aim of this project is to bring together communities and stakeholders who are active in three areas, namely: research and experimentation on the Future Internet (FIRE); o open and user-driven innovation (Living Labs); and urban development (<https://hal.inria.fr/hal-00769635/document>).

<p>Public funding in urban regeneration is considered to be key in order to guarantee social and environmental goals in the medium and long terms, but in the current scenario of limited public resources it may be necessary to combine different types of existing public funding.</p>	<p>For the MAPS project means that is important to develop a new mechanism to guarantee the involvement of the private sector in the regeneration of the former military heritage.</p>
<p>Strengthening existing and developing new, regeneration specific forms of public and private partnership based on codes of conduct for both sides that are clear and transparent, led if necessary, in order to spur the private sector's involvement by the public authorities by means of incentives, an initial economic boost and the play of a catalyzing role.</p>	<p>For the MAPS project it means that in the IAP (Integrated Action Plan) should also be added to the rules for the management of the relationship between the public sector (owner of former military areas) and the private sector (possible funder for the regeneration of former military areas).</p>
<p>Investing in capacity building efforts and skills to address economic, social and environmental issues as they affect places, wherever they are located (cities, towns, urban and rural) is essential in promoting sustainability.</p>	<p>The purpose of the MAPS project must also be to train professional with new skills devoted to innovative management of former military heritage and in general the reuse of the heritage.</p>
<p>Considering the diversity of European cities and towns and the wide geographical and contextual diversity, it is impossible to apply "one-size-fits-all" solutions in integrated urban regeneration plans and programmes, and consequently they can benefit from a local development and implementation by the inclusion of a management and governance proposal adapted to the local context, with particular regard to the stimulation and channelling of public participation.</p>	<p>For the MAPS project it means that the partnership of the project, made by different type of former military heritage, will be able to produce a series of integrated strategies applicable in other European contexts.</p>
<p>In this regard, it seems convenient –both for the self evaluation of public policies and for citizens' information- to include appropriate monitoring and assessment tools (ex ante, midterm and ex post evaluations, set of criteria and indicators, etc.) in the plans and programmes, in order to verify whether the goals set have been reached and, if necessary, consider the relevant changes or corrections.</p>	<p>For the MAPS project it means that in the IAP (Integrated Action Plan) should also be added the mechanism for the evaluation of the process. The type of mechanism depend by the strategies identified for the regeneration of the former military heritage.</p>

## 2.4 State of the art / Synthesis for the MAPS project

Starting from these approaches (Leipzig Charter and Toledo declaration) we think that for the MAPS project are important this actions, described in the table below, in relation with the topics of the documents described in the previous sections:

<b>MAPS actions for the strategy</b>	<b>Leipzig Charter and Toledo declaration</b>
<p><b>Development of the interest.</b> Action dedicated to engagement of the audience (new or old stakeholders, urban actors, local authorities, etc.) respect to the discovering of this new part of the city (former military heritage).</p>	<p><b>Leipzig Charter</b> / Proactive education and training policies for children and young.  <b>Toledo declaration</b> / Involvement of the local stakeholders.</p>
<p><b>Temporary reuses (test).</b> Action dedicated to development of a short activities (cultural activities, festival, creation of makerspaces, contests, marketplace, etc.) finalized to the test of the reuse of the former military heritage.</p>	<p><b>Leipzig Charter</b> / Strengthening the local economy and local labour market policy.  <b>Leipzig Charter</b> / Creating and ensuring of high-quality public spaces.  <b>Leipzig Charter</b> / Modernizing infrastructure networks and improving energy efficiency  <b>Leipzig Charter</b> / Proactive education and training policies for children and young.  <b>Toledo declaration</b> / Urban recycling.</p>
<p><b>Development of the governance.</b> After the "Development of the interest" and the "Temporary reuses" this action is dedicated to the development of the governance for the regeneration of the former military heritage.</p>	<p><b>Leipzig Charter</b> / Strengthening the local economy and local labour market policy.  <b>Toledo declaration</b> / Involvement of the local stakeholders.  <b>Toledo declaration</b> / Urban recycling.</p>
<p><b>Development of the sustainability economic, cultural (environmental) social.</b> Action dedicated to the integration of the governance of the regeneration with the three main pillars of the sustainability. This action is strictly linked to the previous one (governance), and probably in this context, the work that will be done will have some changes in to governance activity.</p>	<p><b>Leipzig Charter</b> / Strengthening the local economy and local labour market policy.  <b>Toledo declaration</b> / Implementation of an integrated urban development strategy.  <b>Leipzig Charter</b> / Proactive education and training policies for children and young.</p>
<p><b>Evaluation of the impacts.</b> Activity dedicated to measurement of the impact of the regeneration of the former military heritage. We think that in this framework is important to introduce three levels of control of the impacts: local level (project area), city level and regional level.</p>	<p><b>Toledo declaration</b> / Implementation of an integrated urban development strategy.</p>