



NeT-TOPIC

New Tools and
approaches for
managing urban
Transformation
Processes in
Intermediate
Cities

DRIVING FORCES OF URBAN COHESION

Recovering abandoned and obsolete industrial areas
and avoiding fragmentation and urban division
in peripheral cities of metropolitan areas

Sesto San Giovanni, 20-21st May, 2009



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PREFACE

NeT-TOPIC & THE URBACT II PROGRAMME

NeT-TOPIC is a Thematic Network within URBACT II, an European exchange and learning programme that enables cities to work together to build solutions to major urban challenges.

NeT-TOPIC is composed of European peripheral cities in transformation, with shared problems including industrial decline, territorial fragmentation and social polarisation. Located near to major cities, they are transforming to more attractive urban areas: focusing on developing their own urban identity, offering a greater quality of life, improving citizen integration and social cohesion to fulfil a new role within their metropolitan areas. NeT-TOPIC thematic network cities are: L'Hospitalet de Llobregat - LEAD PARTNER, (Barcelona metropolitan area, Spain), Nanterre (Paris metropolitan area, France), Salford (Manchester metropolitan area, UK), Barakaldo (Bilbao metropolitan area, Spain), Haidari (Athens metropolitan area, Greece), Sesto San Giovanni (Milan metropolitan area, Italy), Kladno (Prague metropolitan area, Czech Republic) and Sacele (Brasov metropolitan area, Romania).

One of the biggest challenges faced by these cities is the use and promotion of new tools and approaches relating to territorial governance and urban planning processes at local, regional and national level to improve urban transformation processes. The network provides these cities with a platform to reflect on changes in the city model to increase the strategic value of its territory.

NeT-TOPIC's network aims to foster the exchange of knowledge, experiences and best practices among its partners. The project seeks to enhance the role of peripheral cities in territorial governance and urban planning processes to achieve their desired new city model.

The URBACT II Programme enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal changes. URBACT helps cities to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 181 cities, 29 countries, and 5.000 active participants. URBACT is jointly financed by ERDF and the Member States.

This publication intends to gather the interventions and conclusions of the first Thematic Seminar organised by NeT-TOPIC Thematic Network under the title: *DRIVING FORCES OF URBAN COHESION - Recovering abandoned and obsolete industrial areas and avoiding fragmentation and urban division in peripheral cities of metropolitan areas.*



Connecting cities
Building successes



PRESENTATION

GIORGIO OLDRINI MAYOR OF SESTO SAN GIOVANNI

Sesto San Giovanni is honoured to host the First Thematic Seminar of the NeT-TOPIC project focused on Recovering abandoned and obsolete industrial areas and avoiding fragmentation and urban division in peripheral cities of metropolitan areas.

Most of the NeT-TOPIC partner cities have undergone similar experiences. They have experienced important industrial crises that have affected them socially, economically and even from an urban point of view.



Sesto San Giovanni is a city with one of the biggest abandoned industrial areas in Italy. The space where the seminar is organised, the so called "Spazio MIL" ("Museo dell'Industria e del Lavoro"), used to be the warehouses of a company called Breda, one of the biggest mechanical factories in Italy. Nowadays, however, it has been recovered and transformed into a social and cultural centre. This area, which risked becoming a peripheral area in a periphery city, now has small and medium sized companies, commercial centres, an open Labour Museum, cinemas, etc. It has become a reference in the city recovery strategy.

Sesto San Giovanni still has a very important abandoned area: the place formerly occupied by the Falck steelworks, the biggest private iron and steel factory in Italy. This represents a big challenge: it is not enough to build one or two nice buildings but to build a whole city, with all the necessary infrastructures, facilities and activities. At present we are studying all the possibilities. This is one of the benefits Sesto San Giovanni can get from participating in NeT-TOPIC: facing such an important operation, we would like to hear and exchange experiences with other European cities with similar situations.

We believe that memory is a key aspect in the transformation and the development of our city. Memory helps us to project our values and traditions into the future. Innovation and the capacity for cohesion and solidarity are some of the values of the city that we wish to maintain and foster into the future.

Through the implementation of high quality services, the city wishes to maintain and foster social cohesion. Therefore the city must ensure that all new operations promote the meeting of people. We are convinced that all citizens benefit by bringing together ideas, people and functions, since unity is not uniformity, but the harmonisation of different personalities and structures.

00

_ INTRODUCTION

In practice all cities belonging to NeT-TOPIC suffer from fragmentation, lack of urban cohesion and territorial integration as a result of the road and railways infrastructures that cross their areas. At the same time, their industrial background supposes the existence of areas and urban spaces that need to be recovered and reintegrated in the diversified and complex new post-industrial city model, if the city wants to find and develop a new city pattern, with more cohesion, identity and quality of life for their inhabitants.

What emerges from the analysis and remarks from NeT-TOPIC partner cities during the Development Phase, is the need for sharing experiences and reflections regarding the coherence between the practical interventions of urban transformation (such as concrete projects and plans) and the city model that is foreseen to be achieved. It deals with finding an answer to the following question: are the implemented actions of urban regeneration effectively contributing to a new urban city model?

The recovery and improvement of abandoned or obsolete areas, such as old industrial or mining areas, infrastructures and out of use installations, military equipment, etc., is a key issue. The assignment of these areas to new uses, from the point of view of a multifunctional city, and following the logic of the new strategic model, represents an opportunity and at the same time a difficulty since those areas and resources are quite often associated with problems of property and involve a complex urban qualification. However, the recovery of these areas for new uses, coherent with the identity strategy and the endogenous development of the city, represents an added value since these reassignments of use provide high visibility of the urban transformation planned.

The territorial fragmentation caused by roads or infrastructure networks that split territories within peripheral cities in metropolitan areas is the other key issue of these peripheral cities. We have to bear in mind that these urban areas have been configured as suburbs without internal cohesion, urbanised in a way based exclusively on central city logic. This is a complex issue since it requires, in the first place, processes of change in the long term – in the framework of new process of metropolitan governance. In the second place, it quite often also requires significant investments that allow reducing the negative impact and deep fragmentation, providing solutions of urban tissue integration for those cities split by metropolitan road and infrastructure networks.



During this first thematic seminar in Sesto San Giovanni (Italy) the reflection and the debate was focused on physical issues of urban transformation, especially on the recovery of abandoned urban areas and the transformation of infrastructures that suppose a real fragmentation of the city.

Obviously, we are aware that it is difficult to isolate the physical issues from other aspects related with urban transformation. For example physical issues are strongly linked with social and economic issues, as well as with the whole urban transformation of the cities.

Thereby, this seminar was a great opportunity to think about the links between physical transformation projects and the whole transformation of the city. Again: are the implemented actions of urban regeneration effectively contributing to a new urban city model?

Prior to the event, NeT-TOPIC partner cities carried out a reflection on the Seminar's themes and their experiences and posed several questions aimed at articulating the content of the event. These questions were included in a so-called "Position Paper" that circulated among the partners and speakers before the seminar started. Partners agreed they needed a clear focus in order to ensure positive and coherent discussions during the seminar, with the aim of achieving clear and profitable outputs at the end of the event. These questions were as follows:

- 01_How can we manage the confluence of different scales (governance levels) to tackle the transformation; regional or national systems to be transformed according to the local logic?

- 02_ How can we involve different actors and resources (economical, know-how...), especially private actors and resources, to tackle the transformation of abandoned areas? (For example, tax reduction, building benefit, bureaucratic time/process reduction...)?
- 03_ What are the standards applied in each country regarding: land reservations for systems (green areas, equipment, roads, etc.), cessations of urban use, reservations for subsidized housing, terms for mobility and environment, etc.?
- 04_ The participation of citizens in the transformation process is another key issue. How it is organized, materialized, when, etc.? Can we imagine or foresee a thorough participation of citizens in very complex physical transformation projects in our cities?
- 05_ Are the transformation of the infrastructures and of the scheduled new functions of the recovered areas framed within a process of general city change that justifies the magnitude and the cost of the intervention?
- 06_ What are the best practices, the most useful solutions for revitalization of obsolete grounds that the cities could exchange (i.e. Building sports complexes on post-industrial grounds)? Can we make some recommendations, guidelines?
- 07_ What are the most effective financing systems and how to overcome different legal system barriers in EU countries? How can we use our knowledge to make the transformation easier in the whole of Europe?
- 08_ What are the methods or experiences of the cities in producing coherent and integrated plans of urban transformation taking into account the idea of sustainable development?
- 09_ How can a renovation of forsaken spaces (industrial brownfields and infrastructures) be undertaken which can guarantee a balanced development of the territory, which does not produce a two-speed city between the new operations and the existing ones? How can we guarantee an overall enrichment and development of the city, avoiding the risk of creating an expensive and selective city, with

problems of social exclusion, marginalization and social polarization?

- 10_ How, in dialogue processes can the local and metropolitan challenges be made understandable for inhabitants and users? How can they be mobilized?
- 11_ Are the implemented actions of urban regeneration effectively contributing to a new urban city model? How can we measure this contribution?
- 12_ Are the already implemented physical transformations of the city playing a role in the creation of new poles of centrality or attractiveness at the whole metropolitan level?

We would like to highlight that NeT-TOPIC develops and produces outputs on the basis of the different solutions that cities and local stakeholders, involved in the urban transformation of each city, propose or undertake for the shared or similar problems in relation to the searching of a new model of metropolitan integration in those cities.

NeT-TOPIC drives a process of systematization. To systematize means to put in order the information and classify it to be able to use it in learning and capitalization processes. Thereby systematization is a prior step to capitalization, but is also an output of exchanges and learning. On the other hand, capitalization means "giving a value" to an existing resource and transforming it into an investment for the future development of our cities.

We understand that the need of capitalization derives from the fact that those "capitals" or knowledge resources (on the theme of our network, i.e., in reference to the urban transformation in peripheral and metropolitan cities) were not systematized and organized and, thereby, they are not completely profitable by the others (regarding other cities of NeT-TOPIC or at the URBACT level as a whole). Capitalization supposes reaching conclusions, generalising knowledge, after analysing several cases.

In this perspective, the publication of this 1st Thematic Seminar of NeT-TOPIC wishes to collect these "knowledge resources" to give them a value for all the peripheral cities of metropolitan areas engaged in urban transformation.

01

_ CONCEPTUAL FRAMEWORK ON THE SEMINAR THEME

BRIDGING METROPOLITAN STRATEGIES AND LOCAL REGENERATION PROJECT

Fausto CURTI
Town Planner, Politecnico di Milano

The NeT-TOPIC project is addressed to middle size peripheral cities, located in metropolitan areas, and affected by the pattern or urban infrastructures built up for serving the central city and by the spread/backwash trends of the central city dynamics. These fundamental driving forces can lead to metropolitan cohesion or to suburban fragmentation depending upon the public governance of territorial change.

The presentation examines three key questions raised at the Position Paper prepared by the NeT-TOPIC partners prior to the Thematic Seminar organisation.

The presentation will be focused on the following questions:

1. How can we manage the confluence of different scales to tackle the transformations carried out at a regional or metropolitan level, and its consistency with the local logic? Are the already implemented physical transformations of the city playing a role in the creation of new poles of centrality or attractiveness at the whole metropolitan level?

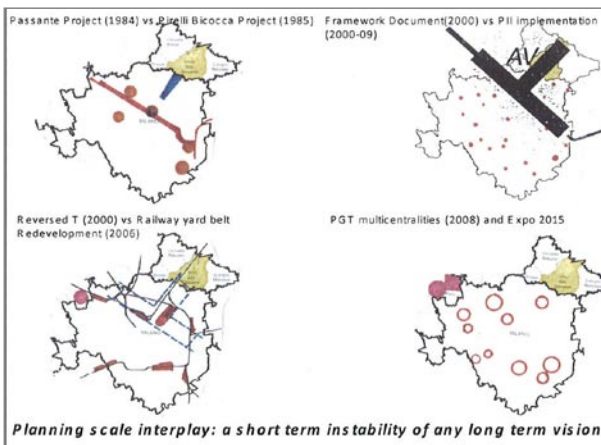
We are going to show how a territorial vision needs to balance the concentration/ de-concentration of strategic functions so as to help territorial cohesion and multi-jurisdictional implementation of the settled policies.

2. Are the transformations of the infrastructures and of the foreseen new functions of the recovered areas framed within a process of general city change or not? How can a renovation of forsaken spaces (industrial brownfields and infrastructures) be undertaken which can guarantee a balanced development of the territory? This has to do with the required long term stability of the vision in order to get infrastructure provision.

3. How can we involve different actors and resources to tackle the transformation of abandoned areas? This calls for reliable conditions and tools able to support public/private & public/public partnership between different municipalities that are near to each other.

We will discuss these three key questions underlying the cooperative/competitive relationship between Milan and Sesto S. Giovanni in order to approach more general answers. Looking in retrospect at the planning policies carried out in the Metropolitan Area of Milan there has not been, or rather has seldom been, good coordination between city centre planning and peripheral planning.

Considering the scales of interplay of the strategic visions designed for the Milan metropolitan area since the 80's, we can point out a remarkable short term instability of any long term vision: from the first strategic plan for Milan (the Director Document for the Underground Railway Link, 1984) to the Development Agreement for the Pirelli Bicocca Project (1985), from the Framework Document "Rebuilding the Great Milan" (2000) to the new Plan for Governing the City, up to the strategic scheme for the World Expo 2015 (2008).



PICTURE 1. The Passante Project in 1984 is the first and one of the most important strategic plans for the central city. This informal plan aimed to guide the construction of the railway underground link following a diagonal line across the city. It gives new accessibility to many abandoned shut down industrial sites, most owned by the municipality or state companies. The idea was also to get resources for financing its construction

from the joint development of these important sites. The delay in the construction of the infrastructure resulted in a new development agreement, signed in 1985 by the municipality, the region and the Pirelli Company for redeveloping the former industrial site of Pirelli Bicocca. This new mega-project suggested a new axis perpendicular to the one drafted by the underground link, marking a clear contradiction with the previous strategy established for the Progetto Passante.

PICTURE 2. At the end of the 90's a Framework Document was produced aimed at rebuilding the Great Milan (Documento di Inquadramento, 2000). The Document assumes both the basic axes of the previous spatial policies, creating the so called "Reversed T" linked to the airport system. This project would somehow help the assessment of the Development Agreements signed by developers and the municipality. But as can be appreciated from the pictures, most of the new developments are located in very remote areas. Consequently, this project had nothing to foster development projects that could drive and help the completion of the infrastructural system.

PICTURE 3. In 2006 the railway yard belt Redevelopment Agreement was signed by the municipality and the railway company. This new plan foresaw a circular distribution around the city, which again contradicted the previous project, the "Reversed T".

PICTURE 4. Finally, the new Plan for Governing the Territory drafted by the municipality, identified new multicentralities within the city boundaries (also called 'epicentres'). In turn the recent Strategic Scheme for the World Expo 2015 (2008) localizes the site for the EXPO near the new Fair site, relaunching the diagonal axis opposite to the Sesto's redevelopment axis along with area where the old steel industries are located.

Coming to nowadays, the core/periphery competition is even more evident, as is the inter-communal rivalry in catching real estate investments and fiscal revenues. This lack of linkage to wide area growth management is a serious problem, particularly in a small, dense and congested municipality such as Milan. What is more, the federalist reforms being undertaken at present strengthen the administrative and financial autonomy of local authorities, but – in the absence of effective compensation criteria – intensify fiscal competition and planning deregulation in order to attract firms and developments at the expense of neighbouring municipalities.

At present the Milan municipality has been pursuing a massive process of re-concentration in every sector, including the residential, retail, culture and university sectors. At the same time, Sesto S. Giovanni and the surrounding municipalities have set up several strategic documents for strengthening inter-communal cooperation: the strategic plan for Sesto, Cinisello, Bresso and Cologno led by the North Milan Development Agency (1996), the North Milan negotiation table in the Provincial Territorial Plan (2003); the North Milan City in the City of Cities Strategic Plan (2008) are some examples.

Do these strategic schemes, however, merely generate a noble rhetoric of cooperation about inter-local sustainability or really enable multi-jurisdictional governance in dealing with the major redevelopments over abandoned industrial areas?

For a better understanding of the question, we can consider the very close commercial mega-stores of Caltacity and Auchan (the former in Sesto S. Giovanni, the latter in Cinisello, two contiguous municipalities on the outskirts of Milan), and the ways in which each municipality has negotiated very local compensations, deliberately ignoring any wide area impacts and infrastructure congestion (over the nearest communes). This led to a tough competition between promoters, and even between municipalities to some extent.

In fact the municipality of Cinisello dealt with the huge retail store of Auchan, scheduled to be located in its territory, negotiating only very local compensations related to social welfare and environmental amenities, without any linkages with the expected trans-boundary impacts on traffic congestion, which can require infrastructure expansion.

As strategic functions are lucrative for tight local budgets, there is no stable cooperation without strong area-wide planning and/or territorial equalization (*perequazione territoriale*).

The problem in Italy, as well as all over Europe, is that the budget of local municipalities basically relies on fiscal revenues from real estate stock and developments, so without any kind of cost-benefit compensation within different municipalities affected by the same policy or project, the possibility of setting on and achieving a balanced territorial strategy becomes very complicated.

When the main task of the plan was to control land use, it was possible for urban planning to remain the responsibility of the municipality. However, when planning mainly has to deal with the

reorganisation of infrastructure, the location of large projects and industrial plants, and the promotion of environmental quality (of air, water, soil, green areas etc.), it is clearly inadequate to limit its scope to a single municipality.

As suggested in the Position Paper, the economic resources for improving infrastructures are generally very substantial and public spending often insufficient. A possible solution is to include the infrastructure transformation in a wider transformation sector so that part of the necessary resources can be achieved through value recapture. This is a way to bring back to the public budget a share of the value generated by the new accessibility to land, real estate, and new developments carried out in the served area.

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From this point of view, area-wide project coordination and infrastructure cost-recovery require some conditions:

- PUBLIC/PRIVATE COOPERATION, going further with the current case by case approach in evaluating and negotiating planning gain. In many cases in Milan and Italian cities, p/p bargaining on new developments is occasional and site specific, without concern for wider scale impacts. Consequently, quite often the negotiations have to do with local services, environmental amenities, street furniture for better accommodating and marketing the project, rather than for compensating the affected people and areas;
- PUBLIC/PUBLIC COOPERATION for inter-communal financial mechanisms, able to assure a more equal distribution of the costs and benefits generated by area-wide planning decisions. Some projects are very intrusive and have a heavy impact on the city and the surrounding municipalities. Others are very lucrative for the hosting municipality. A better bud-

getary balance between costs and revenues of the involved localities may help multi-jurisdictional planning and joint infrastructure provision;

- PUBLIC/PUBLIC/PRIVATE PARTNERSHIP led by a balanced portfolio of different urban projects in order to get on site/off site compensations and justify p/p cost sharing for regenerating the urban carrying capacity.

PUBLIC/PRIVATE COOPERATION requires transparent negotiations, fiscal impact analysis, linkage criterion, as well as local reinvestment of urban revenues.

PUBLIC/PUBLIC COOPERATION requires cost/benefit equalization among near municipalities (*perequazione territoriale*). To this purpose it would be interesting to underline a new approach carried out in Italy that tries to sustain the cost/benefits equalization among contiguous municipalities: the so-called *perequazione territoriale* (rent equalisation among property owners), similar to the concept of *perequazione urbanistica* (rent equalisation among property partners).

While the *perequazione urbanistica* pursues a more equitable treatment of property owners and a free acquisition to the municipality of the land for public services and infrastructures (through land readjustment and Transfer of Development Rights), the cost benefit equalization among near municipalities (*perequazione territoriale*) is an innovative approach ratified in a few recent regional planning laws (also in Lombardy).

If territorial policies or mega-projects generate a substantial flux of fiscal revenues for a municipality and in the meantime produce heavy negative externalities over the nearest communities, inter-communal equalization compensates the most penalised communities with a share of the increased revenues of the most benefited ones.

A system focused on building development rather than land ownership, is an essential factor in the transition towards partnership in urban transformation. Within this framework planners should be able to better understand how pluralistic governance can help intermediate cities located in peripheries of metropolitan areas to overcome fragmentation and to reach integration at a territorial level.

01

_ CONCEPTUAL
FRAMEWORK ON
THE SEMINAR THEME

MILAN PERIPHERIES ON THE MOVE: FROM DEPRIVED TO STRATEGIC AREAS?

Prof. Silvia MUGNANO
Università Degli Studi di Milano, Bicocca

The presentation aims to introduce some reflections of some comparative research carried out regarding the concept of peripheries. The presentation will be focused on 4 main aspects:

I. The transformation of the notion of peripheries

It is important to underline that the notion of periphery has suffered some modifications. The concept of periphery can be divided into 2 categories: **Peripheries in the Industrial Era** and **Peripheries in the Post-Industrial Era**.

In the case of **Peripheries in the industrial Era**: there is a spatial contraposition between the city centre and the periphery. The periphery in the industrial era is only related to a spatial dimension and usually connected to a negative perception such as the stigmatisation of the periphery compared to the city centre on which is totally dependent. These are physical peripheries.

In the case of **Peripheries of the post-Industrial Era**: the spatial dimension has not completely disappeared but has slightly changed: periphery is no longer exclusively determined by the spatial context. These are social peripheries. These kinds of peripheries can also be found in the city centre of cities such as Milan (San Siro) or Barcelona (Raval), where there is a high concentration of social exclusion.

In the case of Milan Metropolitan Area, the index of social deprivation, based on the 2001 census, shows that social deprivation grows as you move away from the city centre. However it is an important feature in the case of Milan (and different from other cities) that the index of social deprivation areas are much concentrated in micro areas. The problems are focused on

a few buildings, not dispersed across the whole the area. This also applies for immigrants. They are also dispersed all around: there are "immigrant houses", buildings where they live in very bad conditions.

But what are the main problems of the social peripheries? What general features can be found in the different peripheries? Three sets of problems can be identified. The first typology of problems is related to the *physical* dimension, the more recurrent ones are ageing of buildings, a general inferior quality of materials, problems of isolation, small sizes of dwellings. In addition, there are problems related to accessibility which has a strong impact on territorial exclusion and social exclusion.

Periphery is no longer exclusively determined by the spatial context.
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These kinds of peripheries can also be found in the city centre of cities such as Milan (San Siro) or Barcelona (Raval), where there is a high concentration of social exclusion.

The second typology of problems is related to the social dimension. In this group, problems such as high concentration of disadvantaged families, the cohabitation between different social groups, ageing of the population, weakening of proximity relationships or settlement of foreign population are common. Last but not least, there is also a process of stigmatization that most of them suffer due to the focus of the Media on crime episodes.

The last typology is related to the policy dimension such as problems linked to the privatisation of housing. Conflicts in attributing responsibility and competences regarding public spaces and poor maintenance, desertification of services (commercial and social). In more general terms, a lack of attention on the part of public bodies

II. Dynamics of the peripheries

An important feature of peripheries is that they are on the move, they are continuously changing, especially in comparison with the city centres. There are two kinds of agents that cause this movement:

- **MACRO AGENTS OF CHANGE:** such as urban policies or economic transformations that force these areas to change. Some other agents can be modifications in the supply and structure of the housing market and change in the position of houses and property in a particular estate within the overall housing market; demographic and economic changes; changes in the systems of urban government; or district dynamics.
- **MICRO AGENTS OF CHANGE:** concepts such as the change in individual preferences (moving for work, for living, etc.), and in resources or the social mobility also have an impact on the peripheries transformation.

However, the evolution of the peripheries can follow different directions:

- **DOWNWARDING TRAJECTORIES:** these peripheries are moving from "urban peripheries" to "social peripheries". Some of the problems these areas suffer are low housing standards, population ageing and poor, illegal, socially outcast population. Some historic districts of Milan are experiencing this evolution.
- **STABLE TRAJECTORIES:** there are some other areas that remain always in the same situation. These areas tend to be characterised by average dwelling standards in relatively good-quality areas.
- **UPWARDING TRAJECTORIES:** there are some areas that experience a positive evolution. This is usually the outcome of combined actions of various agents (inhabitants, associations, etc.) such is the case of Comasina in Milan, as well as the outcome of investment of a private agency, such is the case of Bicoca.

III. The role of urban policies

However, who rules all these changes? There are old and new players. These are some important features regarding the ruling of the changes:

- There has been a transformation from a *government* process to a governance process.
- Regarding the public player, although they have always played an important role, there has been a change in their role: they have now become "entrepreneurs of the city".
- There are public players in partnership and participation, and consequently, their role has also changed.
- The citizens and inhabitants also play important and different roles nowadays.

At this stage it is necessary to point out that not all the areas have the same opportunities. There are some neighbourhoods/ areas that are attracting for investors and some other that aren't. This obviously has an influence on the partnership. In those areas attracting for the investors, the private actors can play an important role. Taking into account this new strategy at a local level, projects can be divided into two major categories:

Local Development Projects: such as support programmes for local development (i.e. urban, District Contracts or Local Actions); or bottom-up regeneration initiatives (spontaneous projects), self-organised, private or service sector. Some of the strong points of this kind of projects are the involvement of inhabitants; the involvement of a shared vision; the policies outlining local contexts; the re-appropriation of areas and the service it represents to the city. Some of the weak points are the precariousness of funding; the usually short-lasting partnerships; the absence of a general strategic frame and the delays in achieving actions affecting the inhabitants' trust

Major Projects: These kind of projects, very common in Milan, aim to re-launch the city's image. This kind of project has quite a few strong points such as the introduction of quality projects in the city and the improvement in competitiveness and local marketing. In Milan, for example, the projects are part of the vision of the reconstruction of the "Great Milan". But these kind of projects also have some weak points: such as gentrification processes; the construction of the city on the basis of private contracts (the role of the public sector is pushed down by the private developer); the weakness in partnerships; the difficulty to enter into dialogue with citizens; and the possible spill-over effect (what happens to the neighbourhoods nearby). In Milan there are quite a few examples of Major Projects, such as the neighbourhood Santa Giulia.

IV. Culture and urban regeneration

One last, but not less interesting, point is the cultural element in the urban regeneration process. For a long time, urban regeneration has been focused on three main dimensions: economical, social and political. Recently, a new dimension has broken in: image, i.e., the process of breaking the stigmatisation that is connected to some areas. In this context, culture has been seen as a way for urban regeneration. The Guggenheim Museum in Bilbao is an example, but there are lots of them all around the world (involving arch-starts and private developers). These are new cultural strategic territories in former industrial areas.

Looking at the effects of the cultural strategic territories, it must be said that it depends on the cultural dimension it is brought in. Although the positive effects are many and very diverse, there are also some risks that have been classified in three types:

UFO EFFECT: as a result of a top-down approach. A recent study of the effects of the Bicoca Theatre, reconstructed in the city after the destruction of the Scala, showed that the inhabitants did not have any interaction at all with the new building. As part of the effect, the local community is not involved, they neither took part in its planning nor in its use and, therefore, it is perceived as a strange structure.

PENELOPE EFFECT: this denomination is used for temporary interventions. In Milan it is quite a usual practice to use spaces for temporal events in some industrial areas when they are not in use. There is a temporal gap between the industrial and the cultural use. Although this practice has many positive effects on the area, it can also imply some negative ones such as that cultural life does not have any effects on the area.

BOOMERANG EFFECT: it takes place when the artistic strategy is considered as an invasion of the local identity, causing a negative reaction.

The link between culture and urban regeneration is very interesting and it represents a new challenge for the urban transformation.

01

_ CONCEPTUAL
FRAMEWORK ON
THE SEMINAR THEME

CITY OF LEUVEN: PROMOTING URBAN INTEGRATION AND CREATING MULTIFUNCTIONAL URBAN AREAS

Veronique HENDERIX
Development Agency of Leuven

Leuven does not reach exactly the same level of problems as NeT TOPIC cities because it is not part of a metropolitan area. It is situated at the angular point of the Flemish Diamond – a central urbanised zone within Flanders – between Ghent, Antwerp, Brussels and Leuven. By train the Grand Place of Brussels and Brussels International Airport can be reached in only 20 minutes. Still, the city has a strong identity and most people experience it as attractive to live in and companies are often establishing their businesses there.

As in many other Flemish cities during the 1970s and 1980s, many inhabitants left the centre of Leuven to go and live in the rural areas surrounding the city. Due to this migration city centres became places for shopping, tourism and economic activities and had to deal with congestion, pollution and severe social problems. For that reason a process of redevelopment was started in all regional cities by the end of the nineties, strongly supported by the Flemish Government. In the last decade Flemish Urban Planning was transformed and an integrated and multifunctional approach of redevelopment was adopted.

In Leuven, this redevelopment was based on:

- _ good urban planning
- _ strategic projects
- _ and a strong leadership.

Strategic projects

Not only because of this but also thanks to its situation along the former ramparts, the Vaartkom area is one of the strategic projects of the city.

As in many historic cities during the seventies and eighties of the 20th century the area of the former city walls was transformed into a space for traffic and became a strong rupture in the urban fabric. In the same period a lot of post-industrial areas situated along this inner-city ring road, became available for redevelopment. Within the Spatial Structure Plan of Leuven a strong vision was created towards the inner-city ring-road. Half of it was/will be transformed from a space for traffic to a spatial and functional backbone of the contemporary city of Leuven. The redevelopment of the Philips plant, the railway area, the 'centrale werkplaatsen' and the Vaartkom has to be placed in this perspective. Together they create a new centre for Leuven.

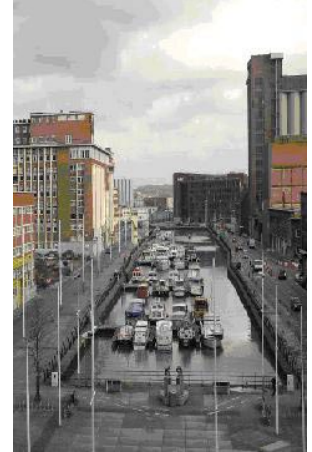
The redevelopment of the Philips plant was finished in the nineties, the railway area and the 'centrale werkplaatsen' are both still under construction but important parts of the redevelopment are finished. As in the Vaartkom area the urban plan is finished, the legal framework (zoning-plan) is being adopted and redevelopment will start in 2010.



In the past 250 years, the Vaartkom has been quite important for the economic development and the prosperity of Leuven. As the final destination of the Leuven - Dijle Canal, it had become the major transshipment area in the movement of goods.

A significant industrial inheritance developed around the Vaartkom. In the last decade, the Vaartkom lost its position as major economic junction, mainly owing to the booming road transport.

Owing to the readily available space and its strategic situation – within the ring road and in the immediate vicinity of the railway station and the city centre – the city of Leuven integrated the Vaartkom into its Spatial Structure Plan as a multifunctional development area. The water and the port, the rich history, the extensive heritage and the Keizersberg boast a unique redevelopment framework.



The urban development project at the Vaartkom also includes the surrounding neighbourhood. The Vaartkom will be transformed into a fully-fledged urban district, with various types of dwelling, creating approximately 2400 houses. The surrounding neighbourhood will become a multifunctional centre, including offices, the retail trade, the catering industry and a school.

Strong leadership

Two factors should be highlighted to understand the achievements of the city of Leuven:

- the existence of a good Master Plan and a strong legal framework as key points for the establishment of clear rules and a clear communication towards all involved actors in the urban transformation;
- a strong political leadership from the local authorities, ensuring the quality and continuity of urban planning.

01

_ CONCEPTUAL
FRAMEWORK ON
THE SEMINAR THEME

AUDIS

Urban Regeneration White Paper.

Guidelines for managing
the redevelopment of
abandoned and obsolete
industrial areas

Marina DRAGOTTO

AUDIS.

Associazione Aree Urbane Dismesse

AUDIS is a private non profit Italian association, founded in 1995, with the aim of developing the debate on the regeneration of derelict areas through new disciplinary and legislative tools.

In order to better respond to these needs, AUDIS is composed of three different categories: public administrations; private parties: owners of the areas or managing developers; research centers and universities.

AUDIS promotes the most efficient economical and social way for the recovery of brownfields, industrial and non industrial areas and building partnership between municipalities in order to learn from best practices, promoting the exchange of ideas between public- private bodies.

As a result of its 15 years of activity, AUDIS has produced an "Urban Regeneration Chart" in order to contribute towards developing a more effective and widely shared vision on urban regeneration.

The Objectives of the AUDIS Chart are the following:

- To create a new attractiveness in urban city centres, which became progressively functionless (jobs, residential, leisure);
- To stop the waste of territory;
- To manage urban transformations challenge as opportunities;

- To integrate different disciplines, competences and interests in order to develop the public interest;
- To stress public role in decision making;
- To develop in Italy the discussion on the regeneration of residential areas, built between 1946 and 1970;
- To promote an urban regeneration able to develop social cohesion as well as competitiveness.

During the 90's an exhaustion of the heart of the metropolitan areas took place, for several reasons: the industrial component of cities had been reduced, as well as industrial labours and activities; the moving of many citizen towards suburban municipalities in search of quality and low priced houses; many of the traditional urban functions (economic, commercial and leisure activities) have been moved beyond the central urban area.

Nowadays, it is necessary to find good practices to restore cities as development drivers; we need to rethink cities in a new quality perspective, in which the recovery and integration of abandoned industrial areas becomes a strategic element.

In Italy, about 50% of the buildings in the metropolitan city centres are of low quality, constructed during the post-Second World War period (1946-1971). This factor provokes the migration of the middle-class population outside the central areas, replaced by the arrival of immigrants.

We have to avoid the urban areas becoming just residential areas with no other activities, such as services, cultural activities and commerce. It is necessary to regenerate metropolitan city centres ensuring social cohesion.

The process of restructuring the production system, the crisis of several industrial activities and the loosing of the traditional functions of large urban areas, leave urban sectors and places available for other uses that require new ways of recovering with high levels of urban quality.

AUDIS identifies several essential quality issues that should be taken into consideration to construct a good project of urban regeneration:

- **Quality in Urban Planning:** mix of functions; physical, economic and social integration within the urban context; infrastructures, mobility; public and private partnership; having a landscape vision.
- **Quality in Architecture:** responding to the contemporary needs of the society; use of new technologies; combining innovation and preservation; renovating or creating the site

identity; improving public space for integration, safety and social inclusion.

- **Quality in a Social Framework:** to guarantee a variety of residential possibilities; to preserve productive activities; to foresee a wide range of services (school, green areas, sports facilities, retail, etc); physical integration within the city; communication and information.
- **Economic Quality:** creating a stable and durable economic development and growth; having a complete and transparent economic/financial plan; clear definition of public and private benefits; to guarantee the due time for the concrete start of the project (bureaucratic issues)
- **Environmental Quality:** planning open spaces able to create a bioclimatic equilibrium of the city and its sustainable growth; environmental reclamations.
- **Quality in Energy:** converting the buildings from energy consumers to energy producers; combining architecture with technology.
- **Quality in Culture (history/ memory of the sites):** transforming following the historical and cultural evolution of the place or maintaining distance from it.

We have to regenerate urban areas ensuring the social cohesion. It deals with the quality of the public space, with the infrastructures of mobility and accessibility and with the creation of multifunctional areas. It deals with improving the relations between the recovered areas and the whole city.

A good project should contemplate a variety of functions, which can respond to the current needs of the city, improving the relationships between the recovered areas and the whole city. In these terms the quality of public space, often neglected by Italian stakeholders in planning new projects, is at the same time a key issue for social cohesion and for the city image.

The recovering of abandoned urban areas provides the opportunity to rethink the whole city project: an opportunity for the growing and sprawling of cities.

02

_ TACKLING URBAN FRAGMENTATION AND URBAN COHESION IN NET-TOPIC CITIES

SIEMIANOWICE SLASKIE (Poland)

Mr. Michal PAJEK
URBACT II Programme coordinator
at Siemianowice Slaskie City Council

Located in the south of Poland, Siemianowice Slaskie aims to become a city of Sports & Green. In 1998 a resolution of the city was passed to create a Local Spatial Development Plan which enabled the transformation of the city. The engagement of the local authority in the plan played a key role in the transformation of the city. Furthermore, the eight years of government of the same mayor has also been a positive factor that has ensured the continuation of the transformation activities.

Siemianowice Slaskie is located in the middle of the Silesian Metropolitan Area. With a population of 2.3 million people and a density of 1642 people/km², the 17 cities that compose the metropolitan area are mainly industrial. Among these cities Katowice stands out as a city of commercial services. Although there is no official cooperation between the cities in the metropolitan area, all of them are aware of one another's strategies. Siemianowice, as previously pointed out, works to become a city of Sports & Green.

Siemianowice has a population of 72,000 inhabitants and an area of 25.5 km². The present unemployment rate is 12.4%, although it used to be 30% when the coalmine industry collapsed. The coalmine industry represented an important element in the city and left a huge area of post-industrial ground which needed to be revitalised.

A CITY OF SPORTS & GREEN – TRANSFORMATION PROJECTS

The city has implemented quite a few plans aimed to provide the city with the "Sport & Green" identity.

Coal Mining and Steelworks Heritage Park

This area occupied by the former "Michal" Coal Mine has an extension of almost 30.000 m² and is located in the southern part of the city.

The city is planning to revitalise this area with: the construction of roads and parking places, the arrangement of green areas, the construction of children's playgrounds, construction of recreation and sport parks, and the construction of an exhibition centre. The total cost is about €3,855,105.

Due to its industrial past, there are many remains of the old factories. There are some elements that due to their cultural and historical value must be protected, therefore this area is under conservation supervision and some of the buildings cannot be demolished or transformed, they can only be adapted to new service uses. Some examples are: the former Michal coal mine boiler room smoke stack, winding machine buildings, coal mine bathhouse, etc.

Michal Sports Complex

The Sports Michal Complex was built in the 70's by Michal coal mine. After its bankruptcy, the city decided to renovate it as part of the city strategy of Sports & Green. Today it is a modern sport complex that includes a 25m long swimming pool with 6 lanes and a sports hall with 550 seats among other equipment. Furthermore, the energy of the hall is provided by photovoltaic cells.



Sports Complex "Michal" was built in 70s. by "Michal" coal mine. After its bankruptcy it was overtaken by the city and became its property.



"Siemion" Sports Complex

This is another sports complex located in the southern part of the city in an area that used to be owned in the past by "Siemianowice" coal mine.

Siemianowice is known as a city of field hockey. In the past this space used to be a football stadium. After the bankruptcy of the coal mine, the City Council decided to take over this space and to transform it into a field hockey stadium. The field hockey water pitch today provides 3,000 seated & roof places.

Furthermore, a private investor renovated the former hotel nearby into a three star hotel with 90 places, restaurant & conference rooms. Nearby a modern fitness and sports fight centre has also been developed.

A CITY OF RECREATION AND CULTURE

Market Square

Siemianowice does not have any central spot where people can meet and where cultural events can be held. Therefore it is now a priority to build a market square. Plac Wolności, in front of the City Council, was chosen to be modified and re-designed to become the city's market square.

The market square will be built in the shape of a rectangle. No vehicular traffic will be allowed. The total cost of the project is €2,395,200 and the investment has already started. The future square intends to have four main areas:

- The so-called Meditation area, near the Uprising Memorial
- The Action area – a typical market square where the events will be held
- A Meeting Place where a fountain will be built
- The City Council area

Cultural heritage

The city is also aware that it has to preserve the available cultural heritage. This is the case, for example, of the Fitzner Palace, built in 1859, that has been renovated to be a cultural and exhibition centre.

Investment

Siemianowice also works to receive investment. A part of Katowice Special Economic Zone is located in the area of Siemianowice. This area enables the investors to profit from special contributions and low costs. The guidelines of the local spatial plan also improve the decision making process in Siemianowice. A building permit may in some cases be issued within 4 weeks time.

One of the biggest companies located in the city is American City Controls, which produces car parts and employs about 900 people.

No problem? No City

But Siemianowice also has problems the same as any other city. One of the main problems is the steelworks located in the middle of the city. The steelworks area is owned by a bankruptcy trustee. The infrastructures are devastated and it represents a big fragmentation for the city. However, the city council cannot do anything about it.

Another important feature of the city is its fragmentation. Two main parts can be differentiated: the post industrial areas, with slag heaps, coal mine infrastructures, etc. and all the rest. There is a lot of mining damage and degraded areas. The Spatial Development Plan for Siemianowice provided divided and scattered projects. Furthermore, it did not take into account the changes which have been taking place.

The city does not have a good communication system either. The city has a very complicated road system with many roads in a bad state and without a main road that enables people to move easily. Some roundabouts have been built but, although they have solved some problems, they do not provide a general solution.

Railways also contribute to the fragmentation of the city creating barriers in the spatial planning. These infrastructures, owned by the national railway company, make the renovation of these areas difficult since the city council cannot invest in them.

Another significant problem of the city is the slag heaps in the middle of the city that require revitalisation. Some of them are still burning inside. It is very difficult to find investors willing to invest in these areas since it is very costly.

02

_ TACKLING URBAN
FRAGMENTATION AND
URBAN COHESION IN
NET-TOPIC CITIESBARAKALDO
(Spain)

Mr. Luis RODRÍGUEZ

Technical Architect of the Urban Planning
Dept. at Barakaldo City Council

Barakaldo is an industrial city located on the periphery of Bilbao in Bilbao Metropolitan Area. Thanks to a realistic urban planning and a great efficiency of its management, since the approbation of the Urban Plan 1999 in 2000, the city had developed almost 80% of its vacant lands. Most of them have been developed by replacing the old polluting industrial lands which has made possible a new city: Barakaldo; a city to live & work in.

Barakaldo has been a city with areas of opportunity due to the possibility of changing the uses of land occupied by obsolete industries and vacant lands –not built up– to mixed uses in order to transform Barakaldo into a multifunctional city.

But how could Barakaldo intervene in a city fragmented by infrastructures accessing to metropolitan Bilbao and the Steel & Iron factory of Ansio in the centre of the town?

One key objective of the Urban Plan 1999 was the integration of the fragmented neighbourhoods. The Plan foresaw the construction of a new central area, in the geographical centre of the city at the site of the Ansio factory, that brought together mixed uses such as residential, commercial and equipment, providing the city with a new multifunctional meeting area. This point would also be the main junction of the ring-road at the perimeter of the urban area, as well as the benchmark for a new policy of job creation in new sectors replacing former industrial jobs.

There was every indication that Barakaldo would achieve its goals and therefore would build this Multifunctional Central Area to solve the neighbourhood fragmentation since it was foreseen in its Urban Plan and it had shown a big management capacity from its political and technical teams.

But, did Barakaldo achieve its goals? No, it didn't. The City Council encountered the actions of the supramunicipal governments which gave priority to the interests of the city of Bilbao and, consequently, the BEC – Bilbao Exhibitions Centre–, was built at Ansio's site instead of the new multifunctional central area. This construction represents an even bigger volume of edification and occupation than the former industrial site, perpetuating the

neighbourhood fragmentation.

Notwithstanding, Barakaldo also has some other examples of institutional and public-private collaborations that should be re-marked and proposed as examples of Best Practices. These would include:

- Economic development model
- Job creation
- Improvement of the quality of life
- Communication links
- Non-polluting industries
- Infrastructure system and social housing financed with capital from reclassification
- Public management such as Bilbao Ria 2000
- Mixed areas: residential and tertiary
- Municipal management, such as ERETZA S.A. for social housing
- Inter-institutional agreements with the National, Basque and Supramunicipal governments as well as the Managing Authorities of European Funds.
- Expropriation bids, cooperatives, etc.

As a result of these best practices the following transformation projects have been carried out in Barakaldo: URBAN-Galindo, Torres San Vicente, Megapark, Sefanitro, Retuerto or 50% of the peripheral ring-road.

Barakaldo can therefore provide best practices in transformation processes but also has many things to learn such as overcoming governance problems and innovating the management systems to finish its transformation.

Barakaldo indeed faces some difficulties at the moment such as the construction of a bridge in Lutzana-Burtzeña, crossing the Nervión River that would improve the links between the city, Bilbao and the right margin of the Metropolitan Bilbao.

Barakaldo also differs in some points with Bilbao in the uses of this obsolete and polluting industrial site in a border area at the river Galindo: while Barakaldo would like to turn it into a clean business park in order to ensure economic activity and to create

new jobs in the municipality, Bilbao would like to turn it into residential/tertiary uses.

Also in this area, the burying underground of the railway entails some conflicts to Barakaldo since it requires the collaboration with all higher levels of government as well as with the railway company. This operation also represents the conclusion of the replacement of other polluting industrial uses nearby, such as –Old Sefanitro Factory. This industrial complex was demolished in 2008 but, however, due to the current crisis the operation has not been started yet. The crisis represents a new challenge and requires innovation in the management of this development area.

The project, called Bilbao's Gate – in a nod from Barakaldo to the Metropolitan Bilbao –, is one of the main projects of the city at the moment and represents the regeneration of this polluted land in order to transform it into private/social housing and tertiary uses.

Therefore, the present situation also provides new opportunities of best practices, in order to finish the transformation of Barakaldo from an industrial city to a multifunctional city. Furthermore, the fragmentation of the city could be overcome by means of an urban tramway that would ensure the connection between neighbourhoods, with the university linking with the line Sestao-University, projected by the adjacent municipality and, practically, with all the alternatives of the public metropolitan transport.

Barakaldo therefore has new challenges and new hopes for the future: the urban tramway, the burying of the railway and the Bilbao Bridge in Lutzana-Burtzena, are some examples of the work that Barakaldo, in collaboration with the adjacent municipalities and the supra-municipal governments, will have to face up to in the near future.

All these operations will consolidate the transformation of Barakaldo, which has already started to prepare its next General Plan for Urban Planning.



RING-ROAD

70% executed at the expense of new urbanisations.

- Perimetrical ring to the urban area
- Displacement of the traffic to the periphery
- It is communicated with pedestrian ways and cycle paths



SAN VICENTE TOWERS & MEGAPARK

Housing and Economic activity next to the Botanical garden.

- Economic activities (about 5.000 jobs)
- Based in mixed uses and equipment
- Infrastructure systems and open spaces belt
- Expropriation: beneficiary in public bid.



RETUERTO

Obsolete industry transformed into free housing with limited price.

- Heavy industry sites turned into residential areas.
- This operation also represented the recovery of the district: decontamination and infrastructure systems.
- Expropriation: beneficiary in public bid.
- The affected residents were located in new social houses.



URBAN-GALINDO

Heavy industry uses turned to mixed uses

- Industry, Economic Development, Housing, Sport Equipment, RSU Central.
- Recovered the banks of the Nervion River.
- Expropriation procedures by Bilbao Ria 2000.
- Collaboration of UE, Ministry of Public Works, Basque and Supramunicipal Government and Barakaldo City Council.

02

_ TACKLING URBAN
FRAGMENTATION AND
URBAN COHESION IN
NET-TOPIC CITIESSESTO SAN GIOVANNI
(Italy)

Mr. Patricio ENRIQUEZ
Director of Sesto San Giovanni
Urban Planning Department

I will speak on behalf of the host city of the First NeT-TOPIC Thematic Seminar focused on *Recovering abandoned and obsolete industrial areas and avoiding fragmentation and urban division in peripheral cities of metropolitan areas.*

I will start with some historical issues concerning the urban development of this area because the reality of Sesto San Giovanni is perhaps more complex compared to other industrial areas in other similar territories. Following a French saying "you have to make the past present in order to understand the present", I may paraphrase "you need to make the present future in order to design the future".

But first, let's have a look into the past of the city. As can be seen in a map of the North of Milan dated 1903, at the beginning of the last century Sesto San Giovanni was still a rural village. In the area there were some essential assets such as the royal road to the city of Monza, the railway to the centre of Europe through the San Gottardo tunnel and the first factory plant in Sesto San Giovanni (Stabilimento Elvetico), all of it surrounded by rural sites.

In a map dated 1910, we can see an important masterplan for a new big industrial plant in Sesto San Giovanni (the so called "Nuovo quartiere industriale raccordato"): this industrial site included a lot of former rural areas.

Later maps, dated 1914 and 1924, show the growth of the city. As can be seen, the city does not follow a usual pattern of growth, in fact the residential settlements of Sesto San Giovanni grew up around the industrial sites, such as Pirelli plants in Bicocca, Breda and the new industrial site of the Falck steelworks. In a map dated 1934, it can be seen that Sesto has become one of the bigger cities in the north of Milan metropolitan area.

The map dated 1959 helps us to understand how the spatial fragmentation between factories and the residential settlements was not so clear-cut. The map also shows a new Falck steelworks plant development project. This document identifies the overlaps between the city planned by the local authorities and the city that the industrial trades would like to impose.

Industry also generated a new complex social reality in Sesto San Giovanni. Industrial plants employed a mass of workers living around the factory. It became necessary to take care of the needs of this population with public facilities and social housing for the workers and their families (Villaggio Falck, Villaggio Diaz, Villaggio Breda...). So, although the city of Sesto San Giovanni grew up around the industrial settlements, at the same time a social identity was built up.

As can be seen in a map dated 1950, everything, industrial and residential settlements, finally merged together. Sesto San Giovanni, unlike other small cities in the North of Milan such as Cinisello Balsamo, developed over a large area, along the historical north-east development axis of Milan - which is still nowadays one of the main development axes of the Milan metropolitan area as Fausto Curti pointed out before.

So factories produced economical development, social identity and urban growth.

Furthermore, factories were usually built around three main elements: the production plants, the office buildings, and what I use to call *accessory buildings*. These accessory buildings are elements necessary for particular productions, often poor from an architectural point of view but essential to manufacture goods. In Sesto there are still some examples, important for local identity as landmarks and in memory of the industrial past, such as for example the "Carroponete", the "Siluro" and the "Torre dei Modelli".



Torre dei Modelli



Siluro

Looking at the aerial picture of Sesto San Giovanni dated 2000, a few elements can be seen. In the mid 80's the cycles of industrial and territorial development, both of them originated by the same approach, the *fordism* model, came to an end. In the Milan northern metropolitan area, in those years, big industrial companies closed down: Alfa Romeo in Arese, AGIP in Rho, AutoBianchi in Desio, SNIA in Cesano, Falck, Marelli and Breda in Sesto San Giovanni, are some examples. Production and residential demand disappeared. The closure of the factories left significant empty spaces in the metropolitan territory. Public administrations had to intervene to redevelop these areas. This was and still is a big challenge.

The Municipality of Sesto San Giovanni today is ready to tackle this challenge using the new urban planning tool, the so called "Piano di Governo del Territorio", and seizing all the possible European instruments to support sustainable development and social cohesion.

The point for the administration should not only be fulfilling the urban empty spaces with new functions - this is a starting point - but recovering industrial accessories to be a consistent and foundational part of the new city model. The requalification of these accessories for public function will be an element of social cohesion and will contribute to solve the problem of fragmentation.

The new urban plan, which is about to be approved by the City Council of Sesto San Giovanni, tackles these issues. The new plan differentiates

between the production sites still working today, and the former industrial areas that need to be requalified, along roadways and railways. The design of these areas would be based on reshaping the city.

Referring to the issue of local identity previously mentioned today, projects should deal not only with the local neighbourhoods, but with the whole city and the metropolitan area.

So, coming back to NeT-TOPIC objectives, the new urban plan ("Piano di Governo del Territorio") is the first step of the participation process that will continue with the Urbact Local Support Group, and will be the base to define the Local Action Plan. The

participation process should deepen the comprehension of the problems we have in the city and define, considering the experiences the city has accumulated in the past, which actions to carry out. The process should not only pursue the creation of consensus but share with citizens the making of the decision about the future of our city.

So, as I said at the beginning, we have to bring the past into the present in order to understand the present, and we have to bring the present into the future in order to design the future: the history of the factories will be the foundation for the new city of Sesto San Giovanni



Falck Area



03

_ EXCHANGING,
COMPARING AND
LEARNING WITHIN
THE NETWORK.
A WORKING SESSION
AMONG THE
NET-TOPIC CITIES

During the working session on the second day of the thematic seminar, the members of NeT-TOPIC contributed with the presentation of different urban practices, points of view and findings on how to deal with urban fragmentation.

L'Hospitalet (Spain) focused its short presentation on the integration and renovation of industrial areas of the city and, consequently, the local Plan for Renovation of Industrial Areas (PRAIH). The PRAIH is part of a broader plan: L'H2010. This plan is structured within a group of strategic policies in order to attain the generic objective of converting L'Hospitalet into a territorially unified city with balanced urban planning.

L'Hospitalet is a city characterised by a dense, heterogeneous and complex urban tissue and its adjoining situation to the municipalities nearby. Its basic uses are residential, industrial & infrastructure-logistics. The territory of L'Hospitalet has been historically fragmented by important road, railway infrastructures and obsolete industrial areas that marginalise interstitial spaces. Important projects, such as the burying of the Granvia and the railways, have been carried out in order to overcome such fragmentation.

When the PRAIH was formulated, the plan identified all the areas with industrial land in the city. Some of them like *Carretera del Mig* represented an important piece of land in the very centre of the city that separated two dense neighbourhoods (St. *Josep-Centre* and *Bellvitge*) and caused significant problems of mobility and environment. At the moment when the plan was formulated there were about 1,948,000 m² of industrial land (15.6% of the municipal territory).

When formulating the PRAIH, informative sessions were also carried out to inform organisations of companies, neighbours, citizens and trade unions about the new plan. When the PRAIH was finally approved in 2002 by the City Council, 15 different industrial sectors were identified within the city. These sectors would be either transformed or renovated by means of modifications of the General Metropolitan Plan which involved important sustainable urban improvements.

The plan considered two kinds of operations: 13 out of the 15 industrial sectors identified would be transformed into housing and the remaining 2 sectors would be renovated for new economic purposes. Most of the identified sectors have already been transformed by means of transformation/renovation operations. The remaining sectors are waiting for the final resolution of the burying underground of the nearby railway.

An action of economic renewal was initially approved in 2004 for the 2 sectors scheduled to be renovated for new economic purposes. In these sectors situated in the *Area of Carretera del Mig (Cobalto/Carrilet)*, an area of former industrial activity, is planned

an area of mixed uses for equipment, trading, industry, offices and green areas.

Through PRAIH, L'Hospitalet aims to overcome the fragmentation caused by these industrial areas in the urban tissue and to promote a sustainable concentration of industry and new tertiary sector in the south of the city. This is a new part of the City, next to the so called GRANVIA ECONOMIC DISTRICT, that aims to gather new tertiary industries and services. Some examples are part of the Barcelona Exhibitions Centre (*Fira*) and the future BIOPOL'H project aimed to promote private & public health research and higher education)

Nanterre (France) is next to La Défense in Paris. This is a big economic district which attracts thousands of workers and people everyday. The closeness of Nanterre to La Défense has important consequences for Nanterre: important highways and railways were developed in the city. The roads and railways not integrated in the city represent 10% of the territory of the town.

One of the main projects of the city is the transformation of the highway Paris-Normandie, which has a huge impact on the town. Today the first stretch of the project has been implemented and the site over the part buried underground has been transformed into a public space bordered by new constructions of offices, housing and facilities, which links La Défense with La Seine (west part of the town). This transformation represented an important fight between the State (who wanted to keep it on the surface) and the Local Authorities who wanted to bury it underground.

However, the transformation of the two highways that cross Nanterre, that correspond to the State, has been stopped at the moment due to the lack of budget. As a consequence, the territory is very fragmented and composed of different areas. One of the main objectives of the town's project, entitled to ask for compensation (the so called 'right to repair'), is to integrate the infrastructures with the help of the State, which has the necessary resources.

Another important project is the creation of middle links between the Grand Arche & La Seine. The idea is to create a new centre for the town around a new station, a new site for shops, housing, offices, etc. In this site the solutions for integrating the infrastructures are different: the possibility of integrating the railway and constructing new housing on both sides of the infrastructure was considered; or transforming the station into a new public space above the railway.

Centre Sainte-Geneviève is also a part of the town near the city centre that was totally transformed in the 90's when factories left. At the moment it is necessary to find a balance at this site

between the traffic needs and the new identity of the city. The transformation carried out at that moment was not perfect; however, it allows us now to engage in a new project of recovery of the area nearby. In this area it is planned to develop a project of about 600 houses creating an eco-district (heating will be achieved with water systems, etc.) scheduled to be finished by 2012. This operation would be totally controlled by town authorities and local developers (whereas in the case of Grand Arch-La Seine, the State is totally involved).

Salford (UK) in the metropolitan area of Manchester, is a geographically large and diverse area. Comprised of many separate communities and green space, Salford does not have a natural central area.

The "Greengate" area is the original historic core of Salford. In the mid 1800's, some two thirds of the population of the city lived in the Greengate District. By the 1930's, it was in a state of decay and declared a slum clearance area.

Extensive clearance was carried out following the Second World War, after which the area was developed for large scale industrial and manufacturing purposes. Following the gradual decline of these industries in the 1970's and 80's, the area became occupied by a mixture of generally low grade employment uses, together with long stay surface car parking for city workers and shoppers.

Since the 1980's, the city council in partnership with others, made some limited interventions in Greengate to stem some of the more negative impacts of decline – including addressing traffic and environmental problems. However, such interventions were not of a sufficient scale to revitalise the area.

The River Irwell and the viaducts of the former Exchange Station have acted as physical barriers to economic activity and investment. The site where this project will be built was where Salford originally started in the 12th century. During the Industrial Revolution, the railway came through Salford and split the area in two. Industrial buildings were also constructed. Remarkably there was only one pedestrian way to cross underneath the railway.

In 2003 Salford City Council, Central Salford Urban Regeneration Company and other private initiatives came together for the vision later adopted by Salford City Council. 2003 – a new partnership was formed between Salford City Council, ASK Property Developments and Network Rail to produce an imaginative and creative Development Framework. Field Clegg Bradley Architects were appointed to lead the preparation of this Framework.

The Framework's overall vision for The Exchange, Greengate is of a new city centre place which celebrates the River Irwell and

reconnects Salford and Manchester. It will be a dynamic destination in its own right, ensuring that the city centre as a whole continues to grow and contributing to its commercial, residential and cultural offer. The area's thirteen hectares of vacant and underused land and buildings will be transformed into a distinctive and diverse mixed-use urban quarter, a catalyst to a new phase of cross-city regeneration in Salford and Manchester and helping consolidate the regional centre's European status.

The transformation will combine high quality commercial and residential properties with leisure uses, dramatic public spaces and new waterside environments. New urban forms will be interwoven with existing architecture and streetscapes to create an area that is both distinctly modern and heritage rich.

This new vibrant space will link Manchester with Salford and will improve the flow of people between the cities. At present some projects of the plan have already been carried out, the first development was initiated in 2003 – progressed substantially, but now it has been slowed down due to the present situation.

The bridge link aims to link Manchester and Salford overcoming the river, the railway and the industrial sites. This linking project, that aims to create a public underground, requires collaboration with Manchester since a part of the land belongs to Manchester.

SUCCESS

- Some of the apartment buildings already built are seen as successful buildings and buildings of quality that enhance the area.
- In the pipeline (bridge link) are several large developments.
- The Planning Guidance has been a very useful tool but we have departed from it in terms of suggested heights of buildings. It has though been extremely helpful in promoting the public realm and the relationship of proposed buildings to the public realm and to listed buildings in the area and in requiring a high standard of design.
- The wider effects of current development and future opportunities within the Greengate area have been recognised by developers and investors.
- A number of planning applications for local amenity and leisure uses have been submitted and implemented, catalysed by the ability of the growing local population to sustain such uses.
- Planning Guidance has been effective in guiding development in order to achieve the overall vision. There is no way that the public realm would have been achieved without Planning Guidance. It should not be seen as

prescriptive though and we have departed from the guidance in terms of suggested heights.

PROBLEMS

- Economic climate – has resulted in a scaling back of activity, things not happening. The Abito building is very isolated, problems with safety at night.
- Some developments elsewhere i.e. Dandara Chapel wharf has resulted in a 40 storey development being reduced to a 20 storey scheme.
- Ensuring that the space is identified to users as 'Salford' – helping to improve the city's identity and reputation.

MAIN LESSONS LEARNT

1. Maintain relationship with Manchester and encourage them to support our aims and objectives
2. Insist on highest quality development
3. Treat Planning Guidance with flexibility
4. Allow highest quality design even if it is not in accordance with Guidance, providing it is of the very highest quality
5. Planning Guidance has been essential to achieve the public realm

This operation will bring developer's confidence into the area.

Haidari (Greece)

The main features of the city are the following:

- Haidari City has no centralised urban plan.
- The city combines & mixes different uses: residential, industrial, manufacturing, trade & administration blocks.
- There are limited parks and recreation areas,
- The urban area is split in two by the national road Athens-Corinth.

The division caused by the national road, with intense traffic that crosses the whole city, represents a major problem for the city and, consequently, pedestrians cannot easily cross from one region to another and vehicles cannot easily cross the national road. As a consequence, there are many accidents, especially in those areas with no traffic lights. This problem is even bigger in the case of the trade/commercial area.

Faced with this problem, the proposed approach by the city council is to:

- Develop elevated bridges for pedestrians
- Turn roads crossing the National Road to underground tunnels, or
- Transform the National Road into an underground tunnel

There are already some completed projects such as the Papan-dreou Street, where the power grid has been buried in order to increase the width of the street. This was a narrow street with a wrong use of the pavement. Nowadays the pavement is wider and the City Council is even thinking of transforming the street into a tunnel.

Other similar projects are the footbridge crossing the national road such as the footbridge at Palataki (linking different districts of the city), Anaplis (linking different districts of the city and improving the access to the psychiatric hospital) & Stadium Chalampidis (improving access to the Stadium).

For three decades, the national road has represented an economical, commercial and residential obstacle. For the moment, small interventions have been carried out in order to improve specific situations. However, the lack of resources prevents the development of integrated permanent solutions.

The main objective of the project is to provide efficient and coherent proposals in the framework of the citizen's right. Elevated bridges, crossings underground or the construction of a tunnel, are some of the solutions that have to be considered.

Sacele (Romania) is located in the metropolitan area of Brasov, one of the eight metropolitan areas of Romania. From an economical point of view, the main objectives of the Sacele City Council are to improve the infrastructure, tourism and social items, in order to increase the economy by creating a favourable field for local and foreign investments. This will lead directly to new, stable, long lasting work places and more visitors.

The specific project related to the topic of the Seminar is related to the main road that crosses the city. This infrastructure belongs to a national road, which has very intense traffic, producing discomfort to the inhabitants living nearby.

As a solution to this road splitting the city, a ring road was proposed some years ago, the so called "old ring road". However, this ring road can no longer be considered like a "highway" because it doesn't fulfil the minimum conditions. Therefore, another proposal has been made by Sacele and Brasov, in order to satisfy the new conditions of traffic, metropolitan area needs and pollution reduction.

In order to provisionally solve the present situation, until the new big ring road is finished, the old proposed ring road will be used; therefore modernization works are taking place. This will lead to a release of heavy traffic.

The old proposed ring road will become a city street when the new bigger ring road becomes a real highway that will be con-

nected with the metropolitan area ring road. This network of roads will completely satisfy the present and future needs.

On the other hand, the deviation of the traffic will help to improve the central area. The city needs to upgrade its central area in order to increase its attractiveness for visitors within a context of tourism and services development that should replace the traditional industrial character of the city. It will also put value on historical monuments and houses from Sacele. Once the heavy traffic is diverted to the new ring road, the city centre will be transformed into a pedestrian area, where people will be able to enjoy their spare time and new economical/ commercial activities can be developed.

These changes in the traffic itinerary and the city centre will lead to an improvement in the quality of life of Sacele's citizens because it will help to develop the economical and social fields by means of increasing tourism and private business.

The Municipality has elaborated a Local Development Strategy in partnership with local citizens, a strategy focused on the problems mentioned above.

Kladno (Czech Republic) is the largest town in Central Bohemia. The city has good transportation links and it is quite near (15km) to the modern airport of Prague. Kladno is still nowadays one of the main industrial centres of the Czech Republic.

The city is undergoing a transformation from an economic development point of view. Kladno used for a long time to be a city with a big industrial tradition, especially in metal. The privatisation of POLDI KLADNO, the largest enterprise in Central Bohemia, was one of the less successful privatizations in the Czech Republic. Kladno nowadays has strong labour and services links with Prague. Many people commute everyday to Prague to go to work (according to the 2001 census: 67%, and this percentage could be even bigger today).

Kladno aims to be a new modern city, in this sense the city centre has experimented an important renovation. At present there are several urban policies aimed to foster the economic development: a Programme for Environmental Development, a Strategic Plan for Economic Development, a Plan for Social Services, and some Integrated Development Plans.

One of the main aims of the city at present is to:

- Revitalise and improve public spaces
- Improve the environment
- Revitalise neglected parts of the city
- Improve the quality of public services: safety, transport, civil amenities, culture, Health, etc.

The presentation of the city case studies creates the right context to foster the debate and the exchange of experiences between the project partners. Even though it might seem that these cities are facing different problems, they do share some common concerns such as the fact of belonging to a metropolitan area. Obviously, being part of Milan or Paris metropolitan areas differs from being part of Brasov metropolitan area. However, the different experiences represent a great richness and make it possible to look at different skills and focuses. It offers a great context of exchange. Below are some of the conclusions and opinions gathered at this session.

MOBILITY

Mobility is a key factor that peripheral cities in metropolitan areas have to face. The flow of people is not a major problem but the strategic approach it entails: one possible reason why people move from one city to another can be that their own city cannot provide them what they need and they have to search for it somewhere else. In this case, a **change of model of our cities** would be necessary so that people do not have to search outside. Siemianowice, for instance, is transforming from an industrial city to a green, sports, recreational and service city in order to create new jobs diversifying the functions of the city.

The different experiences of the project partners represent a great richness and make it possible to look at different skills and focuses

Kladno is a city with a large quantity of displacements. Transport is therefore a key aspect in the city. If mobility systems are improved, a worker would spend less time on transport, and therefore, he would be able to spend more time in his city. Kladno also intends to offer a modern city for living: as part of this strategy, the city would like to foster the big forest nearby offering different activities in order to attract its citizens.

MODERNISATION OF CITIES

The modernisation of buildings, housing, public spaces, etc., is an important strategy that should be implemented in all cities when possible.



DIFFERENT LEGAL FRAMEWORKS

Some solutions presented and carried out by partner cities such as Nanterre, Barakaldo or Sesto, such as private/public financing or the solution of land of Barakaldo (compulsory purchase), are not possible in other countries such as Poland or Romania, where the legal framework is different.

In Haidari there is also complex legislation as far as land property is concerned. As an example: it took to the Greek Government 10 years to buy the land all around Athens to construct the Ring Road for the Olympic Games (even with all the pressure for the organisation of the games). It is indeed an important problem in Greece.

In the case of Salford, and other NeT-TOPIC cities, there is the option to acquire property through compulsory purchase though it is a long process. In all cases the city council will try to acquire land and property by agreement but where necessary compulsory purchase orders will be made in order to allow a regeneration scheme to be progress.

Making a compulsory purchase order is a statutory procedure that gives the city council the power to compulsorily acquire all of the land and property required for a scheme. However the powers can only be used if approved by the Department for Communities and Local Government following the consideration of any objections received.

In the case of Sacele (Romania) when it is of public interest, if the landowner does not accept to sell in two compulsory meetings, he is forced to sell at a specific price lower than that originally offered. It is also a long process.

The lack of a unified legal system in Europe makes it impossible to apply the same actions in the European Member States. Therefore, some of the solutions carried out in some partner cities are not applicable in the others.

METROPOLITAN GOVERNANCE

Regarding the dilemma between autonomy/integration in metropolitan areas, cities could choose whether to be a more/less integrated city but only up to a point, since they are part of a metropolitan area. This is an important common issue for all NeT-TOPIC partner cities that will be developed throughout the project.

Regarding the dilemma between autonomy/integration in metropolitan areas, cities can chose to be a more/less integrated city but only up to a point, since they are part of a metropolitan area. This can be an important common issue of the partner cities of NeT-TOPIC.

The transport issue previously raised is not only a city problem, but a metropolitan problem. Therefore it is very important to maintain good communications with the different government levels involved so they are aware of the city's needs.

CITY CONFLICTS

There can be some cases where the big central city is resistant to certain operations of development/improvement of the peripheral cities nearby since it can be considered as competitiveness, or because interests collide. In those operations where cooperation with the central city is necessary, the peripheral city might sometimes find some difficulties.

HOW TO ATTRACT PEOPLE & BUSINESS

A common concern is how to attract people and business to a city or to a specific area of the city. L'Hospitalet has the experience of the new *Economic District*. As previously mentioned, L'Hospitalet, by means of their Plan of Renovation of Industrial Areas (PRAIH)

started the transformation of manufacturing industry areas into housing. The high increase in the price of housing –about 3/4 times in 10 years–, covered the movement of industries located in the old industrial areas to the new economic zone (Districte Econòmic de la Granvia). Furthermore, in the case of L'Hospitalet, the localisation of the Districte Econòmic de la Granvia itself, increases its attractiveness: it is next to Barcelona and very near to the airport. Apart from this, it has another added value: prices are still a bit cheaper in comparison to Barcelona.

Another strategy to attract business to a specific area would be to settle a flag company that attracts the establishment of other companies. Barakaldo, for instance, has the example of IKEA in its new commercial area.



MANUFACTURING INDUSTRY

the manufacturing industry in Europe is disappearing. Will our cities be sustainable if these industries leave our cities? Cities can destroy all industries and construct lots of offices, but, would this be sustainable?

Nowadays, there is a tendency to remove heavy manufacturing industries from city centres or city residential areas to outside the urban area or to specific areas within the cities specially equipped for them.

In some partner cities we can observe the tendency of modifying the classification of old industrial areas to new possible uses preventing the settlement of heavy industry. Strict environmental regulations are often approved in order to hinder the settlement of heavy polluting industry.

In cities such as L'Hospitalet, a diversification of the land opportunities/uses that used to be just industrial has been carried out.

In the case of Barakaldo, heavy industries have been removed and new areas are created for mixed uses. According to the city's strategy, whereas heavy industry should be removed, all the other activities are possible as long as they comply with the relevant regulations, especially as far as the environment is concerned.

In Salford heavy industries also tend to disappear and little manufacturing industries are moving to the old industrial premises. Salford is trying to design a new industrial zone to minimise the impact with lots of green areas.

The situation in Haidari is similar: heavy industry must comply with the European regulations. Government gives a bonus to those companies to move to specific areas equipped with the necessary infrastructures. However, as far as small manufacturers are concerned, there is a commitment in order to ensure a minimum level of pollution. For the city it is important that the small manufacturers stay since they foster economic development: people who work there also take part in the local economic activities (shops, schools, etc.). The Local Authority is interested in keeping these industries in the town.

Partners have presented different dilemmas and perspectives in terms of scope and skill. Some partners have presented global development projects, such as the case of Barakaldo, some others a more specific one, such as Salford, and others a much focused problem as is the case of Haidari or Sacele. Even though these cases might seem dissimilar in the first instance, these different experiences represent a great richness and provide an excellent context to consider different skills and focuses.

Even though URBACT II is a programme with a limited scope and, obviously cannot solve some of the problems raised by the network in the Seminar, the programme does provide the context to raise issues such as the different legal frameworks so that local authorities and other relevant stakeholders can become aware of it: it might not solve the problem, but it might represent the beginning of a solution.

In Europe industry tends to disappear.

Will our cities be sustainable if these industries leave our cities?

For their metropolitan area

this is a key question: they can destroy all industries and construct lots of offices, but, would this be sustainable?

04

_ MAIN FINDINGS
AND LEARNING'S
DERIVED FROM
THE SEMINAR

The Seminar has offered the opportunity to carry out a fruitful exchange of experiences and reflections on the main themes of the event: *Recovering from abandoned and obsolete industrial areas and avoiding fragmentation and avoiding fragmentation and urban division in peripheral cities of metropolitan areas.*

There has been a debate on the need for urban operations and physical transformations of the space to be articulated and coherent with a strategy of change and construction of new cities; i.e., of cities building new identities and new urban functions on the basis of strategies of urban cohesion.

A key problem highlighted by some NeT-TOPIC cities has to do with the concept that new metropolitan scenarios are configured as long as peripheral cities decide to play new roles and to build new identities in the metropolitan context.

These new scenarios also represent the emergence of new actors and the construction of new relations (local-metropolitan-national) that entail new processes of negotiation.

In this framework, the existence of global/metropolitan logics that set out some strategies of joint urban planning is asserted; and the existence of local logics of the particular cities belonging to the metropolitan area. These logics collide quite often and generate new negotiation processes as, for instance, in the assignment of new uses and functions to urban areas.

Metropolitan peripheral cities wonder: How can the political and public authorities influence the development of metropolitan areas through local development strategies?

The urban transformations in the metropolitan context set out important challenges and conflicts (institutional, general visions, legal, competence, etc.) The public intervention in metropolitan contexts involves important dilemmas regarding the suitable territorial scale that should intervene.

The Seminar also showed that the legal framework is crucial. In this sense, the European legal framework that regulates public-private partnerships in urban regeneration should be unified.

There is consensus regarding the importance of the current urban changes, and among them, the operations aimed at developing new means of mobility are one of the key issues in the transformation process of our cities. Currently, a new city-space is being defined where people have different timings and different patterns of mobility. Not all citizens use our cities in the same way.

In short, we are facing a new concept of the city, different from the original one. Nowadays, the main question we have to answer is: How to effectively manage the available land in order to modify functions in the urban space?

A new territory without economic, social or territorial borders is being configured in the big urban agglomerations. Therefore, nowadays it is hard to implement the concept of the "differentiation", "autonomous strategies", or to build cities in competition ("city marketing") with the neighbour cities within the metropolitan area.

In general, NeT-TOPIC cities coincide on the importance of renovating the forms or urban management if we want to have a real effect on the recuperation of obsolete areas with a vision of creating new urban functions. On this point, partner cities also agree that it is also crucial to find new models of public-private partnership.

We should not forget that obsolete and abandoned areas are often private. Furthermore, public administrations have a lack of economic and technical resources. How can a public administration drive the transformation of these areas and achieve a new city model? Will the new model be chosen by private investors?

In any case, renewal and recovering abandoned areas has to attract investors, residents, and business in order to be more sustainable in the long term. We have to find a good balance between public and private interventions.

One of the main objectives of the interventions aimed at recovering abandoned urban areas and fighting against urban fragmentation is the improvement of the quality of life of the citizens in the peripheries. Local authorities of the peripheral cities must foster the improvement of the urban quality on the basis of their own criteria, i.e., defining urban quality on the basis of their own criteria of urban cohesion in our cities.

Obviously, this must be implemented without forgetting the metropolitan localisation of the city and the strong integration it represents in terms of flows and interconnections in the territories.

A key element of that strategy aimed at urban, territorial and social cohesion is the promotion of cultural strategies in order to transform the stigmatised image of those peripheries of urban areas historically segregated.

The urban regeneration has to do with the people, their ways of life and the quality of life that the city can and must provide to its citizens. There is a consensus among the NeT-TOPIC cities that it is necessary to find a new model of city able to respond to the new ways of life in our post industrial cities.

It is obvious that it is necessary to find more balanced ways of integrating the peripheral city with the central city. However, it is also necessary to look for new ways to ensure internal cohesion within the peripheral city itself, since it has historically been

configured as a periphery without internal structuring, and it has been exclusively developed on the basis of the needs of the central city. This is clearly evident in the case of the big communication infrastructures that cross and fragment the peripheral cities.

In any case, the dilemma between connexion-mobility and autonomy and internal cohesion is common in these urban situations. In order to advance in this dilemma, it is essential that peripheral cities define their own model of city for the future.

In order to build their own identity, these cities must be able to combine the recovery of urban spaces and elements together with demolition, in order to keep components of their history and of their urban trajectory, such as old buildings with patrimonial value.

The reality of the NeT-TOPIC cities is very diverse: they have different trajectories and developments. Those cities with more advanced experiences show a clear vocation for becoming multifunctional cities with a bigger cohesion, where public spaces, housing, services and clean economic activities are combined. In order to achieve this integrated "model", it is necessary that the urban operations, quite often of big magnitude (please refer to L'Hospitalet, Barakaldo or Nanterre cases) are oriented to that aim.

This urban vision is essential to carry out the interventions on the basis of a strategy of endogenous urban development, and thus achieving a new strategic place within the whole metropolitan agglomeration. The adoption of a vision of a new city identity might entail, in any case, the emergence of territorial conflicts and the need for new negotiation processes between the public and private stakeholders of the metropolitan context.

The second Thematic Seminar in the framework of the NeT-TOPIC network will take place in Salford (UK). This will be an opportunity to carry on with these reflections and to face in the dilemmas derived from the construction of a new identity for these metropolitan cities in greater depth.





Salford City Council



Sacele
CITY COUNCIL



NeT-TOPIC

URBACT PROGRAMME

<http://urbact.eu/>

NeT-TOPIC PARTNERS:

L'HOSPITALET CITY COUNCIL

<http://www.l-h.cat/>

NANTERRE CITY COUNCIL

<http://www.nanterre.fr/>

SALFORD CITY COUNCIL

<http://www.salford.gov.uk/>

Haidari City Council

<http://www.haidari.gr/>

BARAKALDO CITY COUNCIL

<http://www.barakaldo.org/barakaldo/jsp/index.jsp>

SESTO SAN GIOVANNI CITY COUNCIL

<http://www.sestosg.net/>

SACELE CITY COUNCIL

<http://www.municipiulsacele.ro/#>

KLADNO CITY COUNCIL

<http://www.mestokladno.cz/>



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