



NATIONAL TECHNICAL UNIVERSITY of ATHENS / SCHOOL of ARCHITECTURE

Metropolitan Interventions

Athens 2021

Exchange of European experiences

Edited by:
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Thomas Greve



Δήμος
Αθηνών

DAAD

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German Academic Exchange Service



This volume constitutes the elaborated proceedings of the scientific workshop “Metropolitan Interventions Athens 2021: From the Idea to the Implementation. Exchange of experiences, Hamburg, Vienna, Munich, Athens”, that was organised by the Department of Urban and Regional Planning of the School of Architecture of the NTUA. The workshop was coordinated by Konstantinos Serraos, Associate Professor at the NTUA, and Dr. Thomas Geve, Architect and Planner. The event took place on February 12 and 13, 2015, in the historic Town Hall of Athens and in the historic building of the NTUA Deanery, under the aegis of the Municipality of Athens and with the support of the DAAD (Deutscher Akademischer Austauschdienst) and of the Onassis Foundation.

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Opening remarks

Konstantinos Serraos

Associate Professor NTUA

The Department of Urban and Regional Planning of the School of Architecture of the National Technical University of Athens (NTUA) is organising with great interest the present scientific workshop “Metropolitan Interventions Athens 2021: From the Idea to the Implementation”, which starts in the historic Athens Town Hall, thanks to the hospitality of the Municipality of Athens, and will continue in the historic building of the NTUA Deanery, situated also in the centre of Athens.

The subject of the present scientific event regards the debate on certain significant metropolitan interventions in the broader area of Athens. This debate is of particular importance and weight due to the unprecedented social, economic, and urban crisis, which the country and, namely, the Athens city centre are undergoing in the last years. Under the term “metropolitan interventions”, the workshop examines mainly two big categories: the first one regards metropolitan interventions in the centre of Athens, while the second focuses on interventions related to the city's waterfront along the Saronic Gulf.

In the second section, guests from Germany and Austria will be given the chance to present their experience from their own cities, Munich, Hamburg, and Vienna, whereas the following part will be dedicated to two “dialogues of experts”. In this framework foreign guests and Greek scientists coming from either the academia or other entities involved in planning, policy-making, and decision-making concerning the management of space will be given the opportunity for a more intensive process of exchanging their views. The main goal is to discuss issues regarding the processes of intervening, implementing, and achieving participation, and especially the question of the acceptance of the urban interventions by the citizens.

The principal objective of this two-day workshop is, therefore, to take advantage of the knowledge and experience of the distinguished guests, on one hand, and to encourage a lively scientific discussion on the subject of space management, on the other.

Many thanks are owed to the Municipality of Athens and personally to the May-

or, for immediately putting this event under their aegis, as well as to the German Academic Exchange Service (DAAD) and the Onassis Foundation, for their kind support.

Sofia Avgerinou-Kolonia

Professor NTUA

I would like to welcome all participants, especially the foreign colleagues and friends, whose presence here is very honourable for the present event and for our School.

The Department of Urban and Regional Planning, which is one of the four Departments of the School of Architecture of the National Technical University Athens (NTUA), reflects on and intensively discusses all issues regarding the Greek cities as well as the big metropolitan interventions.

It is probably known that, after the Peloponnesian War, Pericles restored peace in Athens and in the broader area of Greece by introducing big cultural projects. Big cultural projects that were, of course, related to the traditions and values of that era.

Large interventions have always been factors and facilitators of important changes, with significant consequences on the social and economic fabric. Therefore, this question opens up a vast scientific field, which can fuel various reflections and many different approaches.

This two-day workshop, organised by the colleague Professor Konstantinos Ser-raos, attracts the interest of us all.

I would like to wish you a good and productive cooperation and express my hope that the discussions that are going to take place and the views that are going to be presented will also fruitfully foster the reflections developing at our School, among colleagues and students.

We are particularly pleased that the School of Architecture of the NTUA is hosting this event in this historic site, where we have defended very important values during the last two centuries, which, in my opinion, has its own symbolic significance.

Dr. Thomas Greve

Architect and Planner

The present publication pertains to the minutes of the two-day workshop about Metropolitan Interventions in Athens, which took place in February 2015 in two emblematic buildings of the city, the historic Town Hall and the Old Deanery of the National Technical University of Athens (NTUA).

A long-standing idea for a European debate on the big projects in Athens took shape by the Department of Urban and Regional Planning of the School of Architecture of the NTUA, supported by the German Academic Exchange Service (DAAD) and the Onassis Foundation. The Municipality of Athens and Mayor Mr Kaminis personally have warmly embraced this initiative, and the Deputy Minister Mr Tsironis, at the time in office for just a few days, showed his interest immediately.

The discussion about the centre of Athens and the waterfront among guests from the metropolitan administrations of Hamburg, Munich, and Vienna as well as Greek experts coming from the public administration, academia, and society has been very interesting for both the participants and the audience.

The foreign experts brought their experiences from big interventions and successful practices in metropolitan areas in Central Europe. It also proved that their comments and remarks regarding the projects in Athens – from the point of view of an experienced connoisseur who is not directly involved – can contribute significantly to the debate.

At the end of this dense two-day workshop, everybody enthusiastically expressed their will to continue and deepen the discussion. The objective in the following steps can only be the elaboration of interventions meant to be implemented and function successfully.

According to the European experience, it appears that the broadest consensus possible, first of all about the formation of a development model for Athens, is a prerequisite. The alarming evolution of the city centre demands a broader intervention. Simultaneously, a fruitful deliberation on the question of the waterfront development is possible.

The rapid developments in the country in 2015 did not facilitate planning the next steps of this dialogue. Nevertheless, the widely acknowledged success of this first attempt calls for our commitment to a proper continuation. We count on even broader consensus, assistance, and support to the effort to internationally promote a unique European metropolis.

I warmly thank Prof. Konstantinos Serraos for this excellent cooperation and I am looking forward to the next steps.

Welcome speeches

Alexander Roggenkamp

Director of the DAAD Information Centre Athens

Dear Major, dear Minister, dear Ambassadors, Ladies and Gentlemen,

On behalf of the German Academic Exchange Service (DAAD), I welcome you to this workshop. I am delighted that two DAAD alumni, Prof. Konstantinos Serraios and Dr. Thomas Greve, took the initiative to organise this event here, in Athens, which we gladly support.

I would like to remind you that every DAAD alumnus can apply for financial support to a workshop, like what Prof. Serraios and Dr. Greve did. Our slogan is “change by exchange“. This is our aim, and I hope that it will be fulfilled in the next two days at this workshop, where distinguished experts from Greece, Germany, and Austria will explore the architectural and urban planning future of Athens. As a citizen of this city, I am looking forward to listening to their opinions. At this point, I would also like to thank our foreign experts from Germany and Austria, who came to Athens in order to attend this workshop.

Dear Major, I would like to thank you as well for having the opportunity today to see this beautiful building from the inside. Lastly, I wish you productive discussions, in the spirit of true exchange, and let me remind you that the DAAD will always support academic cooperation between Germany and Greece.

Dr. Peter Schoof

Ambassador of the Federal Republic of Germany in the Hellenic Republic

Minister, Mr Mayor, honoured organisers of the workshop, honoured participants and guests, especially the ones that travelled here from the cities of Vienna, Hamburg, and Munich,

I heartily welcome you, also on behalf of the German Embassy, to this expert workshop for the metropolitan projects of Athens 2021. And, of course, I would like to thank the organisers as well as the German Academic Exchange Service (DAAD) and the Onassis Foundation for their support to this event.

Please allow me to make a personal statement about the event: first of all, I am delighted with this exchange of ideas. Mr Lord Mayor, you are aware of my admiration for the city of Athens, as I expressed it to you during my inaugural visit. Athens is a wonderful city, a city of many facets, great challenges, and hidden attractions. Most people think of the ancient sights first, but Athens also has a thrilling modern cultural scene. One need only think of the over one hundred theatres or the vivid musical life to realise this side of Athens. In this sense, I would encourage our visitors to spread the word back home that Athens is a city that boasts not only about its ancient sites but also about its modern attractions.

Ladies and Gentlemen, today's event has a very prominent predecessor, namely the Athens Charter, an initiative of the 30s, conceived and implemented by Le Corbusier. Back then, city planners and architects developed the image and vision of a functional city, structured in separate sectors, i.e. in separate work and residential areas, to adapt to modern industrialisation. It is an interesting question to what extent this vision from the 30s can be still useful today. The current trend, as seen in quite a number of metropolises, is towards an integration of residential, work, and cultural areas. Still, the implications of this question do not limit themselves to the metropolis alone; city development is rather a global issue. In a study published a year and a half ago by the "National Intelligence Council" of the United States, it was estimated that in 2030, 60% of the global population will be living in urbanised metropolises. The same research predicted that in 2030, presumably 80% of the global growth will be achieved in these metropolises. Consequently, we see that there is an obvious need for city developers to discuss and exchange ideas and there is also a great interest, especially in the case of Athens, to cooperate with metropolises like Berlin, Vienna, Hamburg, and Munich. Athens is an excellent candidate to host such an initiative, as it is the oldest Polis in this parade of illustrious cities. Nowadays, we all face a series of manifold problems, which affect us all, regardless of where we live, whether in Berlin or in Athens. One need only think of the accommodation and care for immigrants, an issue that we all experience first-hand in our everyday life in Berlin and Athens, and I guess in Vienna too. Or,

consider the problems of public local transportations in metropolises, where private transport is threatening to suffocate us all, stressing the need to promote a reasonable coexistence of public local transportation and private vehicles. It is obvious that all these questions deserve an exchange of experience among major cities. The restoration of Panepistimiou Street in particular and the entire restoration of the south coastal area of Attica are projects that we can all learn from, even if we live in different cities.

Ladies and Gentlemen, I hope that this two-day exchange of ideas will prove fruitful. As I am very happy that you have travelled here from other cities, allow me to conclude with the words I have started my short speech with: Athens is a wonderful city. Discover it and share your experiences with others when you go back to your home countries. I cordially thank you and wish you a great success!

Dr. iur. Alexander Wojda, M.A.

Chargé d' Affaires a.i., Austrian Embassy in Athens

Mr Mayor, Mr Vice Minister, Your Excellency Mr Ambassador, honoured organisers and participants of this workshop,

On behalf of the Austrian Embassy in Athens, I would like to cordially thank you for the invitation to the opening of this important workshop. I am pleased at this opportunity to briefly share my thoughts with you.

Vienna, the second biggest city of the German-speaking world, is closely linked to Munich, Hamburg, and Berlin, as far as urban planning is concerned. Therefore, I consider it a very positive initiative that today and tomorrow we will have the chance to exchange ideas, even more so given that experts from three of the four aforementioned cities will have the chance to discuss with Athenian experts.

History shows that Athens and Vienna have always maintained a close relationship in the field of city planning. In this context, I would like to particularly mention the Austrian-Danish architect Theophil Hansen, whose work has been exhibited in the Theocharakis Foundation in Athens. A number of successful Greek architects have studied in Vienna and Graz and have brought their expertise in urban development back to their home country. One of them is with us here, Prof. Dimitris Manikas, whom I most heartily welcome. Mr Manikas is responsible for the current form of the Syntagma Square.

Last but not least, I would like to mention Dipl.-Ing. Andreas Trisko, who will be participating in the workshop, and to thank him for being here. He is the Director of MA 18, the Municipal Department of Urban Development and Planning of the City of Vienna, and he will impart his experience in urban planning issues in Vienna.

I would like to cordially thank Prof. Konstantinos Serraios and Dr. Thomas Greve for organising this event and to congratulate them for this successful opening.

1.

Metropolitan planning and interventions in Athens

1.1. Metropolitan interventions 2021. The planning of the municipality for Athens 2020

Yorgos Kaminis

Mayor of Athens

First of all, I would like to welcome the invited participants from Germany and Austria. We would also like to thank the National Technical University of Athens for organizing this two-day workshop that gives the Municipality of Athens the opportunity to present in a cohesive way all these interventions designed for Athens, in collaboration with all stakeholders, such as governmental bodies, academic institutions, and everyone involved in the design of long-range interventions in the metropolitan capital.

If stability, social cohesion, unwavering European orientation, as well as responsible strategic planning constitute the necessary prerequisites for the development of a modern European capital, we could say that Athens, now, meets these requirements.

This does not in any way mean that the largest municipality of the country came out of the crisis unharmed.

However, we were the first municipality to adopt a new perspective and political strategy. We supported all those who were in need. We inaugurated and strengthened dialogue with civil society. We secured direct funding from the European Structural Funds for our integrated development program, “Ergo Athina” (Athens Project). We formed broader collaborations and synergies, leaving prejudices behind. We aimed at a strong presence of Athens in European and international fora, making good use of best practices; we also participated in the international

dialogue regarding “smart cities”, i.e. urban centers that take the lead and, from passive recipients of central administration, are turned into visionary players, who actively set the political agenda.

Thus, in a period of reversals, great political changes, and volatility, the Municipality of Athens has emerged as the country’s principal institution of political stability. We secured the necessary framework so that the city can obtain the tools for Athens 2020, in order to materialise our vision for an attractive, safe, and financially robust Athens; a modern, democratic European capital.

The Integrated Urban Intervention Plan, SOAP as we call it for the sake of brevity, is such an institutional and operational tool. Athens was the first city in Greece to take advantage of this development tool, and the SOAP was approved by the Region of Attica, by the Organization of Master Plan of Athens (ORSA) and, finally, by a Common Ministerial Decision of 16 relevant Ministries. It was not only a project of hard work and demanding mapping of complex issues, but also the outcome of a new strategic perception, in line with the new European and international trends.

The SOAP’s basic goal is the redefinition of the centre of Athens, namely its transformation into the centre of an international and sustainable metropolitan city, through a systematic, continuous, long-lasting, coordinated, and integrated strategic intervention.

And talking about the centre of Athens, we should outline the area that constitutes the core of the programme, the urban space where most of the actions are concentrated: the southern limit is Ermou Street, the western limit is Kostantinoupoleos street, the northern limit is Fokionos Negri Street and the eastern limit is the limit of the historical centre. At the same time, of course, there are also actions extended to the rest of the municipal boundaries. In some cases, to the rest of the city.

The Integrated Urban Intervention Plan does not constitute one more development proposal for the urban improvement of Athens. We have to make this clear. It is a metropolitan programme, in which the Municipality of Athens rightfully assumes a wider role and responsibilities in an integrated metropolitan context.

The SOAP is the tool that coordinates interventions already implemented with other interventions, which are designed and must be moved forward.

So, what is the main point here? The fact that the SOAP safeguards that no large metropolitan interventions will be carried out in the city independently, running, thus, the risk of proving to be fragmented and partial. From now on, all high-level interventions in the centre of Athens will be part of an integrated approach.

At this point, I would like to remind you that, despite the recent significant economic problems, large and ambitious infrastructure projects are currently being implemented in Athens, which will upgrade the quality of life of both citizens and visitors and will give the city new impetus:

- Projects related with transport, such as the new metro line, with 30 stations, which is under construction.
- Projects concerning the regeneration and upgrade of densely populated areas,

like ‘Elaionas’ or ‘Ampelokipoi’, where the creation of a large green space and the construction of an underground garage-station have been foreseen.

Moreover, we plan significant interventions in the road axis of Panepistimiou Avenue. One should also not forget the National Museum of Modern Art, which will be inaugurated shortly, where the old FIX factory used to stand, as well as the exceptional projects of the Stavros Niarchos Foundation in the Faliron Delta, with the new super modern buildings that will host the National Library and the Greek National Opera.

It also needs to be underlined that the Integrated Urban Intervention Plan supplements in the most effective way the pillars of the development plan that is currently implemented by the Municipality and financed by EU Structural Funds, which our authority has managed to secure for the very first time. Thus, the SOAP is inextricably linked with the “Ergo Athina” (Athens Project) and constitutes a logical continuation of our first municipal term. A continuation that is the prerequisite for the urban improvement of the city of Athens but also for its economic recovery.

Now, let’s take a quick look at the implementation procedures.

The holistic approach of the Integrated Urban Intervention Plan is specified through the implementation of 70 actions, which are divided into 18 axes and aimed at the following 7 goals:

- Support to the economic base.
- Restoration of social and cultural cohesion / re-habitation.
- Restoration of safety and legality conditions.
- Recovery and upgrade of public space.
- Improvement of environmental conditions and of the city function.
- Strengthening of the city identity and image.
- Improvement of governance, planning, and participation mechanisms.

All actions aim to boost social cohesion, to encourage a return of residents in the city centre, to strengthen the city identity, and to renew its image. Moreover, their goal is to renew or to create competitive economic and employment activities, to promote “smart city” technologies, and to respond to the long-lasting environmental problems.

These targets are totally in accordance with the new Athens Master Plan, which has been already approved, and with which the SOAP was developed in close and reciprocal interaction.

Indicatively, I would like to mention the initiative of the Municipality of Athens, in cooperation with the Ministry of Environment, Energy, and Climate Change, regarding vacant and abandoned buildings. An initiative that constitutes a significant intervention in the building stock, aiming to deal with the problem of the almost 1,800 abandoned buildings in the Municipality of Athens. Moreover, it is an initiative of strong metropolitan character, as the criteria included in the proposed draft

law constitute a *modus operandi* allowing municipalities to undertake the administration of those vacant or abandoned buildings whose owners cannot respond to their restoration.

In parallel, the Municipality has drafted a feasibility study for the creation of an urban development fund that aims to provide funding for the restoration of these buildings through European resources.

A great opportunity for Athens is being created, by accelerating its transition to a new era. An opportunity, the success of which depends, of course, on two decisive parameters.

First, the coordination of the efforts of the many stakeholders involved. An area where the City of Athens has a central role, given also the fact that, within the framework of the SOAP, the Municipality will be in charge of monitoring and evaluating its implementation. At the same time, an inter-ministerial committee is also foreseen for monitoring the SOAP and coordinating with the representatives of all competent stakeholders.

A second and crucial parameter is, of course, the financing aspect. The Integrated Urban Intervention Plan contains many low-cost actions – mainly of legislative or organisational nature. However, the total cost of the entire programme, in the time-frame of 2020, is high.

The financing is expected to come from own resources, provided by relevant stakeholders and private funds, while a large part will derive from the new NSRF 2014-2020. As already stated, the SOAP is strongly linked with the “Ergo Athina” (Athens Project), ensuring continuity, progress, and evolution. It also needs to be stressed that the City of Athens already operates its own Managing Authority, which was formed in the framework of the NSRF 2007-2014. The Managing Authority has acquired large organisational skills and experience, which can guarantee effective exploitation of new resources.

We should also underline that the SOAP will have not only direct but also multiplying spill-over effects that can be beneficial to the city centre as well as to the entire Athens and Attica region.

The SOAP’s final goal is to reinforce the centre of Athens and to help it regain its real role of an international and sustainable metropolis. Therefore, it constitutes an overall political agreement for our capital city as well as a strong commitment and the political legacy of today’s municipal authority. The SOAP stands also as the prerequisite for European funding as well as the tool for cooperation with the central government.

Moreover, the SOAP offers the opportunity for coordinated development action, which confirms in practice the enhanced institutional role that *de facto* belongs to the largest municipality of the country. The Integrated Urban Intervention Plan (SOAP) is Athens of 2020 – a city that will have managed to improve and develop a modern urban environment but also a modern culture, which will embrace the unique cultural heritage of our ancient history with respect but also with distinct autonomy.

1.2. Structural problems of Athens and future replanning challenges

Yiannis Tsironis

Alternate Minister of Environment and Energy

It is my great pleasure that today I have the opportunity to address a welcome speech to this very interesting workshop.

I am speaking in a double capacity, as both my parents and I were born and grew up in the City of Athens, the “diamond stone in the ring of earth”. We feel both overwhelmed and bitter, but we also feel hope, because, at last, we believe, this city deserves a better life than what it has experienced after the Second World War.

It is really surprising that, in the frame of civil movements, we met the Technical Chamber of Greece, the National Technical University of Athens, scientists, residents, literate and illiterate, who all had a vision, a shared vision for this city.

All these were allies. How did we manage to get to these dead-ends? Because I will remind you that Crisis is the ancient goddess of judgement, and we must finally judge and be judged. Who were those that led this metropolis in the wrong direction?

We should certainly not forget that, after the civil war, in a completely unregulated manner and without any planning, a phobic state brought in the basin of this cradle of civilisation, and also in Thessaloniki, about half of the country’s population. People, most of whom, until recently, did not feel part of this city.

They felt like strangers because the city treated them as such. On the first occasion of a holiday, a Sunday, they used to go to their villages, to go to “their place”. They did not consider this city as their own place. They handled it as users, in the bad sense of the term, and they never managed to become part of it.

But, on the other hand, there were certain small and large interests that wanted quick profits. As these interests have always had a close interplay with the political system, interventions were always misguided, wasteful, fragmented, and ultimately in the direction of the exploitation of pathologies, rather than of their resolution.

That is why all great suggestions of scientists, city planners, spatial planners, put forward at times, were found in front of a wall. A wall of opportunistic solutions,

a wall of easy money, a wall of jobs that ultimately cancelled other jobs elsewhere. I will refer once again to this tragic example of a “snatch” case in Elliniko, which speaks about the creation of some jobs, when all stakeholders with scientific knowledge know that the last thing this city needs is to increase the built space. Urban planning is not my expertise, but I’m speaking as a citizen and as an apprentice in this new position and I want to make a few observations.

Our Ministry is represented here by very qualified scientists. At this moment, we have in front of us hope, a vision. We will be open to those scientists, who have so much to say. The suggestions that your colleagues will make here are those that the Ministry will listen to carefully and will be willing to apply.

No more opportunistic exceptions for big-shot contractors who, just because they own an area somewhere, think that there must be commercial activity, no matter if this is appropriate for the city or not. Or that the state should build a subway station in that area, independently of whether this can be done or not. These exceptions shall stop. Small businesses, big businesses, poor people, rich people, we are all equal in front of the law. And the law requires exactly a central planning.

The city is stretched. And as it stretches, it imposes enormous distances for someone to get to work or to entertainment sites. This leads to individualised transports, because such an urban sprawl situation means very dispersed and poor traffic flows, which cannot be served by public transport.

I always say jokingly: is it easy at this time for someone to reach a neighbouring area by public transport, like going from Nea Smyrni to Kallithea? No it isn’t easy, because of the way this city was organised. Currently it is most probable that a citizen will drive his or her car independently of the urban transport system. This has to change. We have to see the flows again, to see the uses, to see them seriously, and to look at them in a modern and holistic way. This is a colossal task.

Currently, there is a huge volume of built-up areas. Some of them are too old and degraded. But they offer an excellent opportunity for constructors to start rebuilding them. There is no need to build new constructions using open spaces. Instead, we should upgrade existing blocks in the inner city, utilising private funds, with guaranteed returns because of the reduced energy and water consumption, which could finance such projects and finally do what is common in many other cities. There are areas that are now devalued but may at some point become jewellery. This is exactly the meaning of modern urban intervention, instead of looking for an empty plot or a brownfield and set up there a new building complex, whether this is an opera or a new hotel.

We also have to manage the touristic product of this city. It is really interesting that, when friends come from abroad, a one-week tour is not enough to show them around the most important things. And I see that each visit is always faced with enormous enthusiasm. On the contrary, this city is nowadays hosting its visitors for only a few days. Most of them come, they pay a visit to the Museum, they stay for

one or two days, and then they leave running to go to the islands. Why? Why doesn't this city keep its visitors? A city that has so many wonderful things to show, things that are truly remarkable, not only antiquities but also other monuments. Thus, we need to increase the elasticity of the city.

These are some first thoughts. A more coherent, more correctly structured city, with better functioning and fewer developer interests. It is really a shame to see Vathis Square these days. Similar to what Metaxourgeio neighbourhood was like 20 years ago, Vathis Square is a disgrace to the city, although its built environment is an urban jewel. It has a beautiful train station, it is near the metro, it is five minutes away from the city centre and another ten minutes away from the motorways. Why, then, is this area so degraded at the moment? I wonder, as a citizen, but I can understand that the Greek real estate market forces in areas like Vathis Square are following the same way as Plaka and Metaxourgeio neighbourhoods, over the previous years. By conscious degradation, local residents are kicked out so that developers can buy out the area at very low prices.

I think that workshops like the present one contribute very actively in order for the political leadership to acquire the needed scientific tools and guidance. We have a great receptivity to listening to you and taking appropriate action.

1.3. Strategic spatial issues for the Attika Region

Panayiotis Patsavos

Architect, Regional Counselor, Region of Attica

I would like to convey to you the greetings of Mrs Rena Dourou, Governor of the Region of Attica, and Mrs Ermina Kyprianidou, Vice-Governor of the Central Sector. They authorized me to express their regret for not being able to attend this two-day workshop, as it coincides with a major international conference on Sustainable, Ecological, and Economical Waste Management in Attica, organised by the Region of Attica. They promise, however, that they will carefully study all the contributions to the workshop.

Such efforts unequivocally demonstrate that we all have the same needs and concerns about how we could view public space in the future. It is an undeniable fact that the Greek society has been the target of merciless and unprecedented attacks, particularly during the past five years. It is also a fact, supported by accurate mathematical calculations, that the urban and suburban public space was negatively affected, and so was small private property and public property.

We have, therefore, the obligation to draw conclusions and take recommendations from similar collaborations with scientific bodies; conclusions and recommendations that will differ from the ones that have prevailed in the political practice so far; conclusions and recommendations that will produce benefits for the permanent resident and the visitor, the neighbourhood and the local market, the worker, the farmer, the professional and the scientist, the environment, and the future of this land. We have the obligation to produce ideas and planning, priorities and projects that will not perceive Attica as mere numerical sums, as detached individual cities, but rather as a unity of cities, cultures, and actions with many common problems. It is necessary to find solutions to these problems through a single strategic plan, aiming at indispensable spatial cohesion, mutual support, and coexistence in space and time. This metropolitan spatial cohesion is the precondition for balanced sustainable development in the entire Region of Attica. Accordingly, the necessary cohesion of individual regions is the basic tool for the development of the country as a whole.

Speaking of Attica and Athens as part of this region, we would suggest that, if the Region of Attica is not characterised by hospitality and commitment to growth throughout its area, then neither Athens, nor any other part of Attica will ever be hospitable, no matter how much money we spend. No matter how strong and beautiful a heart (Athens) is, it will always suffer in a sick body (the region); and, when a heart suffers from arrhythmias, then the entire body suffers with it.

Therefore, returning to urban planning, Athens (the heart) should progressively return to its historic features and skills that have characterised it. This can be done through modern interventions that will keep it vibrant and hospitable. This should be done through a planning that will help, not compress, adjacent areas, neighbourhoods, and municipalities. This planning should be completed with joint municipal and, by extension, metropolitan collaborations, that will invent and combine contemporary solutions for complex contemporary problems and needs.

With these thoughts, we would suggest that only such a holistic planning that would take into account all the socio-economic parameters will manage to:

- Safeguard values and distribute benefits to all.
- Preserve existing uses and the character of each region, its history, cultural vitality, and diverse uses of land (housing, trade, non-disturbing small factories), wherever available. These, too, are part of the culture and history of the place.

Moreover, such a holistic planning would:

- Minimize negative consequences of the existence of shopping malls, for example, in housing, in small- and middle-scale trade and industry.
- Set the strategy and lines of action.
- Support small and middle-scale entrepreneurship.
- Support land uses such as processing and repairs.
- Support true social innovation in production.

But foremost and at all costs, planning will preserve space as a public, commonly owned good within high quantitative and qualitative standards of urban and suburban green spaces and environment, in utmost cohesion and balance of space.

In this sense, we believe that there is no need for immediate emblematic projects, but for projects that will serve and emphasise the above goals. Such projects may include interventions in the historical centre, promotion of archaeological sites (e.g. Plato's Academy), the consolidation of historical areas (e.g. Elaionas), improvements and green regeneration along central axes or the traffic connection of neighbourhoods, regions, and municipalities of local and supra-local significance.

It is true that we want beautiful and welcoming cities like this first of all for ourselves. We plan them, they are our own human creations, we are at home there, we produce and create in them. The recent memoranda reduced municipal revenues by

approximately 70%. Neighbourhoods and local markets sink into misery; municipal facilities and infrastructure are abandoned. It is there that we must all focus on now because it is there that most problems of everyday life emerge; it is there that the average Greek lives, works, and creates.

If we think about our cities in this way, then our second common objective will be cumulatively achieved, which is to make our cities friendly and hospitable for others again, to increase their number of visitors and their touristic development in various sectors, accepting that this is a challenge as well.

With these thoughts, we will find the way and the rules to invest, in an organized manner, in the protection and promotion of:

- The public social space and social goods.
- The natural and working environment.
- The local history and further historical sites.

We will invest:

- In conferences and actions on issues relating to our traditional strengths.
- In culture and education, in universities, in the public and international dialogue.

For Athens, and more so for the body to which Athens belongs, the Region of Attica, it is urgent to re-establish the public character of spatial-urban planning. It is urgent to work together and find financial tools in order to save the space that is being lost under the burden of economic suffocation; to save our cities that are being destroyed; and to defend our own Master Plan, which is being cancelled out. As an Appointed Regional Representative for Spatial Planning at the Directorate for Spatial Planning and Urban issues, I denounce the ongoing loss of squares, parks, land for schools and other public facilities deemed as such by city plans.

Facing so many problems either because of poverty or because of alternative priorities, municipalities are unable to pay off compensations, and so expropriation is called off. These public lands return to their original owners as land plots and are cemented. Unless all creative players are coordinated, planning will be cancelled out, left to the so-called market forces and interests.

From such examples, it is clear to everyone that any participation is considered crucial, provided that it is integrated into the planning and the priorities democratically set by society itself. Planning should not be subordinated to the expectations of investors but vice versa. We should also work towards a better cooperation between different levels of administration including government ministries, municipalities, and the Region. Their distinct roles should be respected, avoiding conflicts that will harm planning and efficiency.

I hope we agree that we have to work on a whole complex of issues relating to humans and on a whole network of cities and regions built by them. This is why all interventions affect more or less both the individual municipal areas and the wider

unity to which they belong. Altogether, they must be connected, making up a harmonious single body, the Region of Attica.

From now on, even with the meager means available, we should try to reverse the negative effects of the crisis in the urban fabric, to envisage innovative interventions focusing on mature projects, either metropolitan, which are the most important, or inter-municipal, which are the most numerous, or even smaller local ones, which will relieve neighbourhoods and local markets: projects of immediate effectiveness for improving infrastructure, quality of life, education, culture, and the environment.

We believe that, without urban renewal projects, and without long-range, revised, comprehensive, spatial planning, no part of this land can have a sustainable development. In the Attica Region, we revived the institutionalised Metropolitan Commission for Spatial Planning and Urban Renewal, allowing it to become a venue for co-operationes between institutions and citizens. We seek to make the Region of Attica, the largest region in the country, the centre of public policies for space as a public good. With the contribution of all of you, we hope to set an example for the management of space.

I would like to thank you. You may count on our support in all your efforts for the common good!

1.4. Rethink Athens: The reinvention of the city centre

Panayotis Tournikiotis

Professor, NTUA

Athens is a modern city with a very long and significant past. The coexistence of all times in a stratification that reveals the complexity of relationships is bringing together the pleasure of history and the vitality of everyday life. In the very centre of this city, decentralisation policies and traffic conditions that developed in the last part of the twentieth century proved to be in conflict with environmental conditions, sustainable mobility, and economic development.

With the purpose to re-centralise Athens and to reinvent the city centre as a destination area for vibrant activities, culture, and recreation for all citizens, and as a theatre for the development of the relationships between the past, present, and future, for citizens and tourists alike, a great urban intervention, named Rethink Athens, is already launched. It is a 3 km long project, which covers an area of 56 ha and waits for implementation to transform the main avenues in Athens with the purpose of linking the archaeological sites and museums to the vibrant city centre areas.

With this intervention car traffic will be reduced, priority will be given to pedestrians, cycling, and public transport, environment conditions and public space will be improved, and the historical stratification of all times, from antiquity to the 19th and 20th century, will be redefined to make that past a real part of the contemporary city life.

Rethink Athens is part of a much broader planning of centrality in the metropolis, on which the State has been working in recent years at different levels of scale and competence. The recovery of the functional and symbolic centrality of the historic core of Athens, in conjunction with a redefinition of Piraeus, which has formed a dipole with Athens since ancient times, and the opening up of this double city along the Phaliron seafront have formed one of the most important strategies of the new Master Plan for Athens 2021.

The main axis of the Rethink Athens project is Panepistimiou Street, the widest boulevard in the neo-classical plan of 1834, connecting the two most important squares of Athens, that is Omonia and Syntagma Square. In the late 19th and early 20th century, Panepistimiou Street became the city's monumental street par excellence, with the neo-classical trilogy of the University, the Academy, and the National Library, but after the 1960s it was charged with the main traffic load of the centre and became the capital's "river" of motor vehicles, concluding in the chief roundabout of Omonia Square. One of the main reasons for that was the total dependence of transport on motor vehicles right to the end of the 20th century. This was a period of degeneration of the centre of Athens, with a lot of traffic congestion and pollution of the environment, which, in the spirit of the age, had called for its functional decentralisation to many peripheral centres, that was formally adopted in 1985.

As a consequence, the end of the 20th century has known the exodus of the Athenians to the green suburbs and the gradual withering of commercial and craft activities in the city centre. However, the construction and the constant extension of a metro network, with three lines meeting at Omonia, Monastiraki and Syntagma Squares, which radically changed the conditions of access to the centre from all over the basin of Athens, the great success of the pedestrianisation of the streets "unifying" the archaeological sites beside the Acropolis, and the international interest towards sustainable mobility have contributed to a new understanding of urban centrality.

The new urban planning is seeking for the reinvention of centrality in contemporary greater Athens, through the redefinition of pedestrian and vehicular traffic in the centre of the city within the perspective of functional reinforcement and qualitative enhancement of the public space. The desideratum is the creation of a large ring-road, which will link the strong fields of the contemporary social and economic activity of the city centre with the main architectural and archaeological sites and the big museums of Athens.

The project is based on a programme of diverting through-traffic away from the centre of the city, with the simultaneous reinforcement of public transport. In this plan, there is no pedestrianisation but a mixed use of the streets, particularly Panepistimiou Street, by walking people and bicycles, taxis, mini-buses, and a new tramline connecting to all metro lines and linking dense neighbourhoods to the north and to the south. With the new traffic plan, the centre of Athens will no longer be a drive-through area and will become a destination for all citizens.

An architectural competition was launched in 2012 and was organised by the Onassis Foundation, after a call of the State. The competition's requirements included the design of the public space, the highlighting of the monuments and the cultural context, the improvement of the environment and the response to climate change, the ease of realisation, the general economy of construction and maintenance, and the resistance to use and time.

The jury discussed the planning of the public space in a capital city that is so strong in symbolism and ideology and have unanimously awarded the prize to the Dutch landscape architects OKRA, who contributed a “silent” architecture, which draws attention to the city itself and to the *longue durée* of the built environment.

Looking from an architectural point of view, their proposal is very simple and functional, aesthetically sophisticated, providing the public space with a breeding ground for the activities of citizens, while at the same time drawing attention to the city’s architecture.

We are not generally used to experiencing the city by walking in the middle of a large street, enjoying its perspective and the view of buildings. Now that this will be possible, the large plane trees on the sidewalks and the buildings’ beautiful facades will be revealed without a jumble of cables in the way, which is currently necessary for vehicle electrification, since trolley buses will not exist anymore and trams in this area will be powered with catenary-free technology, meaning without air cables and the aesthetically disturbing superstructure, thereby contributing to the emergence of the city’s historic environment.

The two large squares of the project, Omonia and Dikeosynis, are designed in such a way that they form urban piazzas in the European tradition. They bring out the urban planning form of the piazza and an architectural stage set, shaping routes and halts, plantings and water surfaces, which are attractive fields for human encounter.

Limiting noise and environmental pollution through these changes as well as with the technologically advanced construction of the tramline, which drastically reduces vibrations, will let people “hear” one another, and birds will soon make their presence in the street apparent.

You will also understand that the city centre of Athens hides ancient finds from Greek and Roman times at a very short depth. Where they are expected, they will be revealed and highlighted, while those that will be found during the construction of the project will lead to further excavation, which will ensure their emergence and study.

In the overall environment of the city centre, the aesthetic of public space is playing a very important role. Tram stops, kiosks, benches, signage and lighting columns, protective and all other elements of the urban environment, which are usually called urban furniture, are designed with a minimalistic yet coherent rationale which makes them unique for this city. Daily and festive functions have been taken into consideration during the design process; materials have also been well thought of, in terms of viability and ageing, and their relationship with time and people.

Until now, the purpose of the night time lighting of Athens was to facilitate safety in vehicle traffic and to highlight selected buildings. Lighting the city for people’s meetings and coexistence in a three-dimensional urban environment introduces new parameters, while modern technology allows this lighting to be flexible and adap-

tive to daily life, festive ambience, deep night, even to the protection against light pollution, which is the excess or unnecessary lighting that neutralises differences and eliminates the sky's overall feel.

More important, however, is what can't be easily seen in the plan. What has up to now been "sealed" asphalt ground will now "breathe", with paving and planted land alternating. The rows of trees have been selected among those kinds that are encountered in the urban environment of Athens - plane trees, acacias, jacarandas, mulberries, juda trees, bitter oranges.

The management of rainwater is a real innovation in that project. When it rains, the water is collected directly from the streets and the terraces of the buildings into reservoirs beneath the streets, or elsewhere, and is dispersed slowly and steadily into the subsoil, thus ensuring a longer duration of natural watering and indirect cooling of the terrains. Excess water is stored and allows irrigation autonomy for a three-month period and the everyday cleaning of the public space, without wasting precious drinking water. Even public buildings will be able, with the use of modern technology and thanks to the water reservoirs, to cover their heating or cooling needs through sustainable energy.

The final result is a bioclimatic intervention that will improve environmental comfort by decreasing air temperature in the summertime and inviting people to enjoy outdoor living in the city centre.

CREATIVE RATIONALISM IN CONTEMPORARY ATHENS

This entire public space design concept reveals the project's overall economy as its main characteristic. The design may be complex, but the project is simple in terms of construction, it is feasible and inexpensive, with a limited operational cost and highly resilient to the difficult conditions of Athens city centre.

This means that, apart from the frugality demanded in these days of economic crisis, the reorganisation of the city centre has been designed with a functional, structural, and aesthetic economy, as my country's deep tradition demands. Rethink Athens is not a vision; it is creative rationalism. It is a realistic proposal that can stand the test of time because it reframes the current reality and seems to have the characteristics of a long-term existence.

ATHENS FOR PEOPLE AND CONTEMPORARY URBAN CULTURE

Athens is changing fast. Large or small-scale projects, within or outside the city centre, highlight – during the second decade of the 21st century – dynamics of re-definition that go hand in hand with the will to overcome the social and economic

crisis. After decades of expanding to the suburbs, the focus is now again on the city centre and the ways through which it can regain its lost functional and symbolic metropolitan liveliness.

Athens beyond this crisis will be a city designed to give substance and shape to a future that can't be a return to the past. Conditions now allow for the environmental and functional re-composition of the city centre, with dynamic actions that will not preserve its downturn but will change the course of events. The extensive interest for today's Athens, and especially for its centre, expressed by citizens, small and large group initiatives, public benefit foundations, and the Greek State itself, in various levels of authority, is the proof that the invitation to "rethink Athens" was not only appropriate but also imperative.

1.5. The integrated urban intervention plan for the centre of Athens

Dimitris Oikonomou

Professor, University of Thessaly

The Integrated Urban Intervention Plan (IUIP, or “SOAP” in Greek) for the centre of Athens is a programme in the vein of the URBAN programmes of the European Union. The institutional framework of the IUIPs was created in Greece in 1999 (L. 2742/1999), in an effort to use the experience of the URBAN programmes (some twenty of them were already applied in Greece, by that date) for the solution of specific Greek urban problems. However, this new planning instrument was not used in practice, partly because it was still possible to use the European URBAN programmes (backed with access to EU financing) but also because the complex multidimensional urban problems that are the *raison d’être* of both URBAN and IUIP programmes were lacking in the Greek cities. Indeed, up to the middle of the previous decade, the problems of the cities in Greece were mainly related to the historical inefficiency of the urban planning and not to difficulties of social or economic character. Moreover, these urban problems were diffused around the whole, or at least the major part, of the city space, and not concentrated at specific and relatively small sub-areas. There were some exceptions, i.e. problems characteristic of particular sub-areas (such as the exodus of the population from the centre of Athens, which began at least since 1990), but they were not deemed serious enough for the application of dedicated policy measures to cope with them.

This situation changed dramatically during the current economic crisis in Greece, which generated new problems, of social and economic character (poverty, unemployment, the collapse of social services). The cores of the largest cities were particularly vulnerable to these problems, for several reasons, including their dependence upon economic activities (especially the high level services of the tertiary sector) that were stricken acutely by the crisis. An additional factor was that the largest cities have been the first destination of economic migrants (whose number is very large, given the role of Greece as one of the major “gates” of the EU); the economic crisis diminished the possibilities of finding jobs in the rest of the Greek

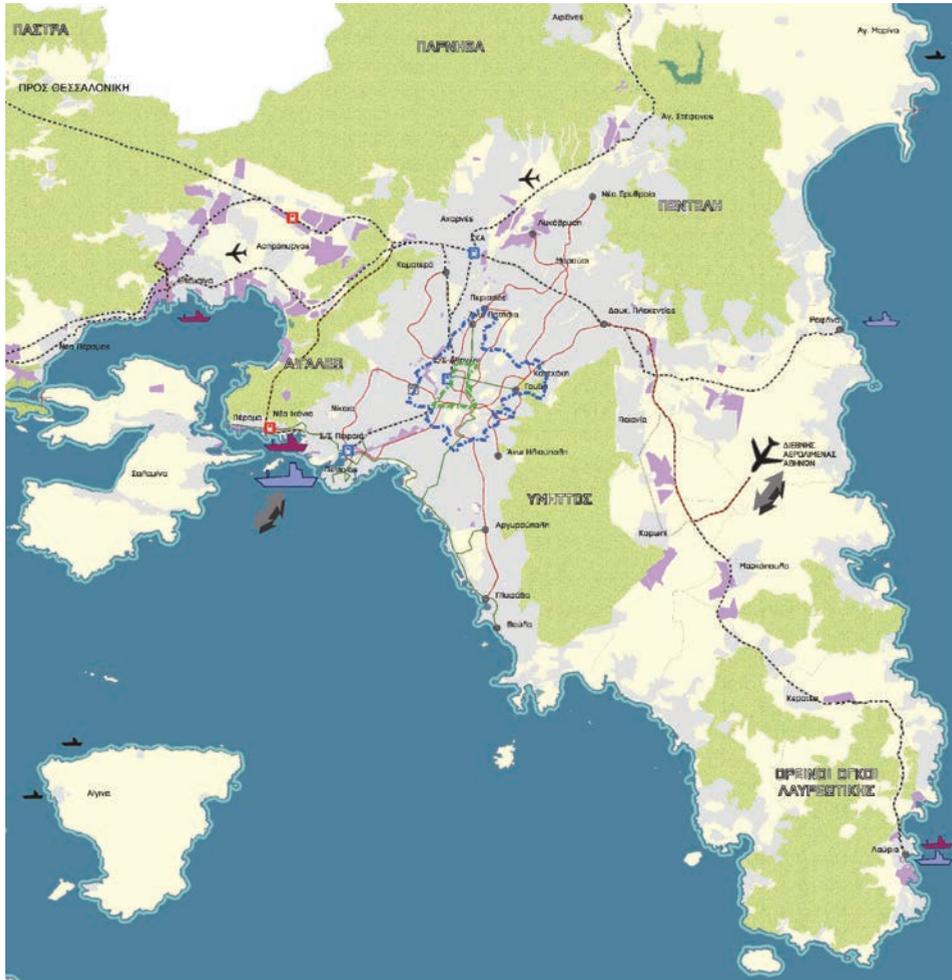
territory and led to the permanent installation of many destitute and jobless immigrants in the cities. Moreover, space related problems, for instance social exclusion, were exacerbated during the crisis and begun to undermine the traditional relative social homogeneity of the Greek cities. The very acute depression of the real estate and housing markets intensified this new phenomenon. Some pre-existing problems, related, as mentioned above, to traditional planning inefficiency, were aggravated, especially in the most vulnerable part of the cities.

The centre of the Athens was, probably, the area in Greece where all the above problems became most apparent and simultaneous. The table below gives an image of the range of these multiple and interrelated, older and new, problems of the centre of the Greek capital.

	New (crisis-generated)	Older exacerbated	Older (persisting, structural)
Flight of the strategic central functions (private and public)		✓	
Closure of many medium and small retail shops	✓		
Shrinkage of city break tourism / Shut-down of many hotels	✓		
Collapse of the real estate market	✓		
Exodus of inhabitants (especially the better-off ones) / Decrease of the population/Partial replacement by economic migrants (“negative gentrification”)		✓	
Very high levels of unemployment, substantial increase in the number of poverty-stricken persons	✓		
Deficit in social infrastructure and, more important, services		✓	
Increase in the number of illegal activities of several kinds		✓	
Increase in the number of unused or abandoned buildings, downgrading of the (few) remaining traditional buildings		✓	
Functional and aesthetic decline of the public space (including historic axes and landmarks of the city) / Illegal appropriation by private activities			✓
Lack of sufficient green spaces			✓
Lack of sufficient bicycle roads			✓
High levels of supra-local traffic			✓

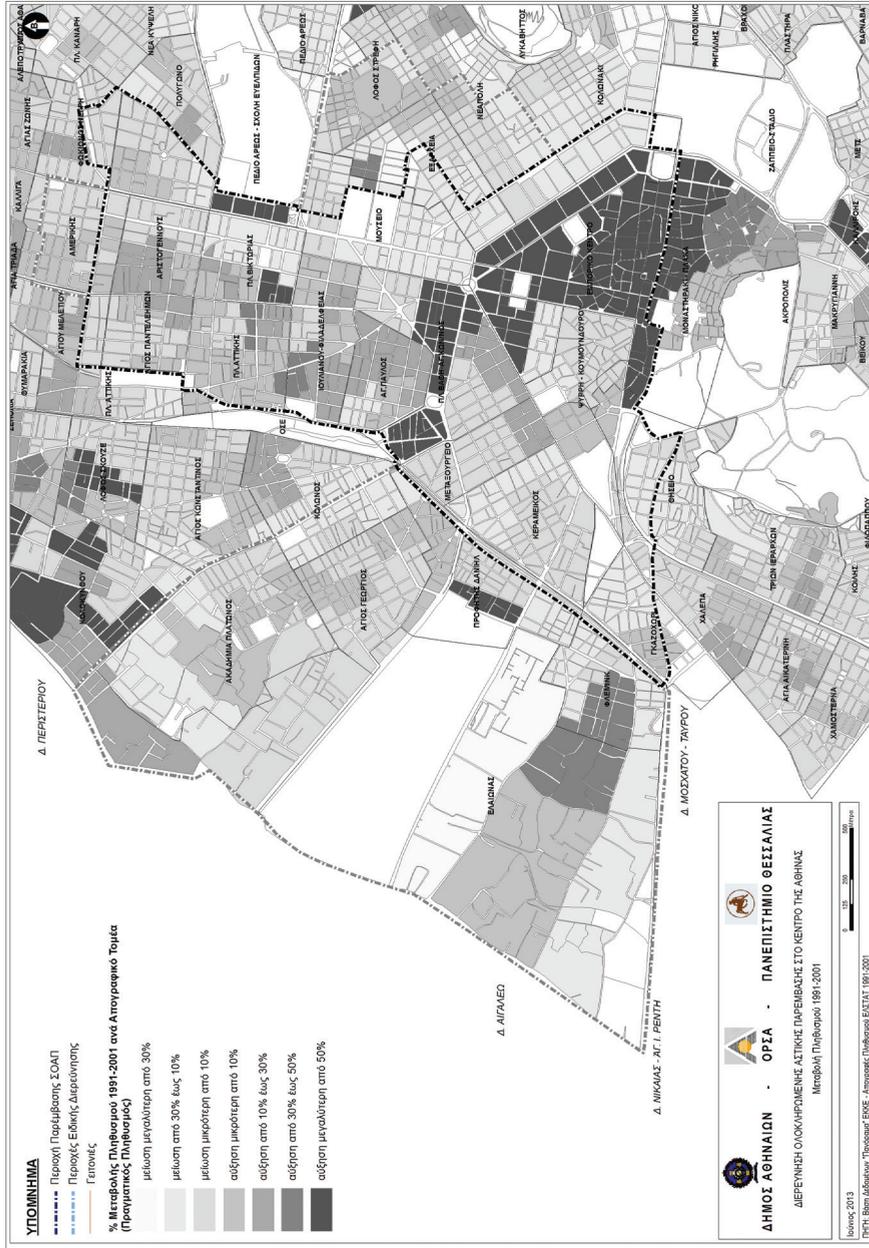
Table 1. The problems of the Centre of Athens

Some maps help to illustrate a number of crucial characteristics and problems of the centre of Athens. The first map (Map 1) illustrates the position of the Municipality of Athens (blue dotted line) and the centre of Athens (green dotted line), inside the Metropolitan Area of Athens, that is Attica Region.



Map 1: Position of the city centre and of the Municipality of Athens. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos

The following map (Map 2) exhibits the process of population exodus from the Municipality and from a part of its centre, already observable over the 1990s (light grey: population decrease, dark grey: population increase).



Map 2: Population change in the Municipality of Athens over the period 1991-2001. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Hellenic Statistical Authority)

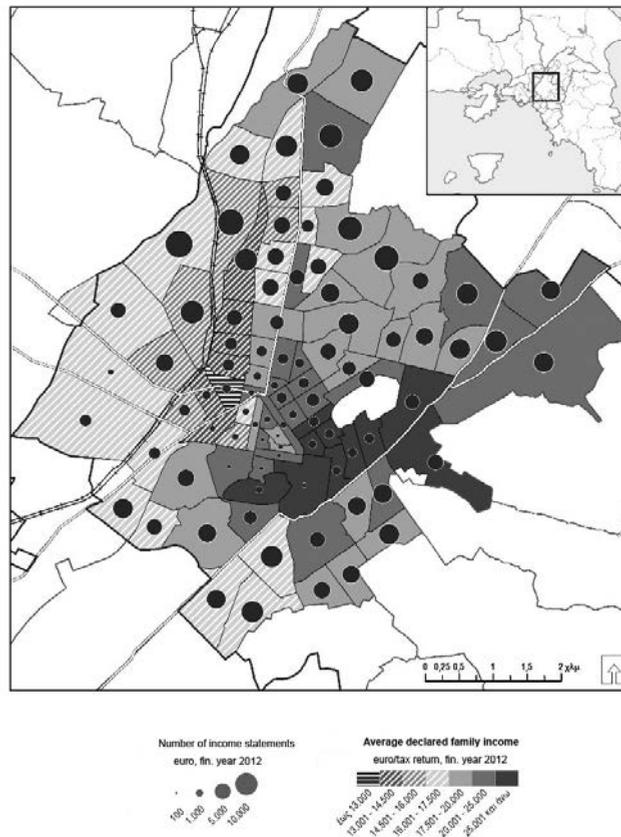
The following map (Map 3) illustrates protected buildings in Athens. It is clear that most of them are located in the centre of the city.



Map 3: Protected buildings in the Municipality of Athens. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Ministry of Culture, Ministry of the Environment, Energy, and Climate Change)

The following two maps clarify that:

- a. There is an inter-temporal opposition between the relatively wealthy eastern part and the relatively poor western part of the Municipality of Athens (Map4; hatches show areas with lower average taxable income, while solid greyed parts show areas with higher average taxable income).
- b. A generalised impoverishment of the centre of the Municipality, both in wealthier and in poorer parts, is also happening, during the last years and especially over the period of the crisis (Map 5; hatches show areas with a decrease in the average taxable income over the period 2002-2012, while solid greyed parts show areas that demonstrated an increase in the average taxable income in this period).



Map 4: Average taxable income in the Municipality of Athens in the year 2012. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Ministry of Finance)



Map 5: Rate of change in the average taxable income in the Municipality of Athens over the period 2002-2012. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Ministry of Finance)

The diagram that follows (Figure 1) makes clear that with the intensification of the economic crisis the unemployment rate in the Municipality of Athens (red line) increases in relative terms more rapidly than in the whole of Greece (blue line).

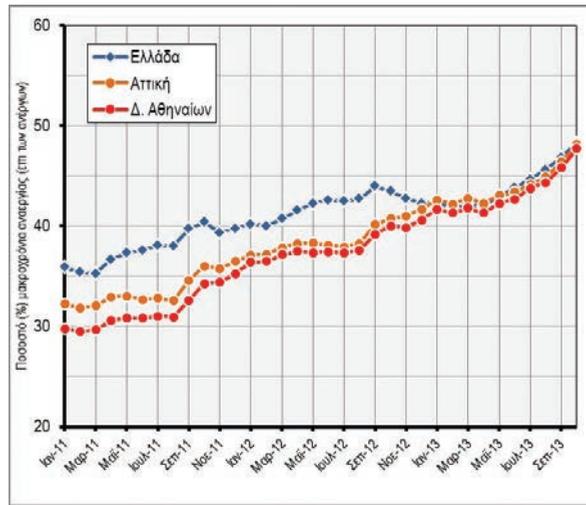
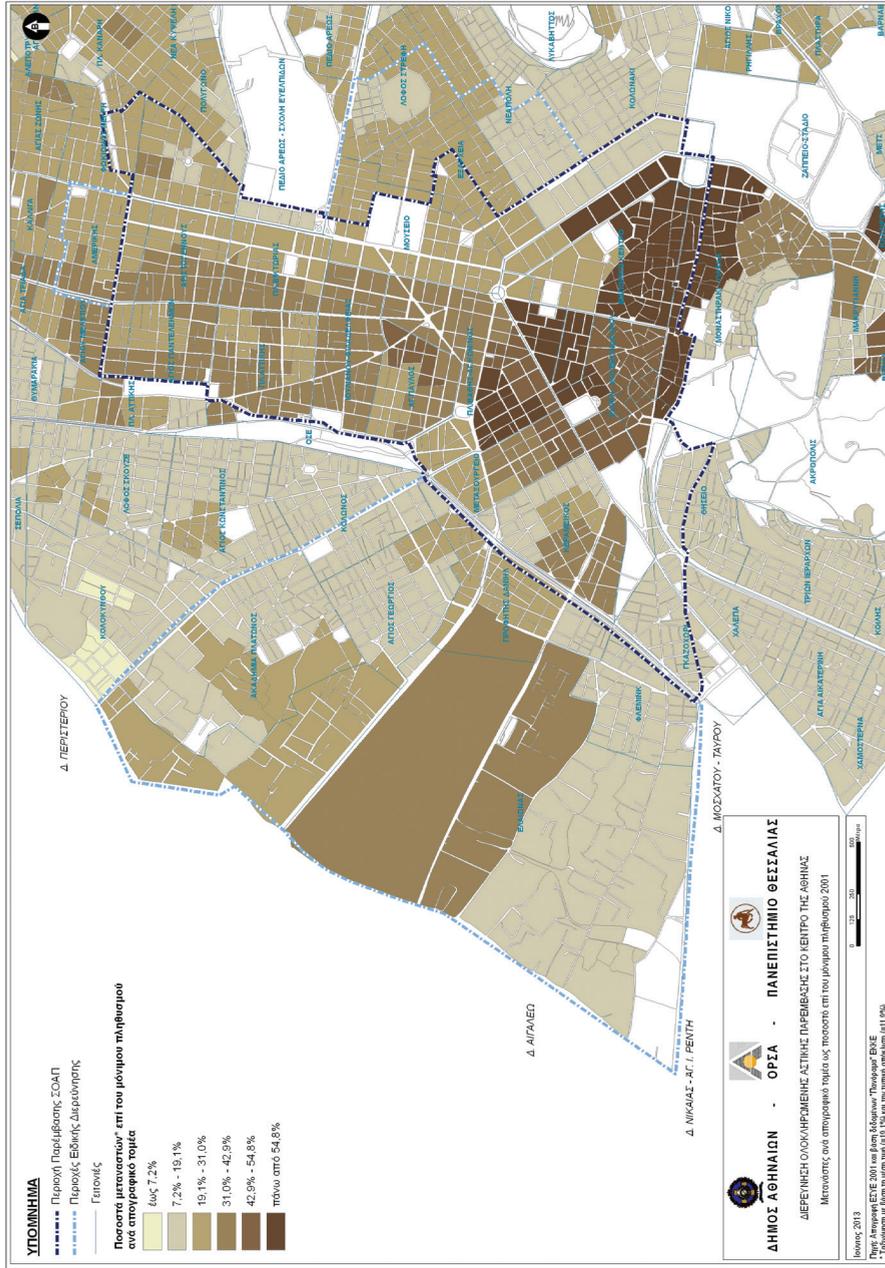


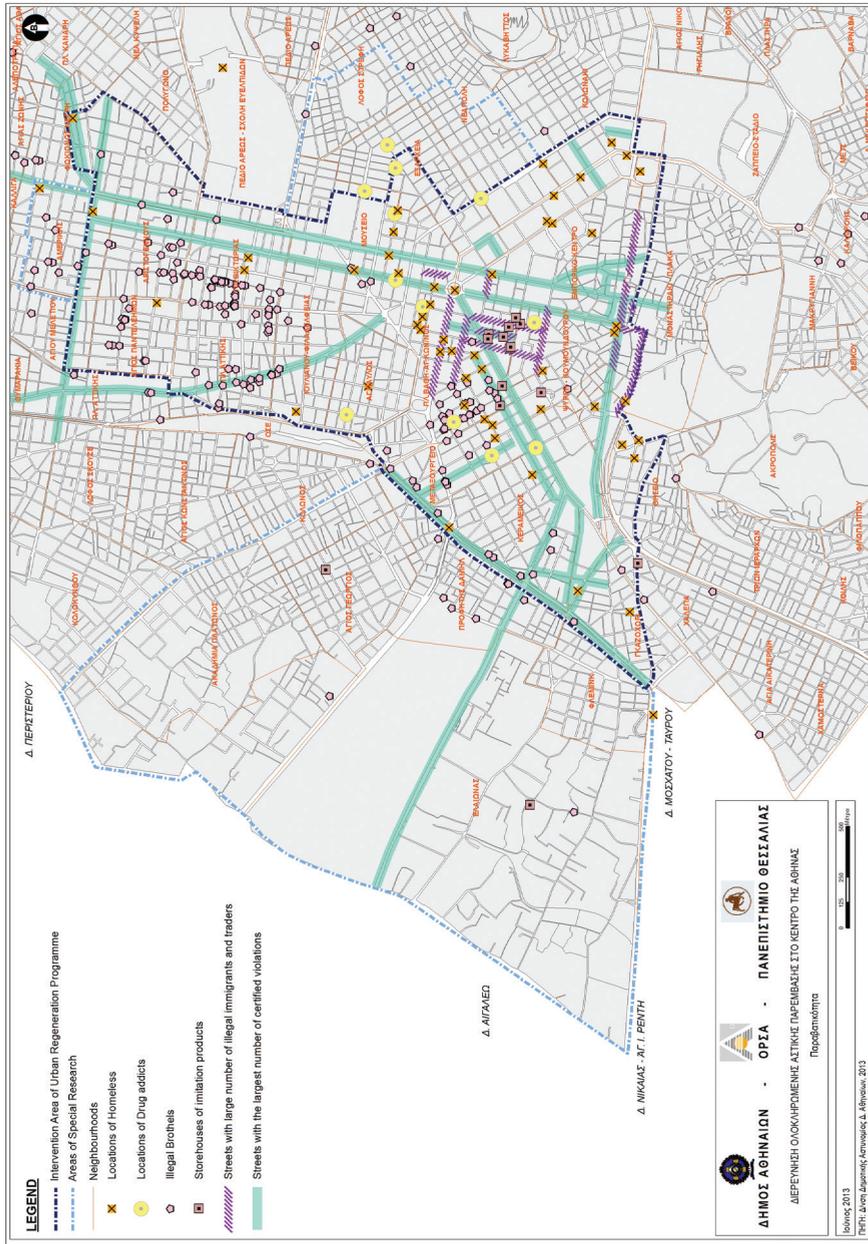
Figure 1: Rate of long-term unemployment in Greece, Attica, and the Municipality of Athens. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Hellenic Statistical Authority)

The following map (Map 6) illustrates another characteristic of the centre of Athens, the very high proportion of economic migrants in the population (from light to very dark colour: from under 7.2% to over 54.8%).



Map 6: Percentage of immigrants as part of the total population in the Municipality of Athens, year 2001 . Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Hellenic Statistical Authority)

Another map (Map7) illustrates the concentration of various forms of petty or serious criminality in the centre of Athens.



Map 7: Criminology and misdemeanours in the Municipality of Athens, year 2013. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens (research programme), Volos (data: Municipal Police)

As demonstrated above, the crisis of the centre of Athens has two components, a historical (due to inefficient urban policies over the previous decades) and a recent one (related to the Greek crisis since 2008), and is characterised by multidimensionality (economic, social, environmental, spatial etc.). Two other characteristics of the crisis of the centre are that:

- It is a problem of poor management of the city area rather than of lack of physical infrastructure (although there are also fields where there are such deficiencies, especially regarding green and public spaces, and also the exploitation of new technology, especially the one denoted by the concept of “smart city”).
- There are differentiations inside the centre, which lead to internal inequalities and to loss of social and spatial cohesion.

Finally, another very important attribute is that, despite its relatively small actual spatial base, the strategic position of the centre of the Municipality as centre of the whole Athens Metropolitan Area means that its crisis has consequences for the whole of this area and, given the dominant role of Athens in Greece (it represents about 1/3 of the total population and an even bigger part of the total economic activity), for the whole national territory. In effect, the crisis can be summarised as a loss of the traditional metropolitan identity and role of the centre.

Over the previous 6 or 7 years, several efforts were made in order to confront the crisis of the centre of Athens but, despite some limited and partial positive results, the crisis on the whole persists. Apart from the big magnitude of the problem, the main reasons for the failure of these efforts are lack of continuity, want of integration (due to the non-understanding of the multidimensionality and complexity of the problems), and lack of coordination between the numerous services and agencies involved. Regarding the last point, a crucial factor is the restricted responsibilities of the Municipality of Athens, both geographically and thematically.

The activation, for the first time, of the above described planning instrument of the Integrated Urban Intervention Plan (IUIP), upon an initiative of the Municipality with the support of the Ministry of the Environment, Energy, and Climate Change, represents an important new step for an adequate and holistic response to the crisis of the centre, which could, hopefully, avoid the mistakes of the previous endeavours. The IUIP for the centre of Athens was elaborated with the help of the University of Thessaly over the previous one and a half year and ratified officially by Joint Ministerial Decisions in January 2015.

Its main objective for the city centre is to “Regain a Metropolitan Role”, and its main characteristics are the following:

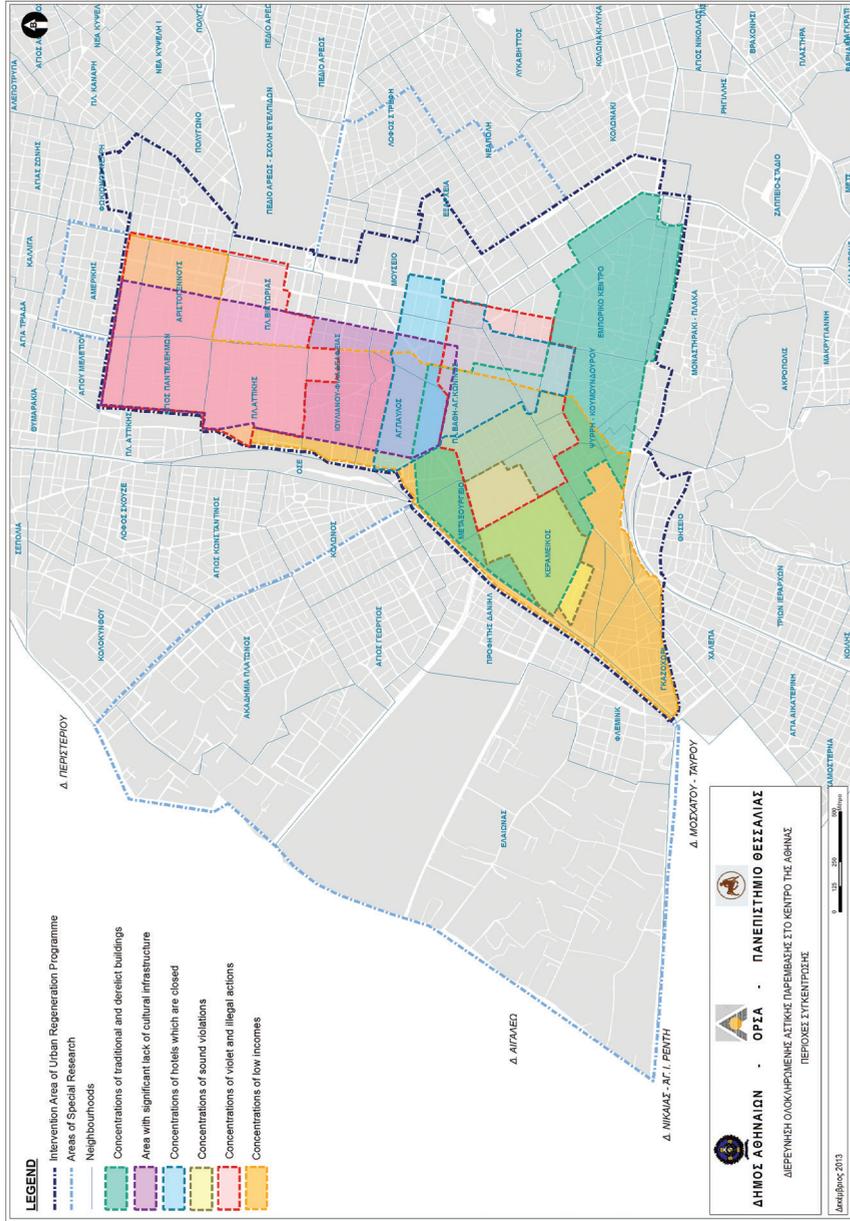
- Continuity (medium-term horizon: 2021).
- Focus on the centre of Athens, but taking into account its interdependency with wider areas (metropolitan, national).

- Spatial differentiation of the overall strategy, including the definition of zones of intensive intervention, which could propagate positive effects to surrounding areas.
- Multidimensional (economic, social, spatial) and integrated character - not just urban planning or design.
- Involvement of numerous public services and agencies as well as the private sector (hence the crucial role of coordination by the Municipality).
- Priorities, hierarchy of the various actions, flexibility.
- Synergy with other policies and programmes.
- Funding by both public (EU Cohesion Policy Programme for Greece 2014-2020 etc.) and private sources.
- A permanent mechanism of monitoring, management, coordination, evaluation, and feedback.

The following map (Map 8) presents the overall area of intervention and its differentiation in sub-zones.

The Programme contains some 65 different “actions”, which can be grouped in the following “programmatic axes”:

- Reinforcement of the metropolitan functions (both public and private) of the centre.
- Support to entrepreneurship of the young, special measures for smaller firms.
- Creative arts and culture.
- Recovery of the real estate market.
- Promotion of the residential use in the centre – repopulation.
- Reinforcement of social services.
- Integration of economic migrants.
- Safe living conditions.
- Climate change (prevention and adjustment), energy.
- Green spaces, amelioration of micro-climate conditions.
- Environmental infrastructure.
- Pedestrians and bicycles in the city.
- Public transport.
- Public space (design, management).
- Urban landscape, image of the city, urban identity(-ies).
- Smart city.
- Major strategic intervention.
- New mechanisms and tools of planning, participation, governance, and urban management.



Map 8: The area covered by the IUIP, divided into sub-areas according to their local problems and characteristics. Source: Municipality of Athens-University of Thessaly, 2013, Integrated Urban Intervention in the Centre of Athens, Volos.

1.6. Preliminary comments by the experts¹

Michael Bacher¹

City of Munich, Department of Urban Planning

First of all, I would like to thank you very much for inviting us, representatives of Hamburg, Vienna, and Munich, to this exchange of experience. Judging by the diversity and complexity of your truly fascinating ideas, this event is undoubtedly an important win-win initiative. The above ideas on the one hand concern large-scale projects, e.g. the metropolitan core of cities, and on the other hand they pertain to the utmost specific and detailed issues of urban planning, as is the “Rethink Athens” case. All over the world, metropolitan city regions enjoy a prominent role. The urbanisation trend has been observed throughout the entire world and metropolises have a special, pioneering role to play in their countries. Cities are the places where knowledge management emerges, cities are sites of innovation, and in this sense they also generate growth. And that is why the development of the metropolis itself is so crucial. Against this backdrop, many big cities are addressing the matter of their own transformation and the ideal way to manage it. And this is definitely a field where, despite all differences, the similarities and parallels among the metropolises render such an exchange of ideas absolutely worthwhile.

The transformation of our cities is a great challenge, which requires the strategic instruments that would shape not only the design, but also its implementation process. At this point, please allow me a brief introduction concerning strategic instruments. In Munich, we have a special kind of instrument to control the implementation of private projects. Mrs Chr. Thalgott, former head of the municipal planning and building control office, who was actually also invited here today, was one of the people involved in designing the above instrument and would probably be in a position to explain it more effectively and thoroughly, but given her absence I will attempt to explain its function very briefly. Transformations of urban planning on the one hand consume a lot of money, for instance for transport infrastructure, social infrastructure, schools, kindergartens, green spaces, parks. On the other hand,

1. According to the transcription of the oral statements, translated in English.

though, they also function as sources of income. As soon as the planning has been completed and the building rights have been established, the relevant properties increase in value. In an attempt to offset the expenses and charges, the model of “Socially Sustainable Land Use” was developed in Munich. It sounds rather complicated but, in fact, it is an instrument that enables a social offsetting of the various costs and charges. The main principle is the following: when a private investor aims to use and develop a piece of land, the value of said land is estimated before the development. Let’s assume we have a piece of land without especially tall buildings, used for commercial purposes. Its exact value is estimated, communicated, and contractually determined. The next step is to plan a new use, which in most cases is a more intensive use and, as a rule, a use that significantly adds to the property’s value. And this difference between the initial value and the accumulated value is used to defray costs that emerge as a result of the transformation and normally remain with the public sector. Said costs include transport and social infrastructure as well as the sponsored housing schemes. The distinctive feature of this instrument is that it has not been developed specifically for particular measures. On the contrary, it is an instrument that can be used for every project in the entire city. This instrument has been in use for about twenty years, and at the beginning investors were not exactly thrilled about it, as it had made their profits decrease. In the course of time, though, it has actually become a very reliable legal instrument that ensures investors a particular certainty in their calculations. In this sense, on the one hand it discharges the city from expenses, whereas on the other hand it has become a calculable variable for investors. But that is enough of an introduction to this legal instrument.

As to the projects you have presented to us, it is clear that you are concerned about the quality of urban planning not only at the level of metropolitan regions but also at the level of more detailed aspects. I believe that this effort is worth it for a number of various reasons: the residents of the area gain benefits, the local economy is boosted, the land use can be more eco-friendly oriented, for example in order to tackle climate change. It is a worthy effort not least because it bestows Athens an appealing image bound to increase its tourist inflow. In this respect, I am really thrilled about your considerations and I am looking forward to a further intensive exchange of ideas.

Prof. Dr. Dirk Schubert

HafenCity University Hamburg

I can only contribute to the conversation from the viewpoint of the work and research done within the university, not from the viewpoint of applied urban planning. In the brief time we had this morning, I realised that in Athens, a very intense decentralisation has taken place, possibly initiated by the suburbanisation of the population, which was later on followed by the suburbanisation of economic entities. The real question here is whether and to what extent this decentralisation had actually been planned; for example, whether the fact that several ministries are relocated to the outskirts should be attributed to planning considerations. This is also the case overseas, in the USA, where the problems of the inner-city model are far more severe than what we have witnessed this morning in Athens, and have led to efforts to revitalise the centres. There is a lot to learn and many ways to profit from the ideas that have been developed in the USA, and you have actually presented a few quite detailed suggestions on how such projects should be carried out, which entities they should involve, and what the corresponding measures that should be taken into consideration are. The matter of coordination and competencies is undoubtedly a pivotal one. Of course, planners always hope to identify an implementation strategy that is at the same time feasible and relatively uncomplicated. We just spoke about the problem of a “jurisdiction jungle”, so I am somehow sceptical about it. In this case, it has to be considered how the participation of various entities can be optimally organised and how all crucial stakeholders can be attracted and involved in such a reutilisation and gentrification of the inner city.

For example, an interesting instrument in Germany, and particularly in Hamburg – I hope I am not jumping ahead of Mr Walter – is that of the BIDs. Also this term derives from Northern America, where this instrument has been developed, and it stands for “Business Improvement Districts”. It is based on the idea that proprietors of stores and other businesses team up and bring forth mostly privately organised initiatives, based on a deficit analysis, which practically traces gaps or needs and suggests projects that could be undertaken to meet them. Whenever the relevant owners, residents, neighbours etc., are brought together, the result has been in large part very successful. Therefore, this is an instrument you could resort to here, in Athens. Of course, there are other incentives that are worth examining, a possibility which you have already mentioned.

Given the magnitude of the project in question (Rethink Athens), i.e. more than 50 ha, 3 km long etc., as well as the rather unstable economic and political situation in Greece at the moment, I wonder whether it would be wiser to implement this project in gradual stages. That is, whether it is possible to commence the works for the revitalisation of the centre right away and take small prompt steps, without losing

sight of the big picture, the mid-term or long-term perspective. This is a question of the right instruments, a subject that could be further discussed today and tomorrow. It is a question that can't be easily dealt with by someone from a different city and a different university, and, consequently, it is quite difficult to formulate best practices in our case. To be able to develop an accurate and precise concept, you need to be very well acquainted with the locations. Consequently, in order to make useful suggestions we need more information.

Andreas Trisko

Dipl.-Ing. Architect & Regional Planner, Head of the Department MA 18, City of Vienna

I must say, I am overwhelmed. We are invited as city planners to Athens, the exact same place where the modern city, the Polis, emerged. And we have approximately four hours to analyse this highly complicated task, which Athens deals with. I will try to single out a couple of things I heard, and perhaps express a few parallelisms that occurred to me. Please forgive me if I get a little philosophical now, my education is humanitarian, I have studied ancient Greek, and I sometimes tend to philosophise. In my hotel room, there is a small travel guide for Athens. On the first page there is a quote by Heraclitus: “the only thing that is constant is change”. And our cities are living history, our cities change, we should not neglect that. Change needs time, and our cities have better times and worse times. At this point, cities in Europe and all over the world experience again better times. And this is related to the quality of life that a city can offer. Modern people enjoy living in the city. Here, in the city, in the “Οίκος” (Oikos), we can provide joint services. We can provide care, communication, trade. And, as Mayor Kaminis already said, we can provide “opportunities”. I am overwhelmed by the abundance of problems, for example by the 1,800 abandoned buildings, which someone could call a problem. But at the same time those buildings are 1,800 opportunities to make something new of them.

So let's take a look at what you have. All problems aside, you have something that other more prosperous cities do not: you are aware of your problems, exactly because your problems are so evident and pressing, and you should count that on the plus side. You have in unison a clear vision of how urgent these problems are, and this is the first step towards solving them. Man's purpose on Earth, let alone our purpose as planners, is to find solutions, and that is what we have always done. The situation back then did not necessarily resemble our current situation, but one thing remains the same: the fact that we have always managed to work things out, and that is what makes me so optimistic. I am not speaking only about your project, which I incidentally find very promising; my first impression was that it is definitely headed in the right direction since its main purpose is to improve the quality of life. Ambassador Schoof referred to the Athens Charter, which at that time was a very reasonable plan, that, however, led to a number of problems in the relevant cities, which we are currently trying to face. This should not be exclusively attributed to the industrialisation but also to the fact that in the 1930s a completely new means of transport made its appearance, the automobile, which influenced our mobility behaviour to such an extent that it totally dominated the way cities look and function. The “exodus” from the city centre of Athens is unthinkable without cars and streets; still, this could be entirely different if we had a predominantly public based mobility behaviour. But even this fact is just in the course of things, also this field is changing, mutations and novelties are apparent here too.

In Vienna, we find ourselves in a quite different phase than in Athens. We have recently developed a new urban plan, we are experiencing a time of great prosperity, and once again we have people moving from the surroundings back to the city centre. This was all very different fifteen years ago. Especially in the 1980s, the city centre of Vienna thinned out significantly. We had the exact same issues that you are facing now. Our city centre, of course, is not identical to the Athenian. We do not have an Acropolis to offer, but we do have roman archaeological excavations. I am sure there are some connoisseurs of Vienna among us. Still, we did face the same problems and we enforced concrete measures to get the residential population back in the city. And this could be also this project's contribution: to create green spaces, to reduce noise levels, and, in accord with what Prof. Tournikiotis said, to "favour people instead of cars".

On the same topic, there are many similarities between cities that faced similar problems and enforced measures that totally transformed the overall picture. One such example is New York, which has implemented various policies on traffic decongestion and public spaces. What has been achieved, for example in the Times Square, seemed unthinkable in the past. It is important to study the places where changes have been made as well as the effects these changes had. Other examples are the Spanish cities of Barcelona and Bilbao, where measures were also taken in regard to public spaces. Barcelona began the transformation of public spaces in the 1990s and is now one of the top tourist destinations in Europe. It has become a city with an incredibly high quality of life, a city where people enjoy living in, and a city where also the centre is a nice place to live in. Here, you have every potential to do the same. Lyon, which implemented a similar policy for public spaces, is yet another example of this. London is another city where ambitious initiatives have been implemented, and the same applies to Vienna. We could perhaps elaborate on that in the upcoming sessions.

I would like to conclude with the thought that you have indeed numerous problems, which can at the same time be seen as opportunities. And in order to seize such opportunities, you have to try to understand city development as a process. Try to keep open as many options as possible and at the same time set specific goals according to what you really want to achieve. You wish to create a city worth living in, and "Rethink Athens" is a fine initiative in this direction. You have to remain flexible and adapt to the existing conditions. Only you know which way is the best one. But you have to not be restricted in your thinking, and the only thing you are going to need is to inspire the right people. This should not be a real problem, as you have without a doubt something truly inspiring in your hands. You just need to raise the necessary fascination to materialise it. A crucial factor is communicating your project in a way that it is understandable.

I wish you good luck and I look forward to participating again during the remaining course of the workshop. I sincerely consider it a great honour to be here and

be part of such an effort. And I would also like to add that, as regards the Athens Charter, you Greeks have yet another privilege: in your tradition lies a city model, developed in ancient times, 2,500 years ago, by Hippodamus of Miletus, which was in fact exported and adopted by the Greek colonies. Everything that characterises a city is already present in this model. A centre that people have a reason to go to, even if the reason for going there has changed over the centuries. Back then, it was the Agora with its temples. It does not have to be a similar reason today and it does not have to be a shopping centre either. But it has to be something that gives people a reason to go there. A city should be designed in a comprehensible way, just as the ancient model, which had a very simple structure, allowing everyone to get familiar with it and move easily within the city. You are more than able to accomplish all of that here as well, and I am really excited about the rest of the workshop.

Prof. Dipl.-Ing. Jörn Walter

Chief Urban Planner, Free and Hanseatic City of Hamburg

As I have visited Athens solely as a tourist during the past 25 years, and in intervals of 10 years, the number of empty buildings has shocked me. It is not that surprising that you are dealing with traffic problems, as well as other problems of this or that nature, this is the case in most cities. Really striking, though, and, in my comprehension, a grave deficit is the sheer number of abandoned buildings. We have been informed that 1,800 buildings are empty. When it comes to a city like Athens, that, as Mr Trisko just mentioned, is one of the most famous cities in the whole world, there is no reason for real concern that things will not improve at some time. Nevertheless, it is still important to know what you want to achieve.

And at this point I would like to make a brief remark on what has been discussed over the past few hours. In the past, it has always been undoubtedly successful, not only in Athens, not only in Northern Europe but in America as well, to address the question of public spaces. This has always been a pivotal strategic element, when cities, either in the inner city or in the surroundings, underwent serious crises. The topic of high streets, which has concerned London and many other cities over the past 20 years, is also a key issue. In this sense, the project that was presented to us today is also an important, vital approach. To mobilise the money needed for such large-scale projects is a totally different question, to obtain approval for substantial sums that have already been gathered, a further one. We will perhaps have the chance to elaborate on the matter tomorrow. For the time being, I can't possibly evaluate the situation sufficiently enough to make any suggestion. What I found very interesting in the last speeches is that, next to public interventions, attention was also paid to a few other aspects. For example, the question of whether the centre of Athens should actually remain a commercial area or should transform into a residential one. And given that we have 1,800 empty buildings, the above question indicates how crucial a decision in this field is for the following years, which is not always the case with cities.

And, in this context, there is also one more question, which, according to my experience, also plays a role in public communication: what kind of quality of life do we want to offer or should we offer, if we want people to actually live in such central areas? Because, besides the traffic problem, Athens also faces a problem related to the number of tourists. Living in a neighbourhood with so many tourists and facilities made for them is simply a massive problem. It is surely fascinating to come up with a new way of balancing this perplexing situation, and I for one would like to encourage you, along with the question of public space, not to lose sight of the aspect of land uses. And, by all means, try not to lose sight of some small initiatives that also deserve some attention, for example the initiative for the preservation of

spice markets, which I thought was one of the most beautiful things we encountered in our walkabout this morning. Today, we have seen a small project that is also associated with the question: what kind of flair, what kind of character, what kind of enterprises, even small ones, do I actually want to have in my city? And as we all know, certain typologies, to which the ones mentioned a moment ago definitely belong, are not necessarily the ones that survive in such financially tough, let alone financially successful, times, in such central areas. So when this flair is wanted, then the reasonable question that arises is how it can be protected. But that is enough of an introductory comment. Hopefully, we will be able to expand on that tomorrow; it was fascinating for me too, a bit distressing as well, but in any case not bare of hope for the future.

1.7. First concluding remarks

Konstantinos Serraios

Associate Professor, NTUA

Out of this first session, I can point out some substantial, in my opinion, issues, which emerge as “key words” from the views and reflections expressed so far.

As the “Athens Charter” has been repeatedly mentioned, I think that a first important issue is “networking”, which means the creation and formation of various kinds of “networks” within the cities. Because, if the first Athens Charter of 1933 referred to the need for zoning, the more recent “Athens Charters” (Lisbon 2003, Barcelona 2013) consider networking a key concept of their vision for the 21st century. By the concept of networking we mean not only technical and transport networks but also other ones, partly immaterial but, nevertheless, just as important for the urban space, such as social, environmental, and operational networks, among others. Especially for the latter, urban land uses such as housing, retail, and public administration are of particular importance, as they form essential nodes/poles in urban networks.

Why is it that the centre of Athens is deprived? Maybe the problem is not clearly pointed out yet: that a big part of the public administration has moved from the heart of the city towards areas surrounding the centre. And, of course, the fact that the present event is hosted in two characteristic public buildings in the core of the city, the Town Hall of Athens and the NTUA Deanery, both situated in districts that face severe problems of urban deprivation, could be also seen as a symbolic action, attempting to pinpoint exactly the need to preserve and reinvigorate vital functions and social networks in the city.

In this framework we shouldn't omit mentioning that the Municipality of Athens keeps its main seat in the historic Town Hall, in a district suffering maybe the heaviest repercussions of urban deprivation, partly as a result of the current economic crisis. Also the School of Architecture of the NTUA insists on staying in the centre of Athens, not only because this facilitates better education of its students, who will be required to deal with the problems of dense city centres, but also because it contributes to the invigoration of the city centre itself.

A second, equally significant issue, mentioned by both the representatives of the competent bodies and the foreign guest scientists, is public space. Apart from being a “key word” in the present debate, public space may also constitute the “key” for a successful management of the urban space more in general.

Throughout the last 5 years, the word “regulation”, instead of “planning”, has prevailed in the urban planning affairs and in the relevant public discourse in the country. Many things have been regulated, but what has been of great gravity is above all the regularisation of illegal buildings and of virtually all sorts of urban planning violations. This is a very significant development, not only because it already has and will have, in the long-run, extremely serious effects on the urban and the peri-urban environment but also because this regularisation of illegal buildings for payment has yielded very important revenues for the State, revenues which were injected in a Fund created basically for this purpose under the name “Green Fund”.

The framework of the legal, moral, environmental, and urban “legitimation” of this public revenues as well as the objectives of its management for the benefit of the public interest were based on the concept of “environmental balance”.

The basic idea of this concept is that the State carries out a formerly unacceptable regularisation/legalisation of illegal constructions, on one hand, but on the other the economic resources that ensue will be invested in counterbalancing urban and environmental actions to compensate for the damage inflicted due to urban planning violations. What is interesting here is that the basic means for achieving this counterbalance is, by law, the provision of open green spaces, which has been a long-standing top priority for planning policies in a densely built-up Athens.

Emphasis was given to expropriations for the creation of public spaces in Athens and other densely built-up cities in Greece unfortunately only during the first two years of the operation of the “Green Fund”. Instead of being slowed down during the following years, this should have continued more intensively, in order for a considerable expansion of the urban public spaces network to be achieved.

The issue of the public space and its management is therefore a key question for Athens. This has at least two aspects. The first one regards the expansion of the existing stock of public spaces, as Athens is a city that disposes very few open spaces in comparison with its built-up area as well as with the number of people living and working there. The second aspect concerns a successful reactivation of the already available public space, which is a point of particular significance for the city, where the current scientific debate about the redevelopment of the historic centre of the city is largely focused anyway.

A third and last issue emerging from what is already stated so far regards the concept of space “management”. From my point of view, this is not mainly a matter of good physical planning but rather a matter of managing conflicts and conflicting interests that appear and exist in the urban space. Because, as it is well known, there can't be any unprompted consensus and/or agreement among the various

actors and stakeholders about the utilisation of space, but, on the contrary, there are at best contradictory positions, if not relentless conflicts.

Thus, the question of space management is, in essence, a question of managing and balancing such contradictions. The more successful this balancing is, the more successful any urban or spatial intervention will be.

Concluding this session, therefore, I would point out, as a stimulus for the discussion to come in the following sessions, these three key concepts, which I consider having a particular weight regarding Athens and the metropolitan interventions respectively: urban “networking”, provision and reactivation of “public spaces”, and successful “management” of contradictions in space claiming.

2.

Metropolitan development - the central European experience

2.1. Strategies for the urban development of Hamburg

Jörn Walter

Prof. Dipl.-Ing. Chief Urban Planner, Free & Hanseatic City of Hamburg

HAMBURG – FACTS AND FIGURES

Hamburg is the second largest city in Germany behind Berlin. It is, at the same time, one of the 16 states of the Federal Republic of Germany. The city has 1.8 million inhabitants and a workforce of some 1.05 million. The total area of Hamburg covers 755 km², 75 km² (10%) of which is port area.

The first settlements date back to the 7th century. The Hammaburg castle was built in the early 9th century. In 1321 Hamburg becomes member of the Hanseatic League, in 1815 member of the German Federation as a “Freie und Hansestadt” (Free and Hanseatic City). In 1888 Hamburg joins the customs authority of the German Reich and the Free Port Zone, with its famed “Speicherstadt” installed.

CHALLENGES FOR THE FUTURE OF CITIES

Climate change and the ecological crisis, migration and the internationalisation of urban society, the growth of cities and social integration, globalisation of the economy, and the leap into the information age represent currently the most important challenges for the cities. They can't be tackled with strategies of conversation and compensation; they require new ways of thinking and images concerning the role and the function of the city in a knowledge-based and sustainable service society.

Concepts of urban development are closely tied in with the objectives they seek to fulfil. The structure and appearance of a city can embody purely functional and economic values, but also social, ecological, and aesthetic principles, and their multidimensional combination. Indeed, this multidimensional combination of the most significant influencing factors is the crux of the issue, if the aim is to create a “city of tomorrow”, geared at sustainability, social stability, economic vitality, spatial concentration, and powerful communication structures.

However, according to the given spatial structure and the historic and political environment, the character and dimensions of the ecological, social, and economic challenges are different from country to country, from city to city. This is why there is not one single answer or solution to the questions that the cities are confronted with. But from a general viewpoint, there are a lot of similarities, which make the exchange of different experiences, the understanding of different strategies, and the knowledge about different fields of activity fruitful – as the conference will hopefully show.

My conclusion is one from an urban planning viewpoint, and it reflects my experiences with several development projects in Hamburg during the last decade, in particular the cases of HafenCity and Hamburg downtown. I want to point out the issues of mixed use strategies and public spaces as driving forces for a new urbanity in the city, and I will concentrate more on the implementation process than on the content.

HAFENCITY

The aim with HafenCity is to raise the value and attraction of the city centre by providing another 6,000 dwellings and to generate a new service centre hub that will create some 45,000 jobs. Covering 155 ha, HafenCity will extend the inner city area by some 40% and will need a 25-year period to be realised.

Great urban development projects of this size call for strong interaction between conception and realisation. In particular, the considerable difficulty involved in securing public investments and closely coordinating them with private investments results in very complex responsibilities and demands strong management. Usually, urban development is the business of public authorities in Germany. Purely private management is common just for small scale developments.

But in the case of HafenCity neither a purely public nor a purely private management seems to be a successful model. So, HafenCity Hamburg Development Company (GmbH) was set up as a 100% subsidiary of the Free and Hanseatic City of Hamburg. It is responsible for the administration of the “special city and port fund”, which was installed by a special public law to finance the HafenCity development: sales of land and areas in HafenCity – almost completely owned by the City of Hamburg – have to finance the lion’s share of the public investment, notably

roads, bridges, squares, parks, and quays. In addition to this finance responsibility, HafenCity Hamburg also prepares sites, plans and builds infrastructure, acquires and contracts real estate developers and larger users, and is responsible for public relations and communication.

Nevertheless, public supervision, cooperation, and the division of responsibilities are demanding: the supervisory board of HafenCity Hamburg GmbH consist, of members of the city senate. Sales and options on land purchases have to be approved by the land commission. The Master Plan and zoning plans are processed by the Ministry of Urban Development and Housing, and building permits are issued by it.

Through this intensive division of labour and control between the HafenCity Hamburg Company, the administrative and the political level, the project retains a high degree of public accountability. And the “special city and port fund” makes long-term development independent from yearly (political) budget discussions, but needs responsible administration, which was found in HafenCity Hamburg GmbH.

Organisational structures cannot be seen without the aims that have to be reached by the development project. The focus with HafenCity is the creation of an urban fabric with the functions of a city centre. Therefore, Hamburg has chosen the Master Plan as a flexible instrument between short-term, ever changing demands on the one hand and long-term development goals on the other. This is to be understood in the sense of an established corridor of the planned urban development and to be read as a graduated, process-orientated set of rules.

In terms of management, this needs a flexible but strong leadership. In terms of content, the Master Plan is concentrated on overriding guidelines such as:

- The universal principle of mixed use.
- A basic building height, derived from the adjacent warehouse monument.
- The creation of urban highlights, with particular functions as significant entry points and destinations, to enliven the entire area.
- A focus on the attractive design of harbour basins as central public spaces.
- Efficient sustainable development.

To achieve broad diversity of ownership structures and the early involvement of the greatest possible number of actors, comprehensive participation procedures were implemented, and an attempt was made to closely integrate planning stages into the procedure for the awarding of property. Therefore, the quality of the usage concept, and not primarily the price that investors were ready to pay, was the deciding factor when it came to selling the plots (mid-price homes, luxury apartments, lower-cost rental apartments by cooperative building associations, joint building ventures).

After the bidding phase, we don't sell right away but institute an option period, during which companies must prepare exclusive blueprints for the lot they are interested in. In other words, they need to participate in an architectural competition

and, after consulting with the city, conduct a site exploration, determine incremental costs based on the lot type, apply for a building permit etc.

This constitutes a qualitative assurance process for Hamburg and HafenCity, as certain standards have been met in terms of architecture, intended uses, and time. Also, this process will provide various advantages for the investors: no interest will be charged to them during the planning phase, and, more importantly, their investment risk will be significantly reduced, as they know how their product will look like in the moment of the purchase.

The wide dispersion of ownership you can get by this tender process is a key for diversity and sustainability of the urban fabric. The degree of diversification has to be defined according to each desired use in the course of the planning process and to the development demand. With respect to this and to the strong urban planning structure, one needs a corresponding architectural concept in order to avoid the typical monotone character that large developments like HafenCity often have. We look for a controlled diversity of architecture and require that developers team-up with architects to enter competitions. Till now we have done 10 competitions with some 900 participants, and it helps much to ensure quality for the architectural development of the new city.

On a more general level, it is on the one hand about urban context and normality in the city, and on the other about building identity with architectural highlights and publicly accessible uses.

HAMBURG DOWNTOWN

Closely related to the HafenCity development is the future of Hamburg downtown. After World War II, the main aim was to develop the inner city as a central business district, mainly with office space and retail. This is the image of the city today but can't be a future orientated perspective. The city needs a turnaround to a more liveable and attractive place to be at, with more strolling and recreation facilities than today.

If you look at the inner city as a housing location, you see that we have just some 8,000 dwellings with some 14,000 inhabitants. Therefore, it is a must to reintegrate more housing to downtown. Since the city is a built-up structure, it is a step by step process to replace office space by new residential space. We force private investors to do so by permitting higher densities when they realise 30% housing.

The second main issue about inner city development is to improve the situation for retail, entertainment, and restaurants, which face pressure by high rents and the upcoming internet shopping. One strategy to help them is to improve the quality, accessibility, and attractiveness of public spaces. In our new urban projects, like HafenCity, we do it by public money with great success, but in the existing inner

city possibilities are limited by the public budget. This is why we imported the instrument of Business Improvement Districts from Canada and Northern America.

BIDs are defined districts, initiated by affected property owners and retailers and financed by a private levy, which all property owners in the area have to pay. The necessary BID law for that was approved by the parliament of Hamburg in 2005. The BID process has 4 stages: preparation stage, development stage with public discussion, decision stage with a ballot (less than one third of NO votes required), and then implementation stage with an executive board, a task manager, and a controller (the Chamber of Commerce). Till now we have all over Hamburg 26 established BIDs or BIDs in preparation, with a total budget of some 55 million €, and of some 40 million € in downtown alone.

BID measures include: pavement, furniture, illumination of public space; neighbourhood management; services, like cleaning, parking control, planting maintenance; location marketing, like advertisement and events.

GROWTH AND HOUSING

Since the last decade, we face a continuously population growth in the big cities of Germany. The increasing housing demand raises rents and land prices and has to be answered by higher construction rates to extend the housing stock. Aim of Hamburg, with a housing stock of some 910,000 units, is to build another 6,000 dwellings a year. One third of them should be affordable housing, one third rental housing, and one third owner occupied housing.

For this to take place, Hamburg established an “alliance for housing”, with private developers, cooperatives, and the local housing company, 100% owned by the city. This alliance has worked very well throughout the last 4 years and reached the ambitious aims, with some 22,000 finished units and 35,000 approved units in that period. With respect to the necessary implementation gap, it is a quite great success.

Not a new topic, but again very important, is to oblige investors to build one third affordable housing with limited rents. The new challenge is to overlap social with intercultural and ecological issues. Integration of people with different incomes, developing a wide range of ownership, upgrading without displacing, and restoring, a high ecological level by keeping reasonable rents are the core tasks. In all our housing projects we see that a close mixture of lower-cost rental apartments by cooperatives, the local housing company, and joint building ventures with mid-price homes and luxury condominiums by private developers are a key for diversity and sustainability of the urban fabric. In developing build-up areas, “living means staying” is the guiding principle in Hamburg and in particular in the lowest income areas of the city. The so-called “global neighbourhood” in Wilhelmsburg was a typical hard challenge to meet the passive house standard by keeping rents on a very low level.

In terms of spatial dispersion, the ambitious target was not to build housing up in new settlements at the urban fringe but in a lot of smaller scale projects, by intensifying the use of the built-up area, and on brown field developments. The guiding principle in Hamburg is “more city within the city”, a fundamental change in our urban development from a “focus on the margins” to a “focus on the centre”, as I mentioned before.

CITY AND CLIMATE CHANGE

The global effect of cities on climate change processes and the associated environmental consequences for millions of people are significant. The reduction in greenhouse gases must be effected primarily in the cities, as 50% of the 6 billion people on the planet are already living in cities today, and a rise to at least 60% is expected by the year 2030. So, in order to switch to a regenerative urban development, efforts must be concentrated in the cities.

In my opinion, the following fields of action are of special importance to meet the targets:

- Cities need long-term future concepts for the transformation to a renewable energy supply. Therefore, the Hamburg senate approved its first climate protection concept in 2007 for the years up to 2012; this includes a reduction of 2 million tons in CO₂ emissions, a 10% cut in relation to 2007. To reach the aims, Hamburg spent roughly 20 million extra monies a year. We met them, and this success motivates us so as the programme to be prolonged to achieve a reduction of 40% by 2020.

The International Building Exhibition worked out a type of “road map” for a “climate protection concept renewable Wilhelmsburg”. It is a long-term strategic approach to convert the Elbe Islands to carbon neutrality, as the first district in Hamburg. This framework was very helpful to identify successful projects to meet the targets, and so I just can recommend such strategic concepts.

- Cities need smaller scale energy systems. If we look to the example of HafenCity, where the Master Plan dates back to the year 2000, we see that respect to resource saving energy supplies from the beginning, and not simply connecting it with the established structures, was a successful strategy. Special contracts with suppliers for western and eastern HafenCity were made, following a Europe-wide tender process in 2002 and 2008. By this, it was possible to create a mix of district heating and decentralised heat generation plants, using fuel cell, solar energy, and biomass. In comparison with both, the given heating network and individual heating systems reduce CO₂ emissions by some 30% each time.

In the case of IBA-Wilhelmsburg, the development of CO₂ efficient local regenerating heating networks by the “Energy Bunker”, the “Energy Network Central

Wilhelmsburg”, “Small Scale Heating Network Neue Hamburger Terrassen”, and others is as well essential to achieve the CO₂ targets within the necessary time period.

- We need climate protection excellence for buildings. The success of a comprehensive urban climate change strategy is largely determined by the condition of the existing building stock. However, this does not reduce the importance of excellence in the energy performance of new builds.

To encourage private investors to embrace a responsible environmental attitude in HafenCity, we award an approval for special and extraordinary sustainable projects. They look not only for a reduction in primary energy consumption and for environmentally friendly construction materials, but also for life cycle and optimal operation, public facilities, water use, and well-being.

In Wilhelmsburg, all IBA projects must meet the passive house standard, and their CO₂ balance should not add to the emissions of greenhouse gases. Excellent restoration concepts are being realised on the building level in particular. Among other things, financial support and campaigns like “Prima-Klima” help advance development towards this target.

With the Smart Material Houses, IBA presents new and intelligent building materials of the future, which are not static but react dynamically to change – such as the moveable textile facade of the Soft House, following the sunlight during the course of the day. Or the Smart Is Green House, which generates and stores energy by photovoltaic cells, solar thermal energy, and phase change material, or the BIQ House, with a bioreactor facade, where algae used as biomass for generating energy grow on the facade of a residential building.

2.2. Urban development in Munich

Michael Bacherl

Architect, City of Munich, Department of Urban Planning

1. MUNICH'S SITUATION IN AN INTERNATIONAL CONTEXT

For the first time in history, more than half of the global population is living in cities. Urbanisation has very different characteristics on a global scale, depending on the economic conditions of the respective countries and their demographic trends. But it is becoming evident that city as a model is experiencing a renaissance, as a form of life and culture, in different parts of the world. At the same time, the demands placed on cities are changing: in the future, they will be more diverse, more networked, faster, greener, and more liveable than up to now.

The development of cities in Germany is influenced by both basic global conditions and distinctive local features. Economic and demographic trends are reflected in the cities in terms of space. In Germany, we can detect both growth and shrinkage taking place at the same time. It is especially the metropolitan regions of Hamburg, Frankfurt-Rhein-Neckar, and Munich that are forecast to have major opportunities in the future (cf. Prognos AG (2010), Zukunftsatlas).

The high quality of life, the proximity to the Alps, the large availability of jobs and apprenticeship positions, the low crime rate, the cultural and gastronomic diversity – there are many reasons for people to move to Munich. At present, roughly 1.5 million people live on an area of 310 km² in Munich. This amounts to approximately 4,800 inhabitants per km², which makes Munich the most densely populated city in Germany by far. 39 % of the population have foreign roots, and the number of people very advanced in years is increasing. There is no end in sight for the influx into the city: by 2030, the population is expected to increase to 1.65 million inhabitants. It will be one of the biggest challenges for the future to provide affordable living space for all and to guarantee social balance.

2. INSTRUMENTS OF URBAN PLANNING

2.1 Planning background (from: Albers G., Reiß-Schmidt S., Vancutsem D. (2002), Making Special Events Promote Urban Development). Munich has a remarkable tradition of what is now called «strategic thinking» in planning. In 1893, the city decided to base its plans for future development on the results of a competition - the first in Germany to deal not only with extension areas for new buildings but also with the consequences of such extensions for the built-up area. The innovative element in this approach is reflected by the fact that only eleven entries were received; the jury could not agree on a first prize but selected a group of four, without further ranking, and the city employed a young architect to derive from them the definitive concept. His name was Theodor Fischer, and he soon became one of the leading authorities in German town planning. His work was a land-use plan determining both types and intensity of use - one of the first of this comprehensive scope in Germany. Approved in 1902, it guided Munich's development well into the inter-war years and in some aspects even beyond; the megalomaniac plans of the National Socialist era remained mainly on paper.

War destructions facilitated a new concept for traffic improvement, but generally Munich was known in the immediate post-war time for an approach to reconstruction that seemed rather conservative - much criticised at its time but later valued for the retention of historic characteristics. In 1946, a first memorandum on reconstruction already took some strategic aspects into consideration - not only for the city but for the entire agglomeration. Nevertheless, times seemed too uncertain to establish a general development concept. This had to wait until 1963, a few years after planning had received a new legal base through federal legislation.

This plan, with an implementation horizon of 30 years, also looked beyond the very tight city boundaries and made proposals for new towns, road and rail infrastructure etc. to accommodate continued growth of population, employment, and traffic in the city region. It provided the framework for the preparations to host the Olympic Games in 1972, which accelerated especially the envisaged improvements of the transport system.

In 1975, a new general plan was enacted, which not only dealt with the new requirements and trends developed within the preceding decade and with the after-effects of the Olympic boom; its catchword «City in Balance» reflected the need for gaining social stability in urban development. Quality of life rather than quantitative growth, decentralisation and polycentric structure rather than centralisation were the conceptual guidelines. At the same time, the plan was marked by a new understanding of planning, which was no longer content with «seeking to proffer a guiding hand to the trend of natural evolution» (Abercrombie (1933), Town and Country Planning) but was to represent the spatial aspect of an integrated development concept - economic, ecological, social, spatial - toward a consistent goal sys-

tem based on a great amount of local research. Soon, however, these expectations proved overambitious - also in view of an economic recession that severely limited the city's range of action.

The 1983 plan took account of this situation - and of the fact that the city seemed to have reached the physical limits of its growth, with only a few areas remaining for new development. Due to the decrease of the average household size and the increase in average floor space per capita, it was necessary to stimulate residential building by a programme for mobilisation of the seemingly last available land. But very soon conditions changed again: an economic upswing beginning in 1985, the new impulses caused by German unification and by globalisation, and the unexpected availability of «brownfields» - such as redundant railroad territory, the former airport, and vacated military facilities - created a new situation.

2.2 Perspektive München. Beginning in the early 1990s, a new approach to strategic planning was under discussion, which found its expression in the 1998 concept «Perspective Munich» - no longer a classical comprehensive plan but a flexible, integrated set of guidelines, guideline-projects, and priorities for urban development, with a special emphasis on «interior development» - changes in the city's built-up area taking advantage of newly disposable sites. The approval of this «perspective plan» by the City Council in 1998 included the demand to report every second year on actual development with the aim of evaluating the implementation and updating the perspective view toward the future.

There are a number of conceptual and strategic action programmes within the framework of Perspektive München that further substantiate its content.

2.3 Centres concept. It is the objective of the “Centres Concept” to control retail locations – despite the current structural changes – in a way that the operativeness and attractiveness of centres in the city as well as their socio-cultural meaning are maintained, and the development of future centres is secured. The strengthening, safeguarding, and development of an integrated centres structure on all hierarchy levels is also an objective. The attracting of retailers, social and cultural institutions, as well as private service providers in the centres serves to continue to guarantee conditions for a “city of short distances”, as defined by sustainable urban development. Neighbourhood and district centres form the backbone of a polycentric settlement structure. Their attractiveness lies in diverse mixtures of retail trade uses, complemented by public and private service providers. What is also crucial is the close physical proximity to the local public living in the area. Surrounding their integrated location, it is on principle possible to attract all types of industries and business. They also play an important role as local amenities. The attraction and expansion of local businesses as magnets for the centres is supported.

2.4 Inner-city concept. Munich's inner-city concept defines guidelines and measures for the city centre. It illustrates the relevant subjects, work and services, living, free time, culture and tourism, retail, urban character, traffic, green and open

spaces, public space, and analyses them. The most important objectives of the Munich inner city concept are the following: promote living, promote environment friendly means of traffic (local public transport, pedestrian and bicycle traffic), preserve a mix of retail trade industries, preserve the scale and character of individual neighbourhoods in new building projects and in restructuring projects, and cooperate with retail representatives. The redesigned “Hofstatt”, a group of buildings in the historic centre, which is partly landmarked and used to accommodate the editorial office of the *Süddeutsche Zeitung* daily newspaper is a successful example of a project of the inner city concept. A shopping mall system, with shops, coffee shops and restaurants, offices and apartments, has been created in the building complex. The public mall forms a connecting element between the 18,000 m² of offices and the 69 apartments. The Hofstatt was awarded the City Building Award (Staedtebaupreis) in 2014.

2.5 Long-term open space planning. Given the forecasts for population development and the rising demand for living space, the demographic and social changes and the adaptations required in the face of climate change, a long-term, balanced development of open spaces is important. To achieve this, authorities have to examine which open space structures and qualities will be necessary in the future, and which strategies and concepts in open space development can be sustainably secured within the city. At the heart of the issue is the question of which uses and provisions of open space will be needed by the city society of tomorrow, and how this can be made possible in a context of increasing competition for space and changing environmental influences. With regard to the considerations for long-term settlement development, high quality open space development should be achieved with appropriate provision of open spaces for residents. An overall concept will, therefore, be developed for this type of “long-term open space development”.

2.6 Mobility concept. Roughly 1.5 million people live in Munich, while 360,000 commute every day from the surrounding region. They all want to be mobile and at the same time want to live here, work here, shop here, or enjoy the culture – ideally without noise and poor air quality. These different demands should all be satisfied. The major challenge is ensuring mobility for residents, commuters, and business travellers while keeping pollution and noise burdens as low as possible. In addition, public spaces should not only be made available to traffic but also appear attractive as meeting places and leisure space for people.

The traffic development plan defines efforts to strengthen short-range mobility and promote walking on foot as central strategic elements in line with the urban development concept *Perspektive München*: “compact, urban, green”. Urban development both in the centre and in the outer zones focuses on functioning centres, shorter distances, mixed uses, and a good supply of local amenities and social infrastructure. This also makes it necessary to reorganise public space in specific locations. “Reachability” on foot (as well as by bicycle or public transport) is one of

the central objectives and success criteria for the future development of the City of Munich. According to the vision of a “10-minute city”, important institutions are to be accessible in direct proximity or by public transport, to bridge larger distances in a short period of time, and in an attractive way, in accordance with the prevailing urban structure.

2.7 Long-term settlement development. Munich is a growing city and will continue to grow in the near future. This means that there is less and less space for residential buildings. While in the past 20 years there were still 650 ha of available space in the form of vacated barracks, railway property, industrial sites, and traffic areas, which could be used to plan and build residential buildings, there is only a reserve for 54,000 housing units today. However, 152,000 new apartments are needed by 2030.

With the long-term settlement development project, solutions to the predicted bottleneck in settlement areas are being sought. They focus on the question: which planning strategies can be developed to continue to make socially balanced housing policy possible on suitable land? The Department for Urban Planning has examined various strategic approaches to this and has had them examined by experts:

- The densification of existing residential areas, with the aim of improving the housing offer and increasing the quality of urban planning and open space design.
- A strategy for settlement and open space development on the urban fringes that is appropriate for both the city and the landscape.
- The restructuring of commercially dominated areas in the city, with the aim of achieving a higher proportion of residential use in mixed areas and enhancing environmental conditions and the provision of open spaces.

After the experts' opinions were presented to a wide ranging interested public audience at a “future congress” at the start of 2012 and discussed in further detailed discussions with building cooperatives and groups, developers, financiers, architects, and industry associations, as well as garden city initiatives and the “Alliance for affordable living”, the following steps will now be implemented:

- The qualified densification of residential settlements from the 1950s to the 1980s has been given a high priority in updating long-term settlement development in the coming years, due to the relatively large potential for additional living space, the available implementation tools, and the experiences gained in this field to date.
- Urban and landscape development of the urban outskirts in north-eastern Munich is another significant building block for long-term settlement development. As part of this, coordination and cooperation with the neighbouring communities are important.
- The restructuring of selected commercial areas into districts that could house

new types of homes is another promising approach. In the next few years, the City of Munich is aiming to implement concrete restructuring and densification projects. A monitoring effort is intended to accompany the ongoing processes, identify further potential, and align with the latest forecasts for population growth and housing requirements. The interim results are due to be published in a status report in 2015.

- In parallel to this, further groundwork is planned for the fields of mobility, open space planning, infrastructure, and nature conservation. In addition, the City Council is working on a space design model, for which a preliminary study is already taking place. The urban development concept *Perspektive München* is to be complemented with a spatial urban development concept. Cooperation with the regional authorities is also to be intensified.

3. URBAN DEVELOPMENT PROJECTS¹

3.1 Former barrack grounds. Until the beginning of the 1990s, Munich was one of the largest garrison cities in the Federal Republic. With the end of the Cold War and the subsequent reforms of the armed forces, numerous barracks sites were gradually abandoned. Thus, as early as 1992, the Munich City Council enacted the introduction of urban development measures and arranged for preliminary studies for the vacant and soon to be vacant barracks and military training areas. Twenty years later, not only have exemplary residential buildings and infrastructure emerged, but also many cultural, educational, and recreational projects, as well as various pilot projects and initiatives that characterise the sites as sustainable.

In the new urban quarters on the former military sites Nordhaide, Am Ackermannbogen, and Funk barracks, over 6,300 homes in about 270 ha have been created thus far, under the framework of the development measures planning law. Through the consistent application, a strategy was developed in Munich, ensuring the interests of public welfare. Planning goals were the creation and financing of as much living space as possible for a broad spectrum of the population, with the associated infrastructure, the urban redevelopment of military wastelands, and their integration into the existing urban fabric. Vibrant neighbourhoods on the Nordhaide and Am Ackermannbogen have emerged, and construction on the Funk barracks site will begin shortly.

In the next few years, the development of additional military sites – such as Luitpold, Prinz-Eugen, and the Bayern barracks – with about 80 ha for about 5,000 to 6,000 homes is pending. Hence, they form essential building blocks for future urban

1. The individual project descriptions are mainly taken from publications of the City of Munich. You can find more detailed information on the projects (in German) on www.muenchen.de/plan.

development. In addition, economic prosperity and the promotion of sports and education through the development of the former barracks areas are encouraged. Expansion possibilities are being developed in the area of the Kronprinz-Rupprecht barracks for BMW's research and innovation centre, and a secondary school serving all of Northern Munich. On the former Fürst-Wrede barracks, a building lease for FC Bayern Munich's amateur sports is being created.

In Munich, the transformation of former barracks into residential areas was implemented according to the legal instrument "Urban Development Action" (Städtebauliche Entwicklungsmaßnahme). Federal property is – at least temporarily – acquired as communal property, developed, and then sold again. That involves extensive legal, planning, administrative, but also political decisions, procedures, and instruments.

An important part of the process is the acquisition and reprivatisation of the properties. When it became known that many areas in Munich would no longer be used by the military in the future and would be thereby "released" by the federal government, the City of Munich decided very early to utilise the Urban Development Action. Important for this decision were, among others factors, the federal price reduction principles, which granted the municipalities the right of first access to the land, without directly utilising the legal instrument of the Urban Development Action. The planning and coordination phases in the context of the conversion process are extensive and accordingly time consuming. Interim uses thus present an important, if not always conflict free, instrument for the development of many of the former barracks.

In the development of the sites, the local authority practises planning authority and project development rolled into one – a rare combination. Here, the city virtually develops its own land, after the property transfer from the Federal Republic to the state capital. For the city, on their own land also means, for example, the opportunity to establish a compulsory quality assurance over private law agreements such as sales contracts. Areas should emerge that not only make the grade for high aesthetic in town planning and landscape planning, but in which functional relationships such as paths and green networks or social infrastructure are also considered adequate. Thus key data and requirements for labelling urban building and landscape planning competitions were formulated, which were decisive for the development of the former barracks. Thereby, sustainable urban building concepts could be found – as is evident in the measures already implemented in the areas of Nordhaide or Am Ackermannbogen.

The involvement of the citizenry in the planning process is an important issue for the state capital of Munich and its most important task. New participatory processes for the early involvement of citizens have been and will be tested in connection with the development of the barracks areas in Munich, as the case studies of Prinz-Eugen barracks and the Bayern barracks illustrate. The most significant finding is this: information about already finished or still to be concluded steps alone is not

enough here. Most important is the initiation of dialogue. For example, not only the results - such as the winning competition entries - should be communicated to the public and discussed, but also the decision making processes.

3.2 Messestadt Riem. With the move of the airport to the Erdinger Moos area at the beginning of the 1990s, room for a new urban district was created on the Eastern outskirts of Munich: Messestadt Riem, in which one day 18,000 people will live and 12,200 will work. Three construction phases have been completed, and the fourth is just being built. What is more, at the subway station “Messestadt Ost”, a new local centre is being created.

Living, work, and nature are closely connected: on 560 ha of space, there is not only a wide variety of housing types for different income groups but also kindergartens and schools, a shopping centre, commercial spaces, the new fairgrounds Neue Messe München, and a landscape park with a sledding hill and a lake that is linked to the residential areas by means of green corridors.

Messestadt Riem is being created as an independent city district, according to ecological principles and the guideline “compact, urban, green”. The area is divided into several areas of use, and Willy Brandt Allee is the central East-West axis. In the North lies the Neue Messe fairgrounds, the Technologiepark West, and the industrial park Gewerbegebiet Ost. In the South lie the residential areas, the Riem Park, and a promenade with infrastructure facilities. The subway (U-Bahn) from Messestadt West to the city centre takes roughly 20 minutes.

A supporting model under private law was developed to create the technical, social and cultural infrastructure, and the Maßnahmenträger München-Riem GmbH (MRG) was founded. The MRG plans and constructs infrastructure facilities like schools, kindergartens, sports facilities, the graveyard extension, the fire station, the park and ride scheme, public green spaces in the neighbourhoods and in the Riem Park, as well as traffic facilities and canals for the City of Munich. The remaining technical infrastructure like electricity, water and local heat supply, as well as the waste water and waste management, is borne by utility providers and coordinated by the MRG. The interests of the city are guaranteed by means of close consultation with the city administration and by means of an advisory council, in which City Councillors are members with voting rights.

Roughly 440 million € are earmarked for the entire project. All measures undertaken by the MRG are pre-financed by a bank group and will be cleared with the overall project at the end. During the project, the City of Munich makes financial contributions primarily from real estate sales and state subsidies. The project has a planned duration of approximately 20 years.

3.3 Paulaner site. At the end of 2011, the Paulaner brewery decided to relocate its production and logistics to the outskirts of the city, in Langwied. This makes it possible for the City of Munich to convert the area in the Au district, which is mainly of an industrial and commercial character, into new, sustainable living

quarters. 1,200 to 1,400 new apartments for roughly 3,000 people, several day-care centres for children, and a park of 16,000 square metres – this and more is planned for the premises, which are located two km away from the city centre. A new primary school will be built close to the planning area.

In order to guarantee an attractive design, the investor Bayerische Hausbau together with the City of Munich initiated an urban planning and landscaping competition. In addition to the apartments (30% are envisaged for affordable housing), community centres, underground parking, space for shops, restaurants, and services are to be developed, which have an additional benefit for the direct neighbourhood. The 16,000 km² large neighbourhood park in the Regerstrasse section is planned to offer attractive playing and leisure activities, and a network of footpaths and cycle tracks covers the entire area. At Ohlmüllerstrasse, a new central administrative building of the Paulaner brewery will be built. 250 employees will continue to work at the traditional original location in the city centre. In total, roughly 150,000 km² of floor space will be built. The planning is implemented according to the legal instrument “Socially Appropriate Land Use”.

3.4 Socially Appropriate Land Use. With the “Socially Appropriate Land Use” programme (Sozialgerechte Bodennutzung – SoBoN), the City of Munich created an instrument for co-financing urban planning projects and, as a consequence, also for relieving the city budget. Since its creation, the SoBoN has made an essential contribution to making prompt, needs-oriented, and ambitious urban planning possible.

In March 1994, the City Council of the City of Munich made its first decision to use land in Munich in a socially responsible way. This resulted from the simple understanding that, without urban planning, a sensible further development of Munich would not be possible. Only this way would it be possible to create the conditions for urgently needed apartments – also, and especially, for lower and middle-income earners – and to attract companies.

The designation of new building rights results in diverse economic and social activities that are essential for a flourishing urban community. But it was also clear: urban development costs money. When a future residential area or industrial park is to be created, the city, first of all, has to plan thoroughly and secure the technical and social infrastructure that is needed. Until 1994, the costs for planning were mainly a burden to the municipal budget. This means that they were borne primarily by taxpayers. Planning and, especially, the creation of infrastructure led to a considerable increase in the value of the respective plots of land, as could and still can be clearly seen from the real estate market in Munich. In the past, it was only the owners that benefited from these increases in land value.

It was against this background that the regulatory provisions and process principles for Socially Responsible Land Use (SoBoN) were created. They served to spread the costs and burdens of planning among the municipality on the one hand and the beneficiaries of the planning on the other hand. Planning beneficiaries can be land

owners but also future buyers, i.e. investors, real estate companies, or other private businesses. The SoBoN describes the system of rules governing the conclusion of contracts and regulation relating to urban planning, i.e. contracts and regulation accompanying planning. The SoBoN is consistently applied to all planning and thus guarantees transparency and calculability of the demanded costs, burdens and cost-relevant commitments. It guarantees equal treatment of the planning beneficiaries, who will receive an adequate part of the value increase resulting from the planning. As a rule, the beneficiaries receive at least a third of the increase in land value resulting from the planning. The increase is determined by comparing the land value before the planning (initial value) to the value after the legally binding planning (end value), both of which are determined by the municipal Assessment Agency.

The result after 20 years of Socially Appropriate Land Use is impressive: more than 130 legally binding land use plans, on a total area of more than 1,000 ha, and more than 36,500 newly built apartments, 10,000 of which are publicly subsidised, have been created with this instrument from 1994 to 2014. A special highlight is the considerable scope of cost absorption by the beneficiaries of the planning that adds up to more than 500 million €, more than 150 of which were made available for building social infrastructure facilities. It was possible to create more than 10,000 places in day-care centres, kindergartens, after-school care clubs, and primary schools.

4. GOVERNANCE / PARTICIPATION

4.1 Citizens' report Kunstareal. In determining how projects in urban planning can be implemented, the participation of the public is playing an ever increasing role. That is why a citizens' report was initiated for the further development of the Munich art district "Kunstareal". The process, which will go on for approximately one year, is a further step in Munich's strategy to better involve citizens, especially in large-scale projects, and thus enable new ideas and more acceptance.

The Kunstareal is one of the most important calling cards of the City of Munich internationally. Especially the museums and art treasures are world famous. The district is 66 ha large and is situated in the centre of the Maxvorstadt district, surrounded by popular residential neighbourhoods. The Kunstareal encompasses 16 collections, 6 universities or academies, numerous cultural institutes and libraries, as well as 40 galleries.

In order to strengthen the Kunstareal's diversity as a whole, the Free State of Bavaria and the City of Munich agreed in 2009 to promote the museum, art, and science scene together and to develop strategies for better networking and presentation. In 2012, a citizens' report was initiated for this area. 105 randomly chosen individuals from Munich and the region, in a 4-day process, came up with almost 1,500 suggestions on how the Kunstareal should one day look.

The participants were divided into four planning cells and met in rooms of the University of Television and Film, between 16 and 26 September 2013, to discuss different topics for a total of four full days each. In small groups, that were constantly changed in their line-up, strengths and weaknesses of the area were analysed and proposals by residents, the district council, the City Council, the museums, and the universities were incorporated in the deliberations.

In a walk-through, the citizens, the youngest of whom was 14 and the oldest of whom was 80 years old, got to know the area and were able to speak to representatives of the different party groups in the City Council. They were also briefed by experts, for example on the special requirements that children, young people, and people with disabilities have when visiting a museum or moving in the public sphere. All suggestions were assessed together and incorporated into general development targets (guidelines) and specific policy proposals that were drafted at the end. All in all, the citizens were at work for a total of 3,360 hours.

In February 2014, the results of the citizens' panel were handed over to the Lord Mayor and were subsequently discussed in the City Council.

4.2 Regional Development Concept Munich South-West. Not only the city is growing, but also the region around Munich is in great demand. An ever increasing number of people want to live, work, commute, and spend their free time here. To find ways to deal with the population growth in Munich's South-West, in 2012, the City of Munich started to develop a common spatial development strategy with eight municipalities in the Würmtal region.

Within the scope of the "Regional Development Concept", the subject fields traffic, living, working, and free space were analysed across municipal boundaries, and a common vision for the future was developed. The expert report illustrates how the Würmtal could develop in the future and what common objectives, scenarios, and measures will play a role in that. In addition to general guidelines for the development of the Würmtal, a number of specific measures have been identified, for example expanding the network of cycle tracks, extending S-Bahn train stations and improving the areas surrounding the train stations, model projects for urban development, a regional, multi-modal traffic model, or concepts for the development of free space.

The development concept was compiled in 2013 in several workshops, in which politicians and professionals from the participating cities and municipalities, as well as an interdisciplinary expert team, took part. In addition to the district councils of the City of Munich, the cities Germering and Starnberg and the municipalities Gauting, Gräfelfing, Krailling, Neuried, and Planegg took part.

Following these efforts, an inter-municipal regional management is to be installed, which will initiate the implementation of the proposed measures.

4.3 Perspektive München – Thinking Up Munich Together. Under the motto "Thinking Up Munich Together" (München MitDenken), the continuation of Pers-

pektive München was discussed with the public in the spring of 2012. The objective was to enter into a dialogue with the citizens and the various representatives of the community on basic targets of urban development. The cross-media dialogue took part on site and on the internet – and was awarded the Prize for Online Participation in 2013.

Citizens actively used the opportunity to participate: in the three months of the project, the internet site www.muenchen-mitdenken.de was accessed 180,000 times. In addition, different events were organised. In total, 800 suggestions and ideas for Munich's future were voiced. They have been incorporated into the continuation of Perspektive München or forwarded to the respective city departments for consideration. The 15 ideas of the online dialogue that received the best reviews were extensively discussed in the summer of 2012, together with City Architect Elisabeth Merk and representatives of the respective city departments.

From February to May 2012, citizens were able to contribute to updating Perspektive München on www.muenchen-mitdenken.de and to get information on the content and objectives of the draft. There were four phases: information on the main contents; an online poll on the targets and measures of Perspektive München; a moderated online-discussion on the ideas, comments and evaluations by citizens; documentation of the results. All ideas and comments, were evaluated in terms of their quantity and quality at the end.

5. CONCLUSION

Even if the cities participating in the Workshop “Metropolitan Interventions Athens 2021“, Hamburg, Vienna, Munich, and Athens, are very different in their individual characteristics, they have one thing in common: they have adjusted to the requirements of their citizens. These processes of adjustment require suitable strategies and instruments. The workshop “Metropolitan Interventions Athens 2021“ offers an excellent opportunity to discuss these future challenges and their solutions on an international scale and – from the perspective of the City of Munich – is a very rewarding initiative.

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2.3. The complexity of metropolitan development: new approaches and methodological tools

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In the context of the first session “Metropolitan development – examples in central Europe”¹, two comprehensive presentations have been made, by Jörn Walter and Michael Bacherl, regarding the contemporary methodological tools for managing and financing metropolitan development projects, as well as corresponding implementation examples from the cities of Hamburg and Munich. The opportunity to circulate and evaluate ideas and methods and to reflect on their implementation in accordance with the specific features and needs of each city, as well as the importance of exchanging views regarding the strategies of development that each city follows, constitute the ultimate aim of workshops and meetings like the present one.

In an attempt to correlate German cities with Athens, both speakers have pinpointed the different features and conditions that prevail in these European cities as well as the fact that, within the framework of the global developments, different spatial conditions demand equally differentiated solutions. Many of the issues that all three above cities are facing are related with the global economy and the new conditions that arise in multiple sectors, regarding globalisation, technological developments, information technologies, networking, sustainability, environmental protection, prevention of the climate change and, above all, maintenance of social cohesion. The financial crisis problem – which is currently more intense and excessive in Greece than in other countries – has created all over Europe, as well as in Germany, disparity between wealthy and less privileged groups of citizens. There-

1. 1st Session: Metropolitan development – examples in central europe. Coordinator: Prof. Louis Wassenhoven (emeritus Professor in Urban and Regional Planning, School of Architecture, NTUA). Rapporteur: Georgia Gkoumopoulou. Participant speakers: Prof. Dipl.-Ing. Jörn Walter (Chief Urban Planner, Free and Hanseatic City of Hamburg), Michael Bacherl (City of Munich, Department of Urban Planning and Building Regulation). Interventions: Thomas Greve, Maria Evangelidou.

fore, apart from their structural differences, European cities have also common concerns, regarding mainly their adjustment to the needs of the citizens and the creation of frameworks in order to safeguard the bonds that hold society together.

The presentations of both representatives of the two German cities have highlighted some basic current development strategies, the common points of which concern the following issues:

- Enhancement of the city attractiveness.
- Existence of a vision for the city and of an institutionalised but simultaneously flexible general spatial plan for organising land uses and functions.
- Revitalization of the city centre, through the creation of urban open and green spaces and through the renovation of its building stock.
- Sustainable mobility improvement through transport rearrangements and a more rational distribution of land uses.
- Long-term pilot residential development, according to sustainability standards and sustainable management.
- Reviving of retail in the city centre and, particularly, mixing with residential areas.
- Flexible management of development projects.
- Innovative tools regarding financing methods, through the cooperation between the public sector and private initiatives.
- Development of contemporary governance forms and enhancement of public participation in all development processes, through the cooperation and synergy of all actors concerned.

Simultaneously, the speakers analysed the methodology and the way to approach the issue of financing big programmes and projects concerning public space. In most of the presented examples of interventions in metropolitan areas, municipal land and buildings were transferred, either completely as property, or just in terms of management, to a new Public Interest Body – such as HafenCity Hamburg GmbH or München Riem GmbH – especially established in order to undertake the overall development process in collaboration with private investors, often under the control of a committee or council staffed by institutional and state bodies. This body's organisational and management model is reinforced by various measures in two additional sectors: authorities and politics. In this way, supervision and indirect control of the process are secured, over issues regarding approvals for land transactions, building permits, necessary adaptations of the Master Plan, or the assurance of quality of the urban and architectural environment through competitions. The respective projects are financed by a fund, the main purpose of which is to manage public land meant for development and to collect revenues by selling parts of it. The existence of the fund secures independence from the annual city government budget and flexibility to borrow money, which is later invested in infrastructure in order to raise land values and therefore increase revenues from investments, and

at the same time secure the repayment of loans. A critical methodological tool for managing such a long-term programme is an indicative and not too much detailed masterplan, as the development of such large projects is gradual and protracted, and therefore requires a flexible approach.

In those cases where land and the planned investment are of private character – e.g. the case of “Paulaner” in Munich – the public sector (quite often the city/municipality) is the regulator for investors; it is responsible for drawing plans, for undertaking the cost and the burden created by development in the area, as well as for handling the impact that this development has on landowners and on the land surplus value created. Therefore, the development tool in use presupposes the estimation of land prices before and after the investment, and the surplus value that will be created will not be reaped exclusively by the land owner but it will be distributed. The major part of the profit is utilised in order to cover the cost of technical installations and infrastructure, to create public service areas and urban open/green spaces or even subsidised housing. About 1/3 of the surplus value goes to the investor as a benefit, thus giving also a motive to proceed with the implementation of the program. The particularity and restriction of this system is that the deal between the municipality and the private investor is made before any planning starts.

The latter begins only as soon as the land owner also agrees. Indeed, according to what M. Bacherl reports, “[...] *the very good organisation, the convenience [for this system] to be applied throughout the whole territory of the municipality and, finally, the transparency that it secures, are positively estimated elements with a good impact, and for this reason investors agree and choose it*”. This institutionalised tool secures development policies and town planning with a “*Socially Appropriate Land Use*” (Sozialgerechte Bodennutzung/SoBoN).

One more specialised development tool, which has lately evolved into a favourite development model in Germany, having actually been incorporated into the institutional framework of the country, defines the participation of private individuals in the improvement and management of public space. It is about a tool of Anglo-Saxon origin, called BID (Business Improvement District), which offers private individuals the possibility to implement development projects, provided that they reach an agreement initially among themselves and afterwards with the public authorities. It is a complex procedure that functions on a voluntary basis. As long as the majority of private owners - at least 75% - agree to the management scheme and are willing to provide the financial means, they can proceed with the implementation on their own responsibility and accountability. Other particular issues that usually raise problems, such as greenery maintenance, cleaning of the public space, etc, can also be financed by applying the BID model. As mentioned by J. Walter, “*the long-term advantages of such investments are important for both sides, for the city and its inhabitants as much as for the investors*”.

The bad financial situation of contemporary cities, the effects of government

budget cuts, and the difficulty both to invest in the public space and to cover the cost for its maintenance constitute the main points of a broader concern about possible tools for securing future financing. Two of them appear to be dominant: increasing taxes in order to create capitals for investment, and directing partnerships between users (who are those who benefit from such development projects) and investors (that is those who pay). The latter tool functions on a volunteer basis of collaboration; the city simply calls for participating involvement and, as long as there is a majority of 75% of the owners and the willingness of investors, it offers its technical support without providing anything else. Indeed, people and groups that want it appear voluntarily, because at the end they gain economic benefits out of this process. Moreover, if this method is evaluated in comparison with the system of financing through taxes, it is probably much better and a little bit more “fair”, as it establishes a direct correlation between cost and benefit, mainly because of the fact that the investment takes place where benefits may emerge for the involved parts in the immediate future. The reasoning for utilising the above tool is on the one hand the interest in creating a direct link between investments and the financial means needed for a project to be realised, and on the other hand the refusal to maintain an abstract and complex taxation system, where no one knows “*where their money goes*”, and which in addition proves to be ineffective. This is the idea, and this is why it works very good, maybe better than most have expected, at least in Germany.

It is worth mentioning that J. Walter made reference also to problematic forms of implementation of this tool, reminding of unsuccessful cases in the Anglo-Saxon world and, particularly, in the USA, for example in some cases in Detroit and in New York, due to the big economic recession, although it is the only such tool in use there. In Germany, a lot of time was needed before this method was able to be approved, introduced, and implemented, and most probably “*Europe, in general, will never reach the point that America has reached due to its fiscal deficit; in Europe the situation is more prosperous*”.

In all these city development processes, municipal governance and citizen participation emerge as two equally important issues. There are many examples in Germany, as well as all around Europe, where large development attempts fail simply because they are not accepted by the citizens. In Munich, two implemented projects are distinguished for their successful participatory planning processes and for the democratisation of the decision making procedure. The first one concerns the “Kunstareal” case in the city centre and the second one the Würmtal area in the city outskirts.

During the discussion that followed the two main presentations, the participating audience focused their reflection mainly on the possible consequences that such metropolitan development projects induce, both on the economic and on the social level. One of the thematic areas was about ownership and how it has defined devel-

opment projects each time, about the way to estimate land values in the beginning and at the end of development processes, as well as about ways to manage the accruing rent on land and to redistribute it among the stakeholders engaged. Another thematic area concerned consequences of social character, such as the impact on house rents and the relative gentrification effects – e.g. due to the München Riem development project – or issues about transparency and publicity of the processes regarding the estimation of land values, about effective public participation, as well as concerning possible alternative scenarios resulting from the development projects eventually materialised.

In accordance with the above comments/questions, the two guest speakers contributed the following additional points:

- In order to assess land values, each city follows a standardised procedure through a valuation committee, which takes into account the evolution of prices and estimates values according to this fact. Therefore, before any transaction is performed, the opinion of this committee is taken into consideration. In fact, the ab initio constructor's agreement with this procedure and with the values figured out by the committee constitutes a prerequisite for the initiation of a project. Only thereafter, the development process can begin.
- The long-term process of implementing a programme and the time needed for all development projects – housing, commercial uses etc. – to be completed, secures smooth transition from one state to the other. Thus, it is about a quite prolonged process, so that the impact on rents can display mild distribution and dispersal. As for the fear of gentification, this effect has proved to be quite mild, as most cities display augmentative population tendencies and will have a big need for housing in the future.
- German cities were prompted to develop and establish alternative planning implementation methodologies and financing tools due to the economic impasse they faced. For example, during the 1980s an intensive construction activity has been taken place in Munich, which gradually led to a shortage of the financial means available for the implementation of the city's development plans, as investors gained all profits and the city undertook all burdens. Therefore, a stalemate situation was reached, which later was able to be overtaken through the investors' consensus to better evaluate the situation, in order for the city to improve its financial state, and at the same time for the investors to be able to operate. In this way transparent and publicly open procedure of contracting with private individuals emerged this very, in a sense of a "Socially Appropriate Land Use" (sozialgerechte Bodennutzung/SoBoN). After all, this model is used only where a private investor develops land that doesn't belong to the city, because in this case it is the one who takes the whole advantage of the surplus value. But in case a private investment is developed on public property, the city also profits from the surplus in property value.

- Contracts between the city authorities and private investors in Germany are mainly observed in growing, developing, and financially healthy cities, and mostly about big projects. Actually, in many big cities these contracts constitute the standard process. In these contracts, the financial conditions and responsibilities of each part (e.g. for infrastructure, social housing etc.) are provided in detail. Therefore, it is quite difficult to use this tool in cases of poor local municipal finances. For example, in regions where the development value is low and there is a lack of investment incentives, it is difficult to negotiate about land values; because every possible developer or investor would be in an advantageous position.
- During the last five years, public participation in Germany has been much more intense, and procedures for including the public opinion in the planning and development process have been improving continuously, whereas, since many years, there are detailed standards defining the ways of citizens' participation in the framework of a project. For example, in the case of the redevelopment of the former Munich airport "Riem" (although the project started in 1992, when extended knowledge and experience wasn't available yet) all main participatory planning principles were applied.

To summarise the main issues discussed throughout this first session, we have to acknowledge on one hand the important relation between successful planning and appropriate financial tools and on the other hand the significance of exchanging information and experience among the cities, in their quest for distinct identity and attractiveness. Although the difficulty of transferring planning procedures, tools, and solutions among different cities and cultures has been pointed out, the added value of the knowledge received cannot be devalued. In addition, a broad field of discussion about the evaluation of the tools and methods presented opens up, in terms not only relating strictly to economy and development, but rather concerning social and cultural issues. Moreover, further thinking arises about the implementation possibilities and the application fields of all the above presented and discussed tools, especially in relation with a realistic spatial and time scale (i.e. in which city and at what moment). For example, regarding the BID tool, it has already been highlighted that, obviously, it cannot be applied in those cases where residents, owners, or local entrepreneurs don't show the necessary interest, or don't have the economic capacity, whereas the terms of involvement of private actors in the management of public space, with regard to possible restrictions in its public character and use, have also been subject to questioning.

An important commonly acknowledged issue in all discussions and viewpoints is the necessity that all cities adjust their planning and interventions to the needs of their citizens and, therefore, the importance of the enhancement of citizens' involvement through the development of new forms and tools of public participation. Even more

important stands the need for finding out ways to attract individuals and groups, so as to actively participate in the planning and to bear substantial responsibility for the redevelopment and rearrangement of their cities, whether it is about major development projects of metropolitan importance or just about minor urban interventions.

3.

Interventions in metropolitan areas - the central European experience

3.1. Shifts from ships to chips: waterfront (re-) development in Europe - projects, experiences, and tasks

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A few decades ago, ports without ships, empty warehouses, derelict storage sheds, disused docks, and deserted neighbourhoods dominated the appearance of inner cities in many seaports. Derelict port zones, waterfront areas, and water-related sites are now held in high esteem, and a special interest in these places has emerged recently. Discussion on suitable and sustainable strategies to deal with the potential of these areas has opened a controversial debate concerned with practical planning, as well as theoretical issues about aims and priorities. Despite the unique potential, considerable delays between dereliction and renewal were common. The cycle of dilapidation, blight, neglect, planning, implementation, and revitalisation is part of a complex network involving stakeholders and interests.

For several decades now, the restructuring of derelict docks and waterfronts in inner cities has been taking place on a world wide scale, from Piraeus to Helsinki and from Antwerp to Zeebrügge. The central waterfronts of these cities have since been changed considerably (Schubert 2002: 32). Redundant and derelict port areas and waterfronts are one of the greatest challenges for town planners and offer a great opportunity, on a medium to long-term basis, for new uses such as tourism, housing, and offices, and for a reintegration into the urban fabric (Breen & Rigby

1996). The reasons and problems of revitalising land formerly occupied by the port and port-related industries are similar in many seaports, but aims, planning cultures, financing, and scale are very different in Europe, North America, and Asia.

The global trend in urban development, with the transition from Fordist production, distribution, and regulation to post-Fordist and neo-Fordist flexible structures, the worldwide increase and differentiation in the of division of labour, the growing importance of knowledge-based economies, and the social split of the rich and poor can be observed in all large cities on every continent. Flexibilisation is the key term of the post-Fordist discourse, which is expressed in economic, social, and spatial terms (Schubert 2008a). New spatialisation is defined by far-reaching spatio-temporal inequalities and disruptions and often makes the traditional understanding of the term city obsolete. The post-Fordist city of flexible accumulation turns into a polycentric configuration that disintegrates into fragmented sections. The differentiation of the global city system and new disparities between cities correspond with a growing inequality within cities themselves.

The special position of seaport cities as transport hubs in the context of globalisation must be correlated with internal particularities and structural characteristics of seaport cities.

The term “phase” is used for historic changes in the relation between city and port, the term “cycle” for similar redesign processes during the last two time phases, and the term “dimensions” for the relevant levels of analysis of transformation. Several examples of waterfront projects in European seaport cities are examined in more detail to discuss trends of convergence and divergence.

Within this context, questions arise about structural similarities, particularities, and unique selling positions of port cities. Why do they turn into crystallisation places where new developments occur and converge? Why are (old) harbour sites on the water’s edge favoured (again) by the creative classes in a knowledge-based society? “Often these (creative) milieus were centred on redundant warehouses that had been the incubators for new companies” (Landry 2008: xxix).

GLOBALISATION, WORLD CITIES, AND SEAPORT CITIES

To understand the rapid changes along the waterfront in many seaport cities, it is important to understand the details of why, where, when, who, and how. Answers to these questions can’t only be found on the local level, but we must include trends of globalisation into this analysis.

The current discourse about global cities, world cities, and mega cities generally omits one type: why are most (large) cities also seaport cities? Indeed, the volume by Brunn, Williams and Zeiger (2003) on (large) cities doesn’t even index the term harbour and seaport cities. “In many countries, their dominant cities have devel-

oped mostly at ports (including sea, river, and lake ports)...Why have many great cities developed at ports?" (Fujita and Mori 1996: 94). Evidence that underscores this point: most Chinese mega cities are port cities (former treaty ports). In 1750, of the 25 largest cities in the world, 10 were seaport cities and another 8 were river port cities. In 1925, only 2 of the largest 25 cities were not seaports. In 1985, the 35 largest cities included 29 seaport cities (Dogan 2004: 348). In 1920, the 10 largest US-American cities were port cities (Fujita and Mori 1996: 94).

"Why are so many cities of today's giant cities built on waterfronts?" (Dogan 2004: 348). Dogan refers to the explanation of Charles Horton Cooley, who links the significance of port cities to the interruption of the transport chain. Settlements, towns, or cities appeared at such crossing points in the flow of goods ("hubs") – to exploit the vital location advantages and development options.

The special attribute "waterside location" provided special development potential: seaports provide appropriate and accessible harbours for seagoing vessels, and seaport cities are cities with such seaports. The local economy in seaport cities is no longer just focussed on transshipment, but has now diversified and has a much broader base. Nonetheless, port functions resulted in a dependency on routes and special development options compared to other (river)port cities, which are still persistent today. This complicates the diversification of economic activities (Jacobs, Ducruet, Langen de 2009: 1). Often, seaport cities are not only transport hubs but also finance centres, the seats of large companies, Transnational Corporations (TNCs), and Advanced Producer Service Firms (APSSs), interfaces in the communication network and places for important events (Short, Kim, Kuus, Wells 1996: 698).

The concept of "hub and spokes" is derived from logistics and takes this phenomenon as a starting point to optimise the distribution of the flow of goods. Transport routes are not direct from A to B, but along a star-shaped pattern of spokes and via a central hub. From such hubs or main ports, the transport routes go out in all directions to the end points, the smaller seaports. In the 19th century, trade concentrated around the main places of economic activity and took place in the seaports. These seaports, which were linked to the most important places of production, developed into places for service industries and centres for banking and trading companies.

Against the backdrop of industrialisation and the rapid increase and internationalisation of trade, far-reaching decisions needed to be taken under considerable time pressure, which are still effective today in city and port development. Decisions taken in seaport cities at the beginning of the 19th century – on the organisation of harbour operations, the type of harbour development or redevelopment, and housing associated with the docks – had a great impact and were often found later to be irreversible (Schubert 2009). Globalisation is deemed to be a multi-layered and ambivalent historical macro process whose beginnings go back to the age of discovery.

Technical innovations facilitated new and improved means of transportation

over short and long distances. The discovery of telegraphy, the optimisation of sailing vessels, and the introduction of ocean-going steamships and steam trains on land shortened the time for travelling distances, and economic transactions became easier to plan. The interface between the requirements of sea transport and land transport, the docks and the port had to be planned and organised in a way that enabled adaptation to the ever-changing challenges of international, and finally global, transportation.

Local and regional changes in seaport cities are often driven by global forces. It is always in a local context that globalisation processes take effect, are adopted, mixed, and refracted (“glocalisation”). “Glocalisation” describes the combined process of globalisation and local/territorial reconfiguration (Brenner 1997: 12). Creative milieus of traders, business people, financing and insurance companies have – often from “command centres” in seaports – advanced exchange and interdependency, internationally and finally globally.

Much experience in developing central urban waterfronts has been gained. Generally, transformation began in the oldest parts of the port and the city, slowly moving to more peripheral areas, which were developed later. Often, this was done in a step-by-step approach, beginning with the most attractive sites, but without integrating these projects into a sustainable urban or regional development strategy. In order to analyse this process, it must be looked at in comparative studies, while complex problems need to be reflected on the macro, meso, and micro levels. In the context of increasing competition between seaports and the challenges of globalisation, waterfront (re-)developments are being integrated into a city-wide and regional perspective.

COSMOPOLITANISM AND DIASPORAS IN SEAPORT CITIES

“Special” harbour-related districts, the “sailortowns”, (Rudolph 1979: 31) have been integral parts of the fabric of ports. Their international orientation turned them into conglomerates that had a multitude of functions and services, including shops for clothing, beverages, tobacco, and souvenirs, sailors’ churches, lodgings, pubs, tattoo studios, dance halls, and brothels. One interpretation holds that “... sailortown being much the same as another – repetition can hardly be avoided. Each port had its pubs, boarding houses and brothels, with their crimps, whores... Sailortowns were the same all over the world” (Hugill 1967: xvii and xxxi). This theory of uniform clusters of land uses neglects the diversity and specifics of the many sailortowns – and seaports – up to the post-World War II period (Miller 1969).

Various common dynamics do characterise these districts and their place in the urban fabric, however (Schubert 2008b). Jewish, Chinese (Amenda 2006), and black people – people from other cultures, with different ways of living, eating,

working, and sleeping - had long been present in seaports. Braudel described in his renowned study of the Mediterranean world the colourful and cosmopolitan population in ports: "Eine Rasse, in der alle Rassen in eine zusammenfließen (A race in which all races merge into one)" (Braudel 1998: 560). They represented the first "stepping stone" for newcomers, which opened up opportunities for processes of informal adoption and development of ethnic economies. In Spanish speaking countries, these port districts and hideouts of otherness are called "Barrio Chino", a term that makes reference to internationality – in this instance China ("Chinatown") (Amenda 2006). Such Chinatowns are and were found in many seaport cities: Rotterdam (Katendrecht), Amsterdam, New York, Singapore, Bangkok, Havana, Panama City; they are called "Barrio Chino" in Havana and Barcelona (El Raval) (Christiansen 2003).

The multi-ethnic port cities were not only "open" melting pots, in which different population groups coalesced, but also places of conflict and argument (Mah 2004). Cosmopolitanism and openness towards modernisation in port cities were frequently opposed by the narrow mindedness and backwardness of inland towns and populations (Fuhrmann 2007: 24). Harbour districts were considered "dangerous" and often reputed to be unsafe and "amoral" (El Raval) (Christiansen 2003).

The seamen's shore leave and visits to the entertainment districts in port cities were exceptions to their every-day life on the ships and at sea, a difference which fostered a distorted picture and provided "ample material for picturesque descriptions and romanticising makeovers" (Heimerdinger 2005: 77). Cross-linked to the social networks, the niches and (sub-)cultures of dockworkers and seamen also had a special, exotic flair and appeal for the local petty bourgeoisie.

The perception of "strangers" was ambivalent, often with negative connotations and associated with terms such as freedom, unsettled, fathomless, out-of-place, and uprooting. The trend of relocating the functions of capital cities from the sea into the hinterland can be taken as proof of the "dangerous" multi-ethnic open-mindedness in port cities. Because of their diversity, however, seaports were, and still are, the culmination of innovations in the economy, society, and culture. They are places in which the local and the exotic, the foreign and the familiar, poverty and riches, tradition and modernisation, and phenomena of globalisation have been anticipated before they became common later and were distributed globally (Osterhammel & Petersson 2003: 14).

CYCLE OF WATERFRONT (RE-)DEVELOPMENT

Port development and waterfront regeneration should be reflected in a longer perspective of restructuring and transformation over many centuries. Technical innovations facilitated new and improved means of transportation over short and long

distances (Borscheid 2004: 110). The interface between the requirements of sea and land transport, the docks and the port, had to be planned and organised in a way that enabled them to adapt to the ever-changing challenges of international, and finally global transportation (Löbe 1979).

The process of transformation of ports and waterfronts after World War II can only be understood in the context of worldwide economic restructuring, changes in dock labour and the urban spatial framework of cities and ports. The stormy and far-reaching structural change of sea trade and its related port economy brought about the complete reorganisation of working docks during the last two phases. The formerly close functional and spatial relationship of ports and cities was relaxed from the end of the 1960s onwards. Changing economic circumstances and trends of dissociation of transshipment on the one hand, and profitability and employment, on the other, are found in all world ports (Hoyle 1989).

Generally, the process of transformation at this interface beginning in the 1960s follows a similar cycle; it is analysed here:

- Dereliction of old port areas near the city, relocation of modern, containerised trading facilities to areas suitable for expansion outside the city centre.
- Disuse, temporary and sub-optimal usage of areas and buildings in the old ports.
- Visions and plans for the reallocation of uses of buildings and land in derelict areas, architectural competitions.
- Implementation of plans, establishment of new land uses (offices, recreation, housing) in these areas.
- Redevelopment, new land uses, acquisition, enhancement of desirability of these areas.
- Occasional transformation of already redeveloped zones for other, more suitable and more profitable uses.

Discussion on suitable and sustainable strategies to deal with the potential of former port areas has led to controversial debates, concerned with practical planning, as well as theoretical issues about aims and priorities. Despite the unique potential, considerable delays between dilapidation and renewal were common. Generalisations are difficult to make, and easy recipes do not exist. Differences in cause, procedure, results, and planning tradition need to be taken into account. It is not just a matter of architectural design but of a complex set of planning, institutional, political, client-related, economic, ecological, legal, and financial questions (Bruttomesso 1983).

A TYPOLOGY OF DIMENSIONS FOR WATERFRONT (RE-) DEVELOPMENT – A FRAMEWORK FOR ANALYSIS¹

This article is not intended as another case study but – based on similar worldwide transformation cycles – considers how the numerous planned and realised projects can be integrated into a multi-dimensional typology. The identification of similar and dissimilar structural characteristics is relevant for a systematic comparative study, since they provide appropriate comparison units. There are many existing case studies (Breen & Rigby 1996; Bruttomesso 1983) that generally look at “successful” projects from different viewpoints and provide uncritical analysis, lacking objective and comparable criteria. They can be distinguished into quantitative and qualitative ascertainable dimensions.

Size/Dimension. Listing the projects according to their area may seem a reasonable approach, as this establishes their relation to the urban context and their urban-regional significance. However, projects are delimited differently. While some projects are the result of the redevelopment of former harbour areas (Hamburg HafenCity), mostly starting with a clean slate and sometimes including single historic buildings, other projects incorporate surrounding residential neighbourhoods (Dublin Docklands) or existing projects into the redevelopment (Bremen Überseestadt). Often, the site boundaries are altered too, generally to enlarge the site, so that the evaluations must also incorporate different sites.

Start of project/Completion of project. When comparing the structure of the project at the onset and at completion, conclusions may be drawn regarding the (local) political context, the relevant initiators and stakeholders, as well as the reason for development. However, determining the exact date of the start of a project is often difficult. Even more difficult is determining its end or the date of completion. This is either because the site area was altered or because other projects were incorporated, and “older” projects were renewed. Thus, transformations are never “final” but should be understood as a continuous process.

Geographic location. Another dimension is the geographic location of the seaport and thus the redevelopment project within the global network of economic relations. It corresponds closely with socio-economic and political structures found in the respective nations and regions, including their history, culture, and tradition. Comparison based on just “facts” and dates can’t mirror the complexity of contextual integration, as shown in many studies.

Planning cultures/National frameworks and diffusion of planning ideas. The projects are also influenced by differences in the planning cultures (Newman & Thornley 1996). Planning history and planning cultures are an important key for a differentiated understanding of urban redevelopment projects on the waterfront,

1. A bibliography by the author, including further references on the projects can be found at: <https://www.hcu-hamburg.de/en/research/arbeitsgebiete/dirk-schubert/research/>

which are overlaid with a diffusion of planning ideas (Ward 2000: 44). The disuse of port areas and waterfronts, often dramatised in Europe as a problem for urban development, is the “normal” process that will, at best, lead to rapid re-utilisation. In Europe, the revitalisation of ports and waterfronts often takes years, if not decades, from the time of disuse to the start of reorganisation. In Asia, the continuous and rapid rebuilding of the waterfront seems to be the norm, often linked to land reclamation projects. The reasons and problems of revitalising land formerly occupied by the port and port-related industries are similar in many seaports, but aims, planning cultures, financing, and scale are very different in seaports all over the world. National planning cultures mirror different national legal systems, political and cultural contexts and traditions, and vary a great deal throughout the world. In this context, it is important to reflect, for example, on the great variety of existing planning cultures and different understandings of planning tasks and governance structures when analysing waterfront redevelopment projects.

In the past, differences between port cities across civilisation boundaries were often fewer than similarities. Nowadays cities are growing more alike, and ports and shipping have become more specialised. Ports have turned into secluded worlds, separated from the urban context, spatially and mentally severed from the city with their own employment, operators, and administration structures. While older port areas near the city centre have been (re-)integrated into the urban fabric, new port infrastructures emerge that are severed from the urban structure and located in areas where deepwater ports and large areas of land are available. Seaport cities and local port authorities will be less and less able to determine the course of “their” ports, but the internationally operating logistics firms will be setting the agenda.

These changes are occurring in port cities at a rapid pace, almost faster than we can appraise or analyse. They are less a result of planning and design than an expression of social and economic processes on a global scale. In many seaports, the demand for these areas by the “creative class”, as well as singles and yuppies, is increasing. New waterfronts in particular mirror globalisation processes and have become the new locations for work, housing, and recreation, favoured by the “creative class” in knowledge-based societies. In the following, I will focus on different types of transformation, based on dominant new uses.

Intended dominant uses and planning targets. Incorporating dominant focal points in renewal projects on derelict sites is a common reaction to deficient and/or absent urban regional structures. Often, the uses envisaged at the onset of a project are later augmented, optimised, and “improved” with other structures. Relaxed or tense conditions in the urban regional housing and office sector are often the cause for corrections of the land use designations.

They are generally not one-sided or finally defined, even though the focus is often placed on clusters of uses:

- “Office-led” (London Docklands).
- “Housing-led” (Amsterdam Eastern Docklands).
- “Culture-led” (Bilbao Abandoibarra).
- “Mixed-use-led” (Gothenburg Norra Älvstranden).

Revitalisation, however, has no precise definition but embraces a complex field of changing uses, rejuvenation and regeneration, redesign and remodelling at the intersection of diverse interests, which are connected at the interface of city/country - port/water.

LONDON: FROM DOCKLANDS TO THAMES GATEWAY



London Docklands – the O2 Arena left side (Photo: Dirk Schubert)

Although the importance of London’s port is now relatively insignificant in terms of the urban economy, its redevelopment into an office and residential district is the first large-scale project of its kind in the United Kingdom and Europe. North American examples such as Baltimore and Boston provided general inspiration for the London Docklands, but regeneration was on a far larger scale (22 km²). In London, the oldest docks had closed in the mid-1960s, bringing a dramatic shift from good times to hard times for local people. The relocation of the port resulted in more than 80,000 jobs being lost in the East End of London between 1971 and 1991. But Margaret Thatcher had a vision: “Docklands – an exceptional place”. She, along with her advisers, pursued a policy of free enterprise zones, and the first one to be established was in Lon-



London Docklands - Canary Wharf (Photo: Dirk Schubert)

don Docklands (Foster 1999). No taxes needed to be paid for ten years; there were neither union regulations nor planning restrictions, but free business for free entrepreneurs. Taking the sledgehammer approach, Margaret Thatcher's "flagship project" at the Docklands and Canary Wharf was enforced in the "big bang".

Development at the Docklands was mostly office-led redevelopments, although some luxury housing was also built. The centre at Canary Wharf was built to challenge the financial hub in the City of London, only several miles upstream. The project was implemented in the context of a new enterprise culture, which was based on privatisation, deregulation, and neoliberalism.

The deregulation policies of the Dockland Development Corporation (LDDC) triggered a building boom, mainly in the Docklands core zone, the enterprise zone around Canary Wharf. The (Urban) Development Corporations had been established by the central government as Quangos (quasi-autonomous non-governmental organisations) to forestall protracted democratic decision-making and participation processes and to accelerate the process of decision-making, such as building permits (Edwards 1992). Leverage planning was meant to speed projects up, with subsidies and/or tax relief being introduced to include private capital, in order to exert financial leverage. The free enterprise zone and the policy of the London Docklands Development Corporation left London with a fragmented city. New office developments and luxury housing went up next to old public housing blocks.

New jobs were brought into the area, but they were not for local people, which led to segregation and contradictions between the old and the new. The number of inhabitants has more than doubled between 1980 and 2008, and the social structure has become more divergent. Since then, the Docklands project has been incorporated in the Thames Gateway strategy, which covers a much larger area, extending from the capital to the Channel. London probably represents the most spectacular transformation of a former port in Europe. A number of recent regeneration projects along the Thames are modelled on the concept of an "urban renaissance". The redevelopment of the Docklands has now been incorporated into the plans for the Olympics and the regional plans for the Thames Gateway, which envision the corridor down to the Thames estuary becoming a dynamic development zone in the future.

What had started 30 years ago as an incremental approach and was initially considered more of an experiment ("trial and error"), has since been integrated into the urban development strategies by political changes and general planning policies, such as the London Plan. Today, Canary Wharf has turned into a regional centre for London, with more new office buildings proposed or under construction. A decade ago, in 1998, the LDDC closed its doors. Meanwhile, a paradigm shift has taken place in the United Kingdom and in London, with a "return to planning". What had begun as top-down planning was replaced by a partnership approach and is now included in a regional sustainable strategy for social inclusion and proactive planning.

Within this urban regional development concept of the Thames Gateway, Ca-

nary Wharf is only one important sub-centre among many, in a polycentric structure comprising a patchwork of complexity and uniqueness. A lack of strategic urban regional planning policies under the conservative reign and the consequential fragmentation in the absence of a single responsible authority for the whole of London has left a hotchpotch of projects. The objective is to incorporate the entire region of the Thames estuary within one coherent plan and to integrate sectoral plans into sustainable perspectives.

AMSTERDAM – EASTERN DOCKLANDS



Amsterdam - Eastern Docklands (Photo: Dirk Schubert)

After World War II, rapid structural changes took place in Amsterdam the same as in other seaport cities. The Eastern Docklands development area is made up of several man-made islands. The construction of docks in the west (Western Docklands) after World War II contributed to the decline of the harbour in the eastern docks. The port was equipped for transshipment of piece goods and its finger piers were unsuitable for container handling. Passenger shipping was replaced by cheap air travel, and in 1979 the last shipping company closed operations. For many years, parts of the Eastern



Amsterdam - Western Docklands Silodam (Photo: Dirk Schubert)

Docklands were in “temporary use” by artists, urban nomads, and squatters who lived in caravans, huts, tents, and other provisional accommodation.

Suburbanisation resulted in a reduction of Amsterdam’s population by 150,000 inhabitants between 1965 and 1980, which led to an increase in commuter traffic and to underutilisation of the city’s infrastructure. This trend was counteracted by the structure plan “De Stad Central”, which was based on the model of the “Compact City” and adopted in 1980. Measures introduced to stem migration out of the city included attractive inner city housing areas and concentrated on development and urban regeneration in the centre. The plan also proposed to balance the historic city’s “southern axis” by installing the “IJ axis”. The axis starts at the railway station

and extends across the former harbour up to the northern embankment of the IJ. This was to turn the city's "back yard" into an attractive city frontage.

Against the backdrop of housing shortage and population migration, the municipality of Amsterdam decided as early as 1975 to redevelop the area for residential use. The project commenced in 1978 with the municipality developing an urban planning programme. For years, large housing estates had been built on the periphery and on the polders, but then a more compact urban structure was aimed for. Not least to keep taxpayers within the city boundaries, high densities of 100 units per ha and a floor space index of 1.4 were stipulated. A total of 18,000 new homes were to be built in the Eastern Docklands. Almost the entire site is surrounded by water, and new residents were to enjoy the advantages of the location. "Blue is green" was the slogan which was to make up for high housing density. It was Amsterdam's most significant urban design project that was located inside the motorway ring, on approximately 313 ha, of which 2/3 were water. The public realm contains more than just roads and green space but is mainly docks, canals, and the open waters of the IJ bay. The station and city centre are within walking distance.

The eastern port area is a laboratory of different urban design concepts and housing types. Sub-areas of very different standards were built. The KNSM area was constructed between 1995 and 2000, laid out after the masterplan by Jo Coenen. Two super blocks by the architects Bruno Albert ("Barcelona") and Hans Koolhaas ("Piräus"), with 300 apartments each, were built on a prominent site. On Java-eiland, which is connected to the city via a dam and a bridge, a mix of blocks of flats and canal houses, including social infrastructure, was realised.

On the Borneo and Sporenborg peninsulas, terraced houses were built in the east, in addition to high-rises (Veemarkt Entrepot West and Middengbied). The linear structure of the finger piers is broken up with "meteorites", which serve as eye-catchers and interrupt the rows. Approximately 30% of the flats are social housing.

Now that there is no more building land in the eastern port, new sites are being reclaimed from the IJ east of the port. In 1996, it was decided to create a man-made archipelago of seven islands, using hydraulic pumping. Until 2012 about 18,000 new homes have been built here, housing around 45,000 people. In September 2001, the spectacular bridge to IJburg was opened and the first flats were ready for occupation in 2002. Work has also started on the western port areas near the city centre, where a large number of prefabricated flats for students were built. Future developments envisage a large number of flats with water access by means of constructed pontoons and quays. In addition, areas north of the IJ have now been incorporated in the transformation strategy.

With the redevelopment of former port areas Amsterdam has realised new housing projects in inner city-locations. Even if the concept of "building for the neighbourhood" has in the meantime changed to "building for the market", no other port city has pursued housing development in a similar, uncompromising, deliberate, and successful way with the main purpose of furnishing the former port areas with a new use.

BILBAO ABANDOIBARRA: A DILAPIDATED INDUSTRIAL CITY TURNS CULTURAL METROPOLIS



Bilbao Guggenheim Museum and Iberdrola Tower (Photo: Dirk Schubert)

Only fifteen years ago, the rusty relics of a past industrial era were still a conspicuous element in the city of Bilbao, the capital of the Biscay province in the Basque region in Spain. The River Nervión was an odorous cesspool with derelict and abandoned industrial buildings lining its banks. This crisis-torn city became the image of downfall, population decline, and de-industrialisation. In the early 1990s, after the shipbuilding crisis and the decline of the steel industry, unemployment exceeded 25%. Bilbao has only one timeframe: before and after the construction of the Guggenheim Museum.

Bilbao is a key example of the comprehensive urban transformation process that was significantly inspired by the Guggenheim Museum (“Guggi” – architect Frank O. Gehry), the lighthouse project that brought about the total reversal of the city’s image (culture-led). The relocation of the industry and harbour to the city’s periphery and to the mouth of the river on the Biscay after the industrial crisis in the 1980s provided the opportunity to completely restructure the city centre.

Abandoibarra is a significant conversion project that plans to reorganise the city centre on the River Nervión and redevelop the river banks as promenades with an

“arts centre”. Abandoibarra is an extension of Bilbao’s inner city and complements the area around the Guggenheim Museum, mostly with more cultural uses, offices, high-quality housing, a shopping centre, hotels, with parks linking into a new network of footpaths along the river and with bridges that connect to the northern riverbank. The different project phases are structurally linked with one another; proposals are spatially connected and, as a result, the river moves to the city centre.

The relevant civil society stakeholders have formed the Bilbao Metropoli-30 (Association for the Revitalisation of Metropolitan Bilbao) to further sustain modernisation and transformation processes. Over 140 institutions and organisations strive to promote Bilbao’s sustainable transformation in a “think tank” of sorts. “Bilbao as a global city” and “making dreams come true” are the key themes coined by Bilbao Metropoli-30 for the continuous transformation of Bilbao in the future.

The Guggenheim Museum (which receives approximately one million visitors a year) immediately to the east of Abandoibarra and the Palacio Euskalduna (concert hall and conference centre) to the west frame the area, which hosts many parks. The 165m high Iberdrola Tower is another new landmark. The numerous parks and open spaces are a dominant feature in the area. As well as these public open spac-



Bilbao - Guggenheim Museum and promenades along the River Nervión
(Photo: Dirk Schubert)

es, which are linked with networks of paths and a river promenade, Euskadi Square is to form a central space with road axes branching off in different directions. The waterfront area is an oasis of calm that invites people to rest, walk or shop. Apart from the residential buildings, mainly educational facilities and museums define the character of the area and its immediate surroundings. This rapid boom is for the most part due to the much described “Guggenheim effect”. However, the city has managed to emerge from the slipstream of the Guggenheim Museum by cleverly using its charisma to reorganise its city centre and widen its range of facilities.

Many projects had in fact begun before the museum was built, but it was down to its construction that Bilbao appeared on the world map. In a joint effort on the part of all stakeholders, a window of opportunity for a change of image was opened up and exploited. The success of converting a negative image into a very positive image by means of a building not only came as a surprise to Bilbao’s stakeholders and operators, but it can’t necessarily be applied in other large cities. Bilbao and Abandoibarra are an impressive example of urban transformation triggered by a culture-led development, which can be exploited for marketing the city.

GOTHENBURG: FROM A SHIPBUILDING CITY TO A MIXED-USE WATERFRONT CITY

No other seaport city has been as severely affected by the shipbuilding crisis as Göteborg. Up to the mid-1960s, state loans and guarantees had helped investments into



Göteborg - Nörra Älvstranden (Photo: St. Kreutz)



Göteborg - "Neighbourhood for all" (Photo: St. Kreuz)

the latest facilities, with a focus on large tankers and bulk carriers. In the mid-1970s, more than 30,000 people were working directly in the shipbuilding industry. After the oil crisis and the relocation of shipbuilding to Asia, all but one of the shipbuilding yards closed down, and that one only for carrying out repairs. Since the 1970s, core port uses have moved both westwards and seawards, well away from the city.

Norra Älvstranden is situated on the northern bank of the Göta Älv River, opposite the city centre and the old town, in between the two bridges of Älvsborgbron and Göta Älvsbron. Norra Älvstranden covers approximately 290 ha (of which 40 is water). It was in the 1980s that the opportunity for comprehensive redevelopment opened up. A framework development plan was adopted in 1985, which contained the foundation for the subsequent conversions. Around half the area was owned by a former shipbuilding company, the other half was in public ownership. The city council adopted the plan in 1989, and the area was subdivided into six sub-plots. The schemes were to be flexible enough to accommodate change at any time, the overarching vision remaining as a constant. An urban development plan was prepared as early as 1993 under the premise of competitive capacity and sustainability.

Once ideas for redevelopment of the derelict port and wharf areas had been discussed in the 1980s, the municipality, together with planners and architects, presented a comprehensive development plan for Norra Älvstranden in 1989. It envisioned “enduring” development and new neighbourhoods “for all”. The site was extended in increments, with several project development phases going on for over 25 years. A new framework development plan was adopted in 2000, and IT clusters were added near Lindholmen. Since then, numerous companies have settled in the completed office areas and have boosted the number of wage earners in the area. The exclusive waterfront housing areas are also proving popular, although they are criticised for a lack of affordable homes and house types.

The waterfront revitalisation in Göteborg focuses on mixed structures. 40% of the area is to be used for a mix of housing and offices, 35% for office development, and 25% for green open spaces. According to the development plan, 25% is for rental accommodation; disruptive uses and industries will no longer be permitted. In addition, the obligatory art and education facilities were included, along with a reduction in private cars in favour of public transport.

In Norra Älvstranden, the target was to respond to the closure of shipbuilding yards by establishing educational facilities (university campus), as well as IT clusters (in the Lindholmen section), in the area, and to create a new knowledge centre of sorts besides the housing, offices, and shopping areas. By 2010, Norra Älvstranden was to have a total of 15,000 residents and 23,000 people working there plus some 12,000 students.

The municipal development corporation “Älvstranden Utveckling AB” (formerly Norra Älvstranden Utveckling AB) controls the development measures in collaboration with private investors and urban planning authorities in Norra Älvstranden.

The aim was to establish a wide mix of uses as well as retain and integrate industrial architecture that is worth conserving or is deemed attractive. The provision of sufficient open spaces and a network of waterfront promenades were important factors. Particularly Eriksberg is trying to incorporate landmark buildings in future projects, such as its gigantic crane.

Norra Älvstranden contributed to sharpening the profile of knowledge-based technologies both regionally and nation-wide. So by and large the jobs lost in the shipbuilding yards were absorbed by employment created in the tertiary sector, and the location was successfully strengthened. Inclusion (empowerment) of the residents in decision-making has been a central component of all of the planning projects. The area was developed with mixed-uses, including housing, offices, service provider industries, arts and education facilities, restaurants, cafes, and abundant open spaces with parks and waterfront promenades. Göteborg was early to focus on long-term sustainable transformation strategies with compact mixed-uses; it was not deterred from its strategies by market upheaval and failures.

SUMMARY – CAUSES AND TRENDS BETWEEN DIVERGENCE AND CONVERGENCE

For a systematic comparative study, it is relevant to identify similar and dissimilar structural characteristics. Of course, the diverse approaches described above must be seen in the context of different regional relationships, but equally important are the topographical factors, the local urban and port history, the network of stakeholders, governance structures, and the planning cultures. As there has not been a great deal of comparative research carried out in this field to date, such studies offer a framework for identifying different structures of decision-making processes, different types of urban development, and diverse socio-cultural conditions. In the end, there are no “best practice” solutions. There is both a divergence as well as a convergence of strategies and approaches; however, success is most often linked to satisfying local housing and office markets.

Understanding planning history and planning cultures is crucial for understanding redevelopment projects on the waterfront (Meyer 1999). In the past, there were fewer differences between port cities across civilisation boundaries than there were similarities. Today, cities are growing more alike, while ports and shipping have become more specialised. Ports are turning into secluded worlds, separated from the urban context, spatially and mentally severed from the city, with their own employment, operators, and administration structures. While older port areas near the city centre have been (re-)integrated into the urban fabric, the new port infrastructures are separate from the urban structure and situated in areas where deepwater ports and large areas of land are available. Seaport cities and local port authorities will

gradually lose the ability to determine the course of “their” ports, whilst logistics firms operating globally will be setting the agenda.

No two seaport cities are alike, and no seaport of the world is like another. All have their own face, their special character and individual history. The geographical conditions, the technical possibilities, the historical development, the constellation of stakeholders, and the transport connections to the hinterland are different. Internally, seaports have different zones for specialised land uses. Ferry ports, fishery, shipbuilding, ship repairs, transshipment of goods, seaport industries, the army and navy, all have specific infrastructure requirements and different relations to the urban context.

The results of the research illustrate revitalisation projects in derelict port areas and on waterfronts as seen from different angles and various discipline-specific approaches. Projects are examined from the point of view of different stakeholders (planners, architects, port economists, researchers) and put into the context of urban development politics. Trans-disciplinary work is a necessary precondition for this approach, and a more concentrated discussion between theory and practice are urgently required.

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3.2. Urban development for the highest level of quality of life: Urban Development Plan Vienna 2025

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CHANCES BY AMENITY – TRUE URBAN SPIRIT

Vienna's Urban Development Plan 2025 (UDP 2025) was adopted in June 2014 and is the fourth development plan since 1985. The key question is: how does the municipality plan best in a growing city while aiming at keeping its high quality of life, by using fewer resources, saving free space, and being a smart city? The UDP 2025 answers this question by the concept of "True Urban Spirit", which displays the commitment of the city to being a livable city for everyone that decides to live in it.

Nowadays Vienna can look back on being the most livable city in the world, several times in a row (www.wien.gv.at/english/politics/international/competition/mercer-study.html). This fact displays that Vienna is already very attractive for existing as well as new residents. After gaining more than 200,000 new residents in the last 15 years, statistical predictions expect 2 million inhabitants for 2029 (2014: 1,8 million inhabitants).

Living space was provided by the development of new areas but as well in the existing city, by reusing empty housing space. Urban development areas will provide new housing space in the upcoming decade. Current and future residents will benefit from the further development of the city, from new living and working spaces, as well as from new and improved infrastructure.

The UDP 2025 illustrates the principles along which the City of Vienna will devel-



Cover Urban Development Plan 2025
Source: STEP 2025, City of Vienna

op the city during the next decade. All initiatives and measures are strategic and lay the first step for practical projects. Further thematic goals are discussed on the next level of the strategic framework, in so-called thematic concepts. These concepts deepen the content of the UDP 2025 and fill the general framework with more detailed strategies on particular topics. Thematic concepts on mobility, free and green spaces, as well as on high-rise buildings are already published. Thematic concepts on open space, industrial zones, and energy-spatial-planning are in preparation.

In addition to the urban development goals, Vienna's further development is guided by another strategic guideline, also published in 2014. The Smart City Wien Framework Strategy describes targets and steps along the way to become a smart city, not only in the urban planning field (www.smartcity.wien.gv.at/site/en). Resources and innovations as well as a social perspective on quality of life are the core of the strategy.

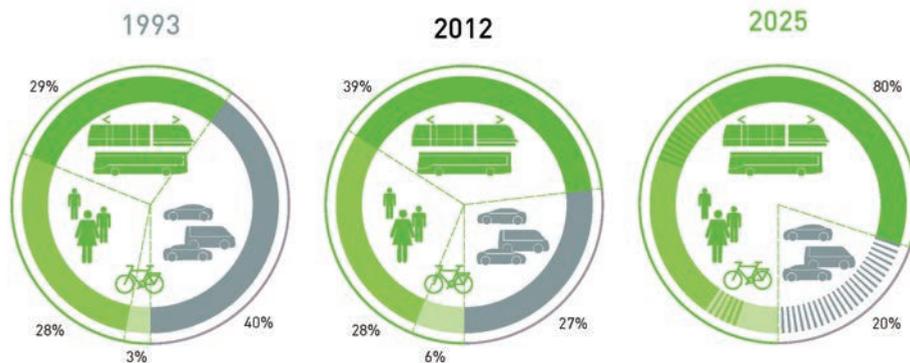
The UDP 2025 follows the Smart City goals and brings them to life in the urban planning field. This is true, for example, in establishing multimodal transportation modes, in energy-spatial planning, or in making the densely built city greener.

VIENNA: BUILDING THE FUTURE – VIENNA: REACHING BEYOND ITS BORDERS – VIENNA: NETWORKING THE CITY

These are the titles of the three chapters that display the key topics of Vienna's urban strategy, giving attention to the existing city, new urban developments, the metropolitan network, green and open spaces, and mobility. A short overview is given below, and further information can be found in the UDP 2025 publication (www.wien.gv.at/english/urbandevlopment/).

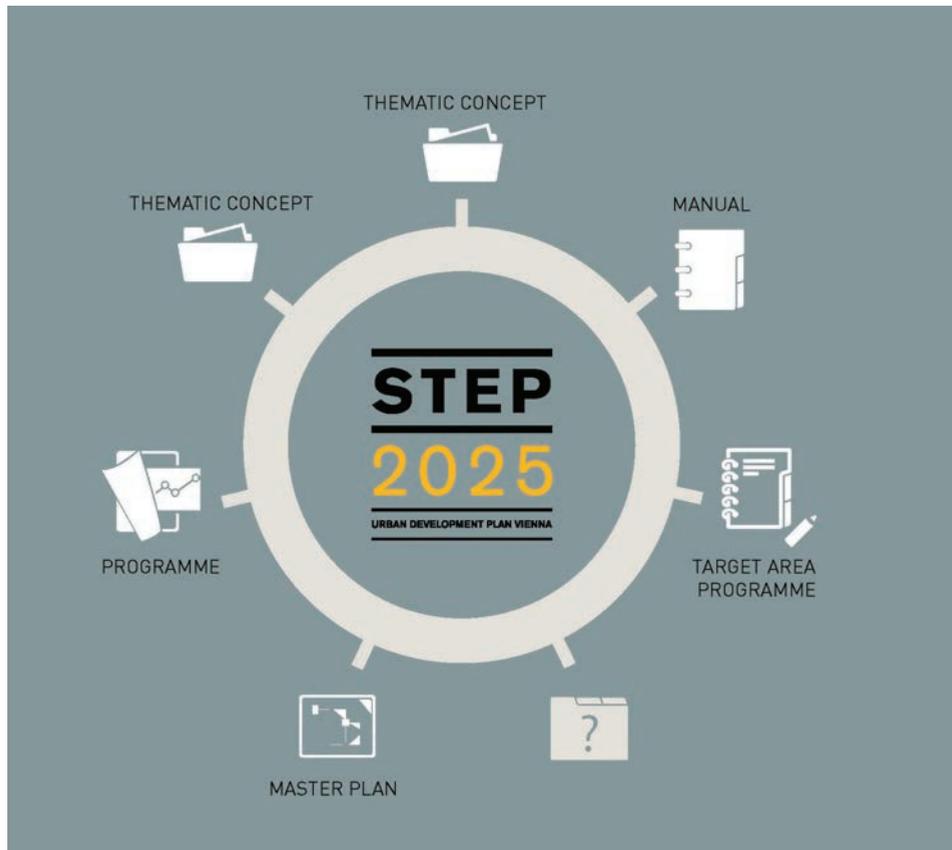
Expected urban growth brings the need of 120,000 new housing units until 2025. In addition to housing space, new green spaces in the dense existing city as well as in new development zones need to be constructed. Moreover, new and variegated working places have to be built. Vienna follows the rule “inner city growth instead of urban sprawl”. Therefore, integrated brownfields (for example abandoned railway stations) will be transformed in well connected, integrated urban quarters. Mixed use, high quality of green and open space, and good public transport connections shape new development areas as well as the rebuilding and enhancement of existing quarters.

Offering appropriate locations and working conditions for all economic activities is very important for a metropolitan city like Vienna. Safeguarding and managing land reserves for industrial enterprises is a big issue of the UDP 2025. Moreover, Vienna is securing space for small enterprises and businesses by providing improved



Modal split (Public transport, walking, cycling, car)

Source: STEP 2025, p. 106, City of Vienna



STEP as a strategic framework
Source: STEP 2025, p. 32, City of Vienna

conditions for the entrepreneurial use of suitable spaces, for example ground-floor spaces or old commercial properties.

Vienna is more strongly linked to its surrounding areas than ever before. The public instruments and processes for interregional cooperation must be accelerated, intensified, and refined. These efforts can build on existing practices, but the methods and strategies of regional cooperation together with the neighbouring cities and municipalities in the metropolitan region have to reach further than they used to in the past.

The city of Vienna is committed to a mobility policy that is environmentally friendly, economically viable, and socially fair. The central target of Vienna's mobility policy can be summed up in "80:20" – by 2025, Vienna's residents will make 80% of their journeys by public transport, by bike, or on foot (2012: 73%) and

only 20% by car (2012: 27%). In order to achieve this, Vienna is actively promoting eco-friendly means of transport.

With a network of attractive paths that connect green spaces and recreation areas, Vienna is improving the offer of open spaces in the city's inner districts. Moreover, Vienna is developing a package of measures for higher quality, better conservation of resources, and more efficiency in the design of open space.

POSSIBILITIES BY COOPERATION – UDP 2025 AS STRATEGIC FRAMEWORK

Besides content based targets, the UDP 2025 also provides new ways of implementation and explains how to shape the city in partnership. The city of Vienna aims at a collaborative urban development and, therefore, looks for strong partners to attend the further development of the city. Hereby, the city administration will become a manager of urban development. Flexible procedures replace rigid regulations. New ways of collaboration with different stakeholders enable new chances in the development of the city. Public interest targets are stated as guidelines, and, while bringing them into life, the city needs support by strong non-administrative partners.

Not only the future urban planning will be collaborative, but also the formulation of the UDP 2025 was carried out in a dialogue-oriented way. The communication concept during the phase of the formulation of the urban development plan made possible different inputs, gained in cooperative workshops, discussions, and information exchange. These different ways allowed a broad debate on the further development of the city. Input was provided, for example, by urban planners, local district officials, neighbouring municipalities, business stakeholders, non-profit organisations, citizens, and international experts.

Although the new Urban Development Plan is mandatory for city politics and the city administration only, the City of Vienna is willing to implement new projects with dedicated partners. Urban development should be governed smartly and calls for everyone who has a “True Urban Spirit”.

3.3. Interventions in metropolitan areas: from the vision of planning to the multiplicity of the vision

Antonis Chazapis

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The second session¹ of the conference about interventions in metropolitan areas consisted of the presentations of Dirk Schubert and Andreas Trisko. These two approaches address the problem of intervening in metropolitan areas with a different methodology, however, they highlight common issues and raise questions regarding the tools and processes of planning in a contemporary urban environment.

The presentation of Dirk Schubert approaches the issue of the transforming European port cities in their post-industrial economic rearrangement. Methodologically, he proposes a codification of different typologies of transforming ports and, subsequently, he chooses a certain typology, based on which he examines five particular cases more extensively and through a comparative angle. The typology that he proposes is associated with the aiming of planning to a specific, each time, economic activity, which is dominant in the process of the city transformation.

Along with the economic and technological changes in shipping, naval trade, and shipbuilding, the targeting of city development policies, through business and cultural economy, dictates recovering former industrial areas and transforming them into new “attractive” – and, therefore, competitive – urban landscapes.

Dealing with the issue of ports and of their redevelopment demands the introduction of criteria according to which one can build typologies and comparative approaches. The proposed typology of port city redevelopment projects follows

1. 2nd session: Interventions in metropolitan areas - examples in central Europe. Coordinator: Konstantinos Serraios (Associate Professor of Urban and Regional Planning, School of Architecture, NTUA). Rapporteur: Antonis Chazapis (Architect–Urbanist, PhD Student, School of Architecture, NTUA). Participating speakers: Prof. Dr. Dirk Schubert (HafenCity Universität, Hamburg), Dipl.-Ing. Andreas Trisko (Head of MA 18, the Municipal Department of Urban Development and Planning, City of Vienna). Questions / Interventions: Thomas Greve, Maria Evangelidou, Dimitris Diamantopoulos.

the criterion of the targeting of planning at supporting and attracting new functions and activities.² The London Docklands business district, Amsterdam and its new zones of “attractive” housing, Bilbao and the “culturalisation of the front” (s. also Gospodini 2006: 37), Gothenburg with its new area of mixed uses and the research-university centre and, finally, Barcelona and the strategic investment on the public space on the occasion of the Olympic Games.

Out of all the above mentioned examples, Dirk Schubert points out the specificity of each case but also the dynamics in the relation between the city and the waterfront, which can fuel reflection on a possibly combined development of Athens and Piraeus or of the broader waterfront of Attica. Although port facilities are nowadays technologically identical, former port areas maintain each time a distinct and unique character, which has to be preserved and given prominence to, also in the case of the waterfront of Athens and Piraeus. Memory and the atmosphere of each place should not be sacrificed in the process of planning, which will anyway have to respond to a multi-scale problem.

Andreas Trisko’s presentation³ doesn’t attempt a comparative study of different cases, but it approaches the issue of intervening in the metropolitan space through the particular example of the City of Vienna. The first part of the presentation deals with the analysis of representative examples of urban interventions, through which the methodology of scheduling and urban planning is featured, whereas the second part presents the organisation of the city planning system and its main guidelines and aims.

The main aim for the City of Vienna is to retain the urban tissue and to orient interventions towards the inner actually inactive areas and infrastructure (train stations, military camps, brownfields). Simultaneously, it is attempted to preserve and reinforce open urban spaces and green spaces within the city. This concern, combined with the care to provide state, social, and subsidised housing, as well as with the care to continuously improve infrastructure for mobility, have resulted in the high evaluation (first place internationally) of Vienna, with regard to living standards, for many years.⁴ In order to maintain high living standards in the city of Vienna, urban planning should consider:

- The demographic dynamics of the city, where there is high mobility but low actual annual population increase.
- Achieving social coherence (continuous development of infrastructure for social integration).
- Sustainable mobility (renewal of transport infrastructure, expansion of the circulation networks for pedestrians, bicycles and public transport).

2. In the examples presented, redevelopment of port areas is defined, according to its planning targets, as office-led (London), cultural-led (Bilbao), mix-use-led (Gothenburg), event-led (Barcelona), housing-led (Amsterdam) respectively.

3. *Vienna, smart growing city*. The presentation made in the workshop doesn't coincide the paper that is included in the edition, and which is co-authored by Andreas Trisko and Katharina Söpper.

4. Mercer’s “Quality of Living” ranking (2011, 2012, 2013, 2014, 2015). Retrieved from <https://www.imercer.com/content/quality-of-living.aspx>

- The significance and the role of public space as infrastructure close to residential areas (interconnection and accessibility of urban open spaces and green spaces).

The targeting of planning at creating autonomous residential unit-districts, where the above mentioned principles are particularised (exploitation of existing infrastructure and reduced consumption of resources, introduction of technologies for ecological management, connectivity with the city, mixing social groups and functions, provision for green and urban open spaces), is presented through a series of examples of urban interventions.⁵ Subsequently, Andreas Trisko describes the different levels of urban planning, as well as the procedure by which the intentions of planning are defined and submitted to consultation and competition. In this context, city planning ought to be farsighted (with its time perspective in 2030 or 2050), to include distinct partial objectives at fixed times and to explicitly express and publicise its vision, so as to achieve the broadest possible citizen participation and representation of different social groups, and therefore interests.

The notion of vision in urban planning is a common axis in both presentations. The methodological choice of typological classification, in the first case, and of the close examination of a certain system of spatial planning – the one of Vienna – in the second case, highlight in different ways the significance of a vision as a strategic aim that dictates the narratives about the urban environment and directs planning in order to transform it. In the first case, what is described is five different strategic aims, five visions about the transformation of post-industrial ports into nuclei of dense urban life. In the case of Vienna, what is described is the planning that supports the vision for continuous improvement of the quality of urban life.

“In the beginning, a vision appears: the image of impenetrable complexity and infinity of the world is simplified into tolerable, assimilable, reasonable, bearable dimensions. Later comes the effort to raise the existing world to the level of the vision – that is to try to render it as clear, genuine and bearable as the vision” (Bauman 2005: 37).

Both presentations give prominence to the vision that directs planning in each case but at the same time they also stress the issue of flexibility in planning. This issue is critical in order to escape the impasse that frequently arises when plans are cancelled over time. Despite all good intentions and even under optimum conditions, planning often fails to establish a “new” situation, as it faces new facts that constantly differentiate the context.

However, both presentations underline the need to incorporate into the planning of urban interventions a perspective of long duration and gradual implementation, as well as the possibility to reconsider and adjust it in correspondence with each context. If we tried to redefine this reasoning, we would say that it contains a struc-

5. Such examples are the redesign of the area of the former airport (Aspern Vienna's Urban Lakeside), the new housing projects in train station areas (Vienna Main Station / Sonnwendviertel, Northern Railway Station, Northwestern Railway Station, University of Economics / Viertel 2), as well as the pedestrianisation of the principal commercial axis of the city (Mariahilfer Straße).

tural contradiction. The “construction” of planning on the basis of a “clear” vision leads planning to failure, if the latter doesn’t incorporate the capability of transforming, that is to take feedback from the, anyhow, transforming socio-economic context. Actually, what emerges is the demand for planning as an open process, and the question that arises about it is how it can be approached as a process that concentrates and activates multiple visions about space instead of adopting and trying to impose a single one.

The multiplicity of the vision depends directly on participation, a concept which both speakers are concerned with, in different ways. In the first case, the emphasis given on preserving the character or the atmosphere (Massey 1995: 56-61) of the urban environment highlights the determining role of collective habitation in the city. The “reinvention” of planning as a process that is fuelled by civil society, promises to enrich planning with the features which are formed by the multiple individual and collective practices of habitation as well as by the multiple visions about the city. In the case of the city of Vienna, the participation of the citizens engaged and directly interested constitutes a strategic objective of the planning, aiming at the maximisation of the produced knowledge.

The participatory strategies implemented pinpoint the limitations that institutional planning has to overcome, regarding mostly the unequal access to these processes, the representation of different groups, and the relation of forces and power in decision taking (Kalantides 2013). The emphasis on the democratisation of planning through the reconsideration of the established tools and strategies constitutes one more vision for the future of urban planning and of common/collective life. This vision is pluralist, right because it wishes to entrench the multiplicity of social subjects that formulate the city, through their multiple visions and narratives about it.

Opening the discussion on the two presentations of the second session, Konstantinos Serraos observed that planning starts from a common reflection on the urban environment and that the interest lies in how planning can constitute a continuous process of dealing with the city and with the possibility to renew strategic aims. The questions and reflections expressed by the audience as well as the interventions of the speakers can be summarised in the issues below:

- The concept of time in the planning process. The first question stresses the long planning times in the examples mentioned by both presentations, arguing that in the case of Greece these times are mainly political, in the sense that planning is annulled, circumvented, relaunched etc. according to the transformation of the political background. Additionally, concern is expressed about how planning is able, in its long range, to incorporate changes in the conditions, the targets, and the context where it belongs.
- Thomas Greve remarks that, in the cases of Hamburg and Munich, companies were founded in order to undertake the management and implementation of the big urban redevelopment projects. His question is about the case of Vienna and the way in which authorities apply city redevelopments.

- A third question introduces the issue of small-scale local agricultural production (urban cultivation) in order to achieve some level of food self-sufficiency of the city as well as to create a new cultural model of managing spare time and of exploiting open spaces within the city. The question is about the ability of long-term planning to include such strategic objectives and about possible relevant experiences in the city of Vienna.
- A fourth question regards the issue of land property in the cases of urban interventions and how it affects planning. How is the possibility to combine state, public, and private property deemed?
- Maria Evangelidou stresses the issue of attracting investments and entrepreneurship through urban redevelopment projects. She asks if there is, in the case of Vienna, any policy to promote targeted investments, e.g. in entrepreneurial innovation, technology, energy saving etc. She underlines that attracting special sectors of entrepreneurship and investment is linked to a series of policies (incentives, tax exemptions etc.) in cases as the ones of London (Docklands) or of Barcelona (waterfront). Finally, she mentions the attempt for urban rearrangement of the Elaionas, where, although the plan is not yet implemented, the strategic aim is to attract investments and business activities oriented to technological innovation. In this case, it would be useful to take advantage of international experience.
- A sixth question regards the case of the Greek city. What would be the proposals of the speakers about it, given that the problem is basically the quality of urban space? At the same time when a huge idle building stock is recorded, the lack of quality public, open, and green spaces is evident. Consequently, how would it be a strategy that would not depend on building in new urban areas but on removing idle activities and thus offering space to the city, like what happened in the case of the former factory of Citroën?
- The same issue is afterwards commented by Dimitris Diamantopoulos, who briefly displayed the situation of the City of Athens. In contrast with the examples mentioned by the speakers, Athens has social contradictions, idle building stock, a big deficit of urbanity, and a shortage of administration structures and of planning tools and institutions. How can planning deal with these questions and how can it achieve sufficient duration, so as to mature and secure broad social consensus on one hand, and continuity on the other? Finally, he asks if the planning of interventions can resolve the combination of city problems and not just be confined to a single redevelopment. Could, for example, the redevelopment of a former airport or port be combined with addressing other functional needs of the city?

In his response to the above-mentioned questions, Dirk Schubert referred exactly to the complexity of ownership specifically in the case of port areas. In such areas, ownership might be public, communal, as well as private or it may belong to the state. Apart from the complexity of ownership, this means that it is particularly difficult to achieve common planning objectives among all different actors that are

involved in it. With regard to time scheduling, Schubert claims that broad consensus, both on the political level and on the level of citizens, is required. At the same time, planning should include from the beginning a certain level of flexibility, which will allow it to adjust to the new context over time.

Referring to the case of Athens, Dirk Schubert points out that, contrary to the financially healthy cities mentioned by the speakers, this city is going through an extremely difficult political, economic, and social conjuncture, which affects the city centre. What was clear in the cases of Vienna, Hamburg, and elsewhere is the existence of a strategic plan with concrete objectives and visions about how the city will be like in the long run. The existence of such a vision can be helpful also in the case of Athens, certainly along with the establishment of a stable legal framework that is able to attract investments.

This vision should give prominence to a comparative advantage of the city and define which feature makes the city more attractive than any other choice of installation or investment. This means, moreover, that, like in the Docklands, a specific incentive policy may be needed in order to activate the process and that planning may later be modified so as to adjust to the new dynamics.

Such a vision for the city may be aimed at particular groups, like the plan for Barcelona, which has promoted the installation of innovative creativity in a deprived part of the port. Of course, this project also requires a communication strategy that will promote the idea of urban redevelopment and will make use of the mass media for this purpose. Barcelona, as a model, and Baltimore, which has followed this model and adopted a series of relevant strategies, may well be examples of reinvigoration of the urban tissue.

Commenting the question of long-term planning, Andreas Trisko stresses the need to be under pressure in order to carry out specific plans and to achieve goals, even if this requires reconsidering the planning in the process of its implementation, something that has happened in the past, in periods when Vienna was not in a growing phase. Moreover, he underlines the merits of cooperation in planning and of the involvement of both specialists coming from different scientific fields and citizens, who contribute in the process of planning taking advantage of the “collective intelligence”. Planning should be dealt with as a process and not as a static object or as a production of a spatial form that will be implemented unchanged in a certain period. The notion of process includes the possibility to change and update the planning but, nevertheless, its basic targeting should be always maintained.

Andreas Trisko mentions that in the case of Vienna a company has been founded, with the participation of state-owned enterprises and of private individuals, aiming at the promotion of real estate in the areas under redevelopment. The course of urban redevelopment projects is monitored by a set of administrative and institutional organs, and it is always crucial to secure communication and coordination among the various parts involved.

Trisko claims that ecological management of resources in the city, urban cultivation and food self-sufficiency, health and healthy lifestyle, as well as the network of

pedestrian circulation, are crucial components, which contribute to the attainment of high-quality living standards in the urban environment.

Regarding Athens, Andreas Trisko agrees that both speakers come from and refer to cities that are in an advantageous position concerning their economic background. The situation in Athens can't be examined outside the socio-political framework and the context of the economic conjuncture. In Germany, attracting investors is based on the provision of a safe institutional framework, mainly regarding the legislation regulating land ownership. The stability of this framework and, of course, the necessary political will and decision are crucial in cities like Athens, which are in a phase of decline, at least concerning the dynamics of their centre.

According to Trisko, the question is to attract those who are wanted to inhabit this centre. Attracting new inhabitants, labourers, and investors in the city centre, even if this refers specifically to retail or to minor and medium-scale investors, presupposes an institutional framework that can protect their interests. Additionally, Andreas Trisko observes that the political system seems to be not stable enough, at least on the municipal level, where authorities succeed each other in very short periods, cancelling any programming of interventions in the city. Municipalities should have a degree of autonomy so as to be able to propel their planning.

The attempt to attract particular types of inhabitants is certainly related with the issue of gentrification. In Vienna, among other cities, a platform has been created, trying to bring people interested in inhabiting the centre into contact with the real estate market. And these are mainly young people who start up small businesses of design, fashion, repair services etc., that is groups of the middle class who do business in the city centre until they can find out whether their activities are profitable and allow them to stay or not.

As far as the possibility to create new green spaces in the city is concerned, Andreas Trisko notes that this is never very easy, and certainly not in the conjuncture that Athens is going through. Although large-scale projects of intervention in the city are interesting, what should actually be exploited and highlighted is the existing dynamics and atmosphere of the city, through its distinctive cultural features. Andreas Trisko urges us to envision Athens fifty years after, so as to formulate a strategy of long-term scheduling that can lead as there.

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4.

Dialogues of experts

4.1. Round table: metropolitan interventions in the centre of Athens

Rapporteur: Evangelos Asprogerakas

Dr. Regional and Urban Planner

The following text is not an attempt of accurate recording of the session but a comprehensive approach in order to facilitate the understanding and the interpretation of the dialogue that was attended by representatives of the local government and scientists specialized in urban intervention issues with different approaches and in different scales.

Starting the round table¹, the coordinator Prof. Georgios Parmenides expressed his concern about how strategic urban interventions are formed, highlighting the need for a system of evaluation and selection of specific interventions through an open procedure with specific criteria. On the occasion of a research program assigned to the NTUA by the Attica Region, 30 inter-municipal nodes of intervention were distinguished. These nodes, as elements of a natural field, were evaluated and managed through their integration in immaterial networks of public space pro-

1. Round Table 1: Dialogues of experts: Metropolitan interventions in the centre of Athens. Coordinator: Georgios Parmenides (Professor of Architectural Space and Communication, School of Architecture, National Technical University of Athens). Rapporteur: Evangelos Asprogerakas (Regional and Urban Planner, PhD School of Architecture, NTUA). Participants: Michael Bacherl (City of Munich), Dipl.-Ing, Andreas Trisko (City of Vienna), Prof. Jörn Walter (City of Hamburg), Prof. Ioannis Polyzos (NTUA), Prof. Dimitris Economou (University of Thessaly), Ioannis Eumolpides (Municipality of Athens), Prof. Panagiotis Tournikiotis (NTUA, Onassis Foundation), Assistant Prof. Nikolaos Triantafyllopoulos (University of Thessaly). Questions / Interventions: I. Konstantopoulos, M. Evangelidou, C. Gkanasoulis, D. Diamantopoulos, A. Kanelopoulos, C. Giokaris.

duction, such as financing, political intentions, and synergies for the improvement of life quality. It is an open system with every specific network having its own internal rules, and all together can be used in the evaluation as filters assessing the importance and centrality of the intervention nodes. At the same time, the types of intervention are selected, forming a matrix of interventions at different decision levels and according to different policies. It is an urban intervention ontology with multiple parameters including time.

Prof. Panagiotis Tournikiotis initially referred to the importance of the introduction of the experience of different cities by those engaged in studying and decision making. These paradigms can't be transferred from one city to another, but we have a lot to learn by studying procedures, methods, queries, policies, and how they were implemented mainly in relation to the role of the state and the cooperation with the private sector.

He pointed out that, so far, during the dialogue, common parameters such as quality of life, issues of public space, the trend for more space for pedestrians and less for cars, as well as cooperation between the public and private sector became apparent. In this cooperation, public authorities always play a significant role, as they determine the terms and expected results of the public interest. However, in order for it to be successful, it is necessary profits for the private sector to be ensured.

This framework, inevitably, led to the terms "City" and "Politics", deriving from the ancient Greek philosophical and political tradition, as well as from urban planning as an exercise of politics in space, questioning the meaning of "Cybernetics", governance, and city management.

The examples presented are related to a city-state structure. Municipalities manage the city more comprehensively in comparison to the Greek case, on many different levels, with a strong ability to design, decide, and act. The distinction and relationship between powers concerns Athens, with the different rates of change being a key feature. The powers (central, regional, local) do not change simultaneously.

Today we are in a transitional period, during which it is not clear who regulates the area, a role perhaps played by the Organisation for Planning and Environmental Protection of Athens until its abolition in 2014.

For example, in the effort to implement the Master Plan of Athens, which directs the coupling of Athens and Piraeus centres, 6-7 municipal administrations have to be dealt with, with their interests focusing locally and their cooperation capacity being weak. It is necessary, in a framework of urban governance, for the networking of spatial interventions in the Athens area to exist, with the aim of identifying common axes and guidance. An intervention policy independent of political changes consists a precondition.

The current view of the spatial development of Athens is based on some basic principles: no urban sprawl, no generalized decentralisation, focus, reconstruction of central Athens and Piraeus, exploitation of the waterfront. There is a need for in-

terventions with multiple objectives, long-term planning, requiring perhaps to redefine networking and the prioritisation procedure. There are certainly other decisive forces besides planning, thus governance should be able to manage even accidental or random factors while targeting the ideal final result.

Prof. Dimitrios Economou highlighted, as a fundamental question related to planning, the selection criteria, e.g. for networking, nodes or thematic axes of intervention etc. Some obvious criteria are the strategic character of the interventions and how they associate with an overall vision. Another important aspect, however, is the participation of other stakeholders except the technocrats. This issue has been a field of broad debate in recent years. However, the participatory and consultation processes are not a panacea, supposedly being able to solve all the problems and lead to the ideal choices.

The example of the consultation during two research projects on Integrated Urban Intervention Programs (SOAPs) in the centre and the west of Athens reveal some parameters in this direction. First, the population involved lacks uniformity, consisting of groups whose interests do not coincide and priorities are different. There is a methodological problem of how they will reconcile. For example, in the case of land ownership, the gentrification processes are desired by owners, as the value of land is increased, but not by tenants, as the cost of use also rises making their expulsion possible. Mutual concessions are required in order to allow compromise. In many cases, the solutions should be political rather than technocratic. If priorities and policy objectives are not clear enough, planning cannot be effective.

A positive finding in the example of the Western Athens SOAP is the fact that the 8 municipalities involved managed to agree on key objectives and choices, a fact not easy in Greece. The common public interest emerged as an effective reason for synergies and planning choices that do not necessarily correspond to the priorities and the political directions adopted by administrations.

Another important criterion is the feasibility of the proposals, determined by objective constraints (e.g. funds) and the institutional and administrative framework (e.g. administrative responsibilities). The fragmentation of responsibilities among many actors, the geographical fragmentation of interventions, and a lack of operational tools such as the inability to intervene in private buildings with multiple owners can be major obstructions.

Mr Ioannis Eumolpides firstly referred to the limited planning powers of the Municipality of Athens and its dependence on the central government, noting that the establishment of the Athens SOAP needed 16 Ministerial signatures. The SOAP is a continuation of the "Ergo Athina", implemented since 2012 by the Municipality. It is a tool of integrated approach, as it facilitates not only physical planning interventions but also actions such as boosting entrepreneurship and promoting tourism in the Municipality. The SOAP may be funded in the framework of the Integrated Territorial Investment Tool implementation. Coordination of the implementation

will be undertaken by an inter-ministerial committee, with the Municipality having the responsibility of monitoring and evaluation.

A remarkable innovation of the Municipality towards civil society participation is the platform “synAthina”, enabling groups of citizens to communicate and cooperate with the Municipality. The platform has been awarded through a relevant international competition, and there is the ambition and the goal to be evolved as an effective consultation tool with wider inclusivity.

The presentation of Prof. Ioannis Polyzos focused on certain specific proposals, as they were formed under a research project commissioned by the Region of Attica to the NTUA and coordinated by Prof. Parmenides. The strategic framework of these proposals was shaped mainly as a result of the dialogue on the new Athens Master Plan.

The designation of an intervention as metropolitan involves integration into a more comprehensive strategy for urban space. In an attempt to formulate a strategy for Athens, an initial ascertainment is the depopulation and aging of the city and the widening of social inequalities, halting the city’s growth options in every direction. The city centre is emptying, and economic crisis is not the only reason for that. The mix of uses and the achievement of urban vitality are desirable. The relevant dialogue is yet to be accepted by both politicians and planners, while infrastructures leading to the expansion of the city (e.g. shopping mall in Kantza, Perama - Salamina undersea link) are still a planning option. The future of the Athens basin can’t be based only on suburban development but should focus on the interior, which makes apparent the need for the formulation of a comprehensive intervention strategy. The conversion of Panepistimiou Avenue to a pedestrian, bicycle, and public transport axis, as well as the Faliro intervention, are parts of a broader urban planning strategy.

Some other general remarks made:

- A metropolitan Athens with concrete poles is recommended together with a functional Athens - Piraeus centre.
- As the inner city empties, the planned development of the former “Ellinikon” airport constitutes a problematic option for the time being, forming a city within the city.
- The planning responsibilities remain concentrated in the central government. The Attica Region authority manages significant resources, without any planning responsibility. The implementation of a strategy for the region can’t be based on fragmented municipal interventions.
- South-western Athens presents social and climatic differentiations in comparison to the rest of the basin.

Large green metropolitan connections can help in the reversal of the climate disadvantage of the basin. For example, the connection between the Kaisariani Monastery and the Daphni Monastery will allow the mountains Hymettus and Egaleo to be connected by a green route of 18 km, exploiting different spaces, axes, and existing urban elements.

The proposal advocates the sustainable mobility direction, while at the same time specific inter-municipal interventions (Keramikos, Fix, Piraeus) and landmark networking (e.g. Lycabettus - Pedio Areos - Attika Grove) will be implemented through integrated urban interventions providing mobilization of financial, social, and planning tools.

Dr. Nikolaos Triantafillopoulos reported the inability to connect urban planning with an appropriate operational planning, which undermines the feasibility of the former and its ability to be effective in “useful time”. Urban planning is a lengthy process and at the current situation of limited funds risks remaining inapplicable. The mobilisation of private capitals requires appropriate effective tools. It is noted that the private sector includes not only big companies or financial institutions but all citizens who have an economic activity within the city. The operational planning of metropolitan urban regeneration interventions refers to the appropriate institutional framework and implementation tools.

In situations such as the intervention in the former “Ellinikon” airport, the direction formed so far may not be enough. It is necessary for the state to proceed to the operational level, assessing its particular characteristics in order to ensure benefits for the public at all levels.

Mr Bacherl pointed out the significance of a dialogue concerning the targets of the planning in order for them to be evaluated and determined. It is necessary to form the proper structures so as to achieve a balance among the various interests. Cooperation among small communities can lead to the formation of a common vision, while, at the same time, cooperation with the central government also seems to be essential. The vision can be utilised taking small steps at a time. Taking, for example, the case of the empty, abandoned buildings, on a first level their recording and evaluation is essential, and on a second level investigating their potential of being exploited follows.

Prof. Jörn Walter referred to the era just after the reunion of the Eastern and Western Germany, a time when the government could fund limited interventions, imposing, thus, the necessity of activating private capitals. The tools used were of various forms (e.g. estate sales, privatisations, in-between systems such as Business Improvement Districts etc.). This 25-year experience on cooperation with the private sector leads to the conclusion that it is necessary for the state to be in control of the private economy, while in the long term, in 10-20 years’ time, only the state can take on the planning responsibility.

In Germany, every 1€ invested by the public sector attracts about 6€ of the private economy. In any case, the formation of an integrated strategy is demanded.

In relation to the former “Ellinikon” airport, it has been pointed out that such large in size sites bear significant potential. In this period of limited funding potential, only some “brilliant idea” is better than nothing.

HafenCity in Hamburg is a similar case as it used to house port facilities. Its development was a significant prosperity step of the city, which, in contrast to Berlin,

gained nothing from the country's reunion, and was in developmental stagnation 15 years ago.

A cycle of questions and statements followed, into which the audience was also involved. Two basic reflections emerged concerning:

- The handling of the residential issue through urban interventions in accordance with the particularities of property ownership in Greece.
- The ability to use methods and tools for the effective financing of urban interventions and the improvement of the urban environment in general, with the participation of the private sector and the exploitation of potential benefits formed due to public investments. In the dialogue that followed, it seemed to be accepted that in Greece the leverage of resources by mobilising private capital with public targeting is not exploited. The involvement of the private sector through integrated intervention plans is desirable.

The existing planning tools seem also weak, especially those relating to urban regeneration. Urban interventions in Greece are limited to investments in public space, with any consequences in the private sphere arising solely through the reaction of the market. Any active involvement of the private sector requires intrusive tools.

Among the possible tools mentioned are included:

- The activation of the "transfer of built surface ratio".
- The application of a land policy combined with urban interventions.
- The formation of mechanisms that will recognise any surplus value stemming from the interventions and will make the best use of them, at the benefit of urban development. The case of the Metro stations was characteristically mentioned, as land prices around them increase, and, thus, any surplus value due to public investment goes to random owners exclusively.
- The potential to intervene in buildings of many different owners.

Nowadays, in Greece, there is no policy concerning social housing, neither programmes on the holistic upgrading of the aging residential buildings. The Municipality of Athens is concerned about the issue and anticipates effective results through the activation of contemporary funding tools such as JESSICA. The construction of immaterial public space through the use of platforms concerning not only public consultation but also public education is a useful tool in the hands of the local government.

The experience from Germany features the significant role of the State in spatial development, especially in the cases in which it can provide the land. The retention of the regulatory role through the procedures of spatial development is a prerequisite. The criteria upon which an urban development project is assigned to the private sector are not only financial but also related to the potential of commitment regarding the planning and the quality of the final product. The Public Private Partnerships have been proved an effective tool more in relation to infrastructure development

than to building facilities. A new tool, still under construction, is the Inheritance Construction Right, which provides the possibility of land lending for 50-100 years, a period during which it will be exploited and then return to the public sector.

Some conclusive findings in relation to the general elements of planning that need to be specified can be deduced from the dialogue above:

- A specific methodology, process, and criteria in order for the appropriate interventions to be selected should be defined. A key element is the clear addressing of strategic goals on the metropolitan level.
- The effective implementation of planning prerequisites innovative mechanisms and processes of governance in order for a number of parameters to be controlled:
 - The coordination of the administration, vertically and horizontally, in the metropolitan region.
 - The participatory, effective integration of the public opinion and the balancing of interdependent interests in space.
 - The operational organisation of the application, including the shaping of effective financial tools.
- In any case, the state should secure the regulatory role as the only responsible for shaping a long-term vision.

4.2. Round table: metropolitan interventions in the Athens waterfront

Rapporteur: Maria Papaioannou

Agronomist & Architect, PhD candidate, NTUA

The afternoon session of the workshop,¹ dedicated to the waterfront of Athens, was attended by representatives of the central government and of local authorities and associations, as well as by scientists skilled on issues of urban interventions. It began with a series of presentations by Greek experts and invited foreign speakers.

At the beginning of the discussion, the coordinator, Dr. Th. Greve, asked Ch. Antonopoulos, Director in the Department of “Major Urban Interventions” at the Ministry of Productive Reconstruction, Environment, and Energy (MoPPEE), to inform the audience about the way governing metropolitan interventions are currently being carried out.

The legislation and the administrative authorities governing metropolitan interventions in Greece have changed recently. The most significant of these changes, the major part of which was in response to the financial crisis, was the abolition of the Organisations of Planning and Environmental Protection of Athens and Thessaloniki (OPEPA and OPEPS) and the transfer of their powers to the services of the MoPPEE.

Ch. Antonopoulos referred to the Organisations of Planning and Environmental Protection of Athens and Thessaloniki (OPEPA and OPEPS) and to their aim to accomplish planning for the two metropolitan areas mentioned above with regard to the recent socio-economic developments and to the intended environmental pro-

1. Round Table 2: Metropolitan interventions in the Athens waterfront. Coordinator: Dr Thomas Greve. Rapporteur: Maria Papaioannou (Agronomist AUTH, Architect and Urban Planner NTUA, PhD candidate NTUA). Participants: Prof. Dirk Schubert (HafenCity Universität Hamburg), Maria Evangelidou (former executive of the Organization of Planning and Environmental Protection of Athens), Christos Antonopoulos (Director in the Department of “Major Urban Interventions” at the MoPPEE), Dipl.-Ing. Andreas Trisko (City of Vienna). Questions / Interventions: Panos Totsikas (member of the Committee for the Claim of the Metropolitan Park of Ellinikon), Fratzeskos Kallibrousis (architect, member of the Eco-Greens Party), Ivy Nanopoulou (architect, managing partner of the office “Thymio Papayannis and Associates, Inc.”), Dimitris Diamantopoulos (architect), Prof. Panagiotis Tournikiotis (NTUA, Onassis Foundation), George Arachovitis (architect), Michael Bacherl (Municipality of Munich), Dipl.-Ing. Andreas Trisko (City of Vienna), Prof. Jörn Walter (City of Hamburg).

tection. The operational objective of the new structure under the MoPPEE is the formulation of guidelines for planning policies in metropolitan areas. Furthermore, the MoPPEE will function as a powerful administrative tool for the planning and implementation of major metropolitan interventions. The two main tools that this new structure has in its disposal are the new “Regulatory Plan of Athens”, which is expected to contribute to creating conditions for self-reliant development, and the “Integrated Urban Intervention Plan of Athens” (IUIP), created to function along with the Integrated Plans for Western Athens and Piraeus, currently under elaboration.

Ch. Antonopoulos considers degradation to be the most crucial problem of Athens, due to the existence of complex problems, the most intractable among which are the ownership status of the building stock, the lack of funding, and austerity, which weakened incomes and put enormous pressure on real estate values.

Athens is currently confronted with many degraded areas facing very serious socio-spatial problems. All of them are centrally located, in close connection with old industrial, commercial, storage, and transportation zones and characterised by abandonment or irrational use of their building stock. Furthermore, they are facing highly dysfunctional housing conditions in connection with poor and disadvantaged population. The conditions there cannot adequately support development and attract private funding, also due to the currently unstable economic situation. Ch. Antonopoulos considers that it is the right time to implement targeted interventions, with the goal of developing socio-economic activities aiming to strengthen the position of Athens as a financial centre in the South-Eastern Mediterranean.

M. Evangelidou addressed the need for a transition from regulatory planning to integrated management. Thus, she considers the strategic importance of the re-planning of the Athenian urban coastal zone for a metropolitan development strategy in three ways:

- As a means of urban sprawl control, by introducing new natural environment elements in the urban tissue and reducing the demand for second housing areas.
- As an important spatial capital and a crucial identity element of the city, enhancing its international role.
- As a spatial cohesion enhancement tool, in the sense that spatial inequalities between the eastern and the western Attica coasts, due to significant character, landscape, and land use differences (beaches vs industrial zones), can be tempered by adequate waterfront projects.

An extensive presentation of the pilot project in Drapetsona, a programme for the western port-industrial zone prepared by the Organisation of Planning and Environmental Protection of Athens, was made in order to outline its basic principles and focus on issues related to the territorial governance. M. Evangelidou ended her contribution with a reference to the following critical governance issues, which highlight some typical pathologies of the Greek urban planning system:

- Establishment of ad hoc structures and specific institutional statuses for each com-

bo programme. Through bypass functions, these structures split the central administration in terms of human resources and competencies. This leads to increased administrative burden, responsibility conflicts, and serious policy discontinuities.

- Excessive concentration of management responsibilities on the state level, leading to local authorities that lack sufficient planning and urban management experience and skills.
- Rare consideration of management issues, resulting to limited correlation between planning and implementation.
- Frequent underestimation of the dimension of spatial governance on the administrative level. Political dialogue on administrative reform issues is mainly limited to the management of human resources (mobility, evaluation, payroll etc.) and the introduction of new technologies (e.g. e-governance).
- Limited relevance/synergy of spatial and environmental issues, resulting in dysfunctional environmental licencing procedures.
- Consideration of public consultation as a “delay” in decision making and at the same time inability to establish bottom-up processes and to transform planning into an effective conflict management tool.
- Time delays, which usually reveal the lack of stable political will. The fragmentation of competencies allows responsibility diffusion, and multiple planning levels allow implementation delays.
- The association of strategic planning with deregulation policies (indicative and not binding, loose formulations without clear objectives) and, a later stage, with the introduction of horizontal regulatory provisions aiming to support sectoral spatial policies (e.g. tourism) and limiting the role of land use plans. In this sense, strategic planning lacks connections with good governance principles (openness, participation, accountability, internal coherence etc.), while implementation structures, as an attempt of adopting operational efficiency in the planning procedure through monitoring practices, have never been established. Strategic planning has been connected neither to the attraction of local investments / development of entrepreneurship in targeted sectors (e.g. by setting up public-private partnerships), nor to the social economy, as in other European countries.
- Frequent failure of complex financial tools, aiming at multidisciplinary and multisectoral procedures, due to the fact that the managing authorities are mainly focused on eligibility and absorbency but lack integrated spatial vision. This leads to limited public-private partnership development and future leverage of financial resources.
- The Integrated Urban Intervention Plan of Athens (IUIP) responds only to the request for political coordination but not for cooperation between the different sectors of the administration. Thus, it is expected to be of a limited effectiveness unless:

- ↳ it becomes connected with tools that vertically integrate urban planning, such as Controlled Development Zones (CDZ),
- ↳ it relies on the creative exploitation of existing structures rather than on start-ups,
- ↳ it adopts incentives targeted not only to the private sector but also to the strengthening of integrated programmes, and
- ↳ the abolition of the Organisations for Planning and Environmental Protection of Athens and Thessaloniki (OPEPA and OPEPS) can function as an upgrading opportunity of these bodies in order to strengthen metropolitan governance in terms of political legitimacy.

As a next issue, the coordinator addressed the question of setting up a future vision for the City of Athens with a special emphasis on the urban coastal zone, its potential to play a significant role in such a vision, and the possible objectives for a corresponding development.

Dirk Schubert believes that the coastal zone is of particular importance for the future development of Athens but does not consider it as a first priority issue. From his point of view, it is the Athens city centre that appears to face the most serious problems. Thus, in the context of the current economic instability, it should be the first planning priority. In this sense, D. Schubert is sceptical about the effect of large and imposing projects (e.g. National Library and Opera) and counter-proposes rather a series of dispersed small-scale and low-cost projects that would create overall positive effects in order to enhance the growth potential of the city centre.

Andreas Trisko used the example of Bilbao in order to underline the importance of governance in strategic planning and decision making. He thinks that the way issues regarding different administration levels and decision making authorities were handled and bypassed could be a positive example for Athens as well. Regarding the future vision of Athens, he considers the transport system organisation of high importance, stating that any planning idea related to the re-planning of the former Ellinikon Airport should be associated with the re-organisation of the traffic along the waterfront.

M. Evangelidou agrees that the coastal zone is of great importance for the vision of Athens and introduces the term “urban sense of crisis” to describe low-cost management interventions that could contribute to major mindset changes.

With regard to the former Ellinikon International Airport, M. Evangelidou indicates that urban planning should be used as a major conflict management tool. The planning proposal of the Organisation for Planning and Environmental Protection of Athens (OPEPA) for the Ellinikon area could function in the direction of “territorial democracy”, namely through the possibility of drawing funds from the urban development of a part of this area in order to create new public spaces in other dense populated areas of the Athens agglomeration, especially in the city centre, where the need for open green spaces is enormous. In an environmental way of thinking, a possible green space network in the centre of Athens would affect the microcli-

matic conditions in the Athenian basin in a more decisive way than one in Ellinikon area, which is already in a climatically favourable position and could, therefore, support some type of development. Furthermore, M. Evangelidou highlights what she defines as a kind of “phobia” to use planning as an instrument for the proper exploitation of properties. This phobia downgrades the future of the real estate and, ultimately, the whole process of development, as it creates uncertainty to investors, provokes rivalry, and turns against the very value that Ellinikon could yield.

Regarding the Ellinikon case, Ch. Antonopoulos remarks that his objective would be the development of a residential programme in a small part of the area and of a metropolitan park in the remainder. Using the example of Berlin’s Hasnaviertel, he demonstrated that a comprehensive residential programme with the contribution of skilled architects can be produced, while maintaining an urban environment of high quality.

Based on the initial statements of the participating experts, many further different opinions were expressed, which could be summarised as follows:

- In relation to the former Ellinikon Airport, there are different and opposing opinions, two of which are predominant. The first one considers the creation of a great metropolitan park, with sports and leisure facilities and a Centre for Culture, Education, and Research necessary for the climatic function of both the Athens Metropolitan Area and the neighbouring municipalities. The second considers it more sustainable and realistic to assign a portion of the land for urban development, with the aim to invest the resulting profit in the creation of a large park in the area and, possibly, also in the creation of many smaller parks in central areas of the metropolis, where there is a need for more open and green spaces.
- In relation to the waterfront, the question that seemed to arise from the previous presentations was whether the authorities should prioritise interventions in the city centre over interventions on the coast and vice versa. The idea that such a rigid dilemma can’t exist, and that management must be fair and equitable, seems to prevail.
- The issue of the unity of the waterfront was the third issue that emerged from the discussion. As a city that is built beside and along the Saronikos Gulf, Athens has a coastline that spans from Piraeus to Sounion. This coastline has spatial unity, the preservation, management, and promotion of which should be an objective of any integrated planning process.

In the ensuing discussion, P. Tostikas, a member of the Committee for the Claim of the Metropolitan park of Ellinikon, pointed out that the regulation about Ellinikon has been incorporated also into the Regulatory Plan of Athens. He deems these plans environmentally disastrous and unacceptable to the city and claims that what is planned for Ellinikon does not have any priority, meaning, or interest, while what is rather

needed is an environmental reconstruction of Athens and not a new urban expansion program in the form of a new city within a city. According to his opinion, the need for improving the climatic condition of Athens should ban these projects, the waterfront should be open to everyone, and the main aim should be a large metropolitan park, reusing existing buildings for cultural and sporting activities. F. Kallibrousis, an architect and a member of the Eco-Greens Party, proposed a special round table discussion about Ellinikon, inviting all actors already involved. He considers that the current proposal is a private real estate development plan that has no value for the city.

I. Nanopoulou, an architect and managing partner of the office “Thymio Pappayannis and Associates, Inc.”, which is also the coordinator of the redevelopment of the Faliron Bay, considers Athens as a coastal city, with its development always based on the sea. Thus, the city centre cannot be seen in contrast with the development of the waterfront. The seafront has enormous potential, which could be used as a leverage for the city centre development. Design and implementation tools have to be defined that will allow the city centre to breathe, exploiting the potential of the waterfront. I. Nanopoulou referred to the location of the Opera and the National Library in Faliro, where the city meets the sea, in a historic site, the first city port. She considers that it can symbolically represent the meeting point of the city with the sea. The fact that in front of this point there is an area of 800.000 m² that has been the city’s redevelopment vision for decades and is currently in its final planning stage is considered extremely important, as it restores the city’s relationship with the sea and the linkage between the eastern and the western Attica basin. Similar development tools should be used for the development of Ellinikon in order to reshape the waterfront as far as Varkiza and Sounion.

Architect D. Diamantopoulos reminded that the Athens waterfront development has been occupying the thought of Greek architects for more than fifty years, mentioning George Kandyliis, who always used to accent the value of the waterfront and the turn of Athens to the sea. He agreed that the survival and enhancement of the centre should always be considered in relation with the periphery and particularly the waterfront, while the development of any regional plan should always involve integrated development of both in a long-term, a clear vision, which should not be interrupted. D. Diamantopoulos asked the invited experts to comment on the fact that, due to the severe economic crisis, the Greek state has established a fund for the sale of all high-value state land, in order to cover a part of the country’s debt, while Greek cities have so many significant problems. Athens should be defended and given prominence in the best way, so as to showcase Europe as well.

P. Tournikiotis, Professor of Theory of Architecture at the NTUA, continued the debate about the waterfront from a different angle. He proposed a distinction between the question of the old airport of Ellinikon and the intervention associated with the Opera House and the National Library on the Faliro front, in connection with Piraeus. He considers that these are two completely different issues, with a

different relation to the development of the city centre. In the context of an attempt of reconstructing the centrality of Athens and the coherence between the historic centre of Athens, Piraeus, and the Faliro front, which is an uninterrupted continuation of the Athens basin, the relationship with Faliro, an actual and timeless relationship, must remain alive in the opening of the city to the sea. In this sense, he regards locating the Opera and National Library in Faliro as inappropriate but, however, he thinks that this is something that should now be taken for granted. Therefore, the Opera House and the National Library should be completed, and Athens should capitalise on the momentum that this development will produce. In this context, the sea right in front of the complex should be for the benefit of the city and connected with the centre of Athens as good as possible.

The existing study attempts to link the city with the sea through flyovers, keeping high speeds, closed highways, and major interchanges between the Library, the Opera, and the waterfront. These are elements that interrupt any continuity and connection with the sea and are not consistent with the aim of giving priority to public transport and pedestrians or with the need to restrict the use of private car on these roads. Therefore, they should be carefully reviewed. The zone between Syggrou and Piraeus avenues, extending from the city centre to the waterfront, could be served by means of transport such as trams, which will help the city recover its consistency, achieve centrality, and open to the sea. The issue of the Ellinikon former airport needs a completely different discussion, which should start from scratch, as a standalone, separate subject.

Architect G. Arachovitis distinguished two approaches in the debate regarding the city centre in its connection with the waterfront: the first one is creative and synthetic, the second one is divisive. He commented that the latter speakers endorse the first approach. Access to the centre passes through the seafront. These two elements can't be handled separately. Attica's western waterfront, from Sounion to Faliro, Piraeus, and Drapetsona, should be considered as a whole. It demands strategic interventions, which belong neither only to local communities, nor only to the central government, nor only to entrepreneurs. If we take the example of Ellinikon, two extreme scenarios have been followed until today. The first one, with the competition, was maximalist, as the conversion of Ellinikon to a huge metropolitan park is unrealistic, whereas the second one was a project assigned to a business initiative, without any competition or any kind of public debate, which is equally wrong.

Therefore, dialogue should start from the beginning and in an open-minded way. This dialogue should concern the entire metropolitan area and not only the surrounding municipalities. It has a strategic character and should be seen as an important element for the reconstruction and development of the metropolitan area as a whole. The city centre has limited potential to produce surplus-value; therefore, we have to find ways to draw surplus-value from the South, from the seafront, and spread it all around the metropolitan area. The day after what will happen in Ellinikon should be a day for the citizens of the whole city, not only for a part of them.

The same applies to Drapetsona, where the stakeholders that should be involved are multiple, including both the central administration and local communities. The challenge is to reach out to the city and its citizens and, at the same time, find a way for the public interest to coexist with private investments.

Following the closing of the session, the coordinator thanked all participants and the audience for the vivid discussion. The great interest confirms the need for international dialogue and forms a challenge for its continuation. In this direction, the coordinator requested and received spontaneously the warm assurance from all foreign experts as well as the representatives of the Ministry, the planning institutions, academia, the planners, and the civil society that they are all available for deepening the dialogue.

5.

Conclusions and perspectives

5.1. Final remarks by the experts¹

Michael Bacher¹

City of Munich, Department of Urban Planning

First of all, a brief assessment, outlining what needs to be done, what the main points of action are. It is of major importance to develop a general model, a concept for the entire region, which will be based on a suitable form of organisation. This is actually the very first step towards gathering all relevant stakeholders, including the central government, the local authorities, the municipalities, as well as significant private stakeholders, in order to develop together a general model that will determine the main objectives. This general model will be the guide for all the processes to follow as well as for all arising issues and their individual points accordingly.

Before answering the question what form the further process could acquire, I would like, at this point, to thank you once again for giving me the opportunity to be here. It has been a truly enriching experience for me. I have learned a huge amount of things over the past two days, not only about Athens and how things operate here regarding planning processes but also, accordingly, about, how things could operate if German cities had to face similar situations. It was absolutely rewarding, and I am glad I could be here.

The issues we have discussed are genuinely exciting and of global interest, and, therefore, I can also benefit from the discussions and take something home with me. Consequently, I would welcome the continuation of this initiative and hope we could work together again in the future. So, once again, thank you very much.

1. According to the transcription of the oral statements, translated in English.

Prof. Dr. Dirk Schubert

HafenCity University Hamburg

I would like to briefly add three points as a summary. Why did the planning for the former airport “Ellinikon” fail? The planning took place during an economic boom, and according to our understanding the reason for its failure lies partly in the complexities of the Greek planning system, which make this case, in a way, suitable for a research on how the Greek planning system functions, or rather fails to function. It is certainly not easy to overcome this problem, but every crisis comes with an opportunity for a new beginning. Times of crisis call for new arrangements, and in some cases problems could be dealt with more easily and perhaps more effectively when seen from a different point of view, even more so in the context of the new political conditions. As to the second point, you have created a strategic plan for Athens, and every strategic plan involves resources, human capital, and money. You have presented three projects to us during these two days. Probably, there are more projects. To some extent, we have discussed these projects as if they were competing against each other. This need not be the case. Only in a strategic plan does prioritisation play a role. First things first. Probably we exaggerated a little bit – if not a lot – with our wording as regards where to put emphasis, but the problems of the inner city are indeed so serious that – at least to me – it is quite obvious that something should be done here.

Last but not least, the problem with coastal planning: surely, this matter concerns the recreational area closest to Athens. Undoubtedly, it is necessary to ensure public access, avoid the privatisation of beaches, and improve water quality. This, however, is not competing with the upgrade of the inner city; it is rather supplementary to it. As to the question of a further exchange of ideas, speaking from the perspective of the universities, we would welcome the idea of expanding our cooperation. There is a great EU programme called Erasmus+, which we could use at the level of higher education institutes both for students and for teaching staff to facilitate initiatives for an exchange of ideas. If we could obtain more input, we would be able to assess the strategic plan more analytically and more to the point and later on possibly involve more expertise in the programme. I think this would be relatively easy to do at the level of universities. You are more apt to evaluate this option from the perspective of the cities, in any case this Erasmus+ programme offers the opportunity to attract expertise from the private sector, namely independent architects and planners. This would be a good opportunity, since cooperation is one thing, and collecting the necessary money to realise a project is another.

Andreas Trisko

Dipl.-Ing. Architect & Regional Planner, Head of the Department MA 18, City of Vienna

First of all, I would like to congratulate you, Mr Serraos and Mr Greve, for organising this event. I think you definitely deserve a round of applause, I sincerely mean it, since I believe that this forum represents a great opportunity as it has the potential to stimulate initiatives, if it hasn't already done so. This invitation to a round table discussion, the Minister's invitation to dialogue, the broad participation of representatives of the administration, of the architectural circles, of the political circles, all that illustrate the urgency of the problems that Athens faces. But, at the same time, it proves how committed people are in resolving them, because, if they were not committed, they would not be sitting here throughout this workshop listening to our speeches, as this is not necessarily the best way to spend a day.

All the contributions to the discussion have given us a fairly clear picture of what needs to be done and what the priorities are. There is still a lot of work to do, as the above positions need to be translated, agreed upon, and further developed. But I am sure that you are able to make it happen. During the break, I had a conversation with another participant here. He believed that things can only get better from now on, and this is the right way of looking at it. You face a number of challenges but at the same time you also have a great potential. Once again, I would like to say that Athens is a city with a 2,500-year history, if not even longer. It will be here for a long time to come, and I for one am excited to see what this city will look like in 15 years' time. I think it will be totally different: same city but still totally different. I wish you every success, and it goes without saying that I will be here also in the future for participating in such an exciting process. In any case, I wish you good luck in your projects here, in Athens.

Prof. Dipl.-Ing. Jörn Walter

Chief Urban Planner, Free and Hanseatic City of Hamburg

To be perfectly honest, after listening to all the contributions to the discussion this evening, I do not have the sense that you actually need us. Of course, I can always share with you my experience from the last two major projects that I participated in over the past 15 years in Hamburg, namely the HafenCity and another major project of an international architectural exhibition, which regarded the environmentally sound and, most importantly, affordable reconstruction of the city in one of the most underprivileged neighbourhoods of Hamburg. In this context, we had conducted many international conferences. We had, therefore, the opportunity to seek much advice from abroad, not only from Europe but also from other continents. But, to be quite honest with you, not much of such advice could be directly used in our case. It was astonishing, though, how extremely relaxed the atmosphere was in these discussions, which took place among people from totally different cultural backgrounds and with entirely different perceptions. And they have led to a surprisingly broad consensus. Thus, since it can be helpful in this sense, I would gladly participate in your future projects as well, even if my help is not very concrete, but rather a bit abstract. Thank you very much and thank you for inviting me.

5.2. Closing remarks

Konstantinos Serraios

Associate Professor, NTUA

It is almost 19.30. We have been here for almost twelve hours, with three breaks, and the room is still full. So this probably means that what we have attempted may have been of some interest. This is undeniably positive and gives great satisfaction to us all who undertook the responsibility to organise this workshop.

I wouldn't attempt to say anything theoretical. I think that we don't need it. Just three remarks, as it seems that much of what we have heard from our foreign guests responds to a large extent also to our own thoughts, many of their proposals may have been encountered again, and many problems are common.

Then, what is going wrong? What is not working? Listening to the three colleagues that come mainly from the public administration, J. Walter, M. Bacherl, and A. Trisko, I am given the impression that public administration and politics in their cities go "hand in hand".

They told us that in Vienna, in Hamburg, and in Munich they think, they attempt, they proceed, and they try new approaches, and, at the same time, there has never been any separation between politics and administration. This is a first point, which I would like to highlight and which, I think, constitutes a serious problem in Greece. Administration often seems to be at some distance from politics and not going "hand in hand" with it.

A second point that I would like to make, as a result of today's discussion, is that politics in these cities dares to make decisions. The experience to date, at least of those that have either been directly involved in politics, or got in touch, or been related during their career with politics, seems to indicate that politics in Greece is diffident. In many cases, in front of difficult decisions, it withdraws, it stands back.

When it happened to me to undertake positions of responsibility in the broader public sector, what I was told by officials of these institutions was that, as long as you don't "sign", you are not going to have any problem. Once you start "signing", then you will start facing certain issues. So, you'd better not "sign" anything. This is a crucial matter, which we often also discuss with our university students.

Therefore, political decisionmaking is a very important issue. I would regard urban planners only as competent technicians, technocrats, or scientists. However, in order for certain policies to be proceeded, a political decision has to be made. And this decision must be correct and, additionally, it must be made at the right time. According to the experience so far, in our country this procedure goes wrong quite often.

My third remark concerns the issue of continuity. Again, I will refer to J. Walter and to a yesterday's informal conversation, where he referred to his long-time tenure as a Chief Planning Director in Hamburg. This fact leads to the obvious conclusion that administration and political authorities in Hamburg can fruitfully co-exist, although politicians change periodically. This also means that a feeling of trust has been shaped over the time among politicians and high-ranking administration officials.

Therefore, the effect of a long-lasting high ranked administration seems to be the reassurance of the necessary continuity of some main urban policy axes, which proves to be an important issue for the city itself.

In our country, this is quite different and causes multiple problems. Because most of those who were involved in the public administration didn't keep this position for more than a few years.

These thoughts, derived from this workshop, may have some significance, not regarding whether particular urban plans can be considered as correct or wrong, but concerning the most fundamental issue in this discussion, which is how effectively urban envisions are specified, take shape, and can finally be implemented as concrete and acceptable urban policies.

Coming to the end of the present event, I would like to express my concern as regards the next steps, especially the possible initiation of further appropriate actions about current crucial urban planning issues in the greater Athens area.

More intensive collaboration with international experts may be an aspect of such continuity.

However, more extensive experience and knowledge exchange and collaboration is needed also at the internal national level, especially in order to achieve effective relations and trust between planners, technocrats, and politicians.

For the successful completion of the current workshop, my warmest thanks are due to the School of Architecture and its Dean Professor Eleni Maistrou, to Dr. Thomas Greve for being a valuable partner in organising this event, to our outstanding guests from Germany and Austria for willingly participating the event, as well as to all Greek colleagues, coming from different scientific and professional fields, for supporting the event through their active participation. Special thanks are due to the German Academic Exchange Service (DAAD) and to the Onassis Foundation for supporting the scientific workshop, financially and organisationally.

Contributors

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MICHAEL BACHERL was born in Waldmuenchen/Germany in 1979. He studied

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THOMAS GREVE holds a diploma (1983) and a Phd (1993) in Architecture and Planning from the University of Stuttgart. He has been practising in Greece since 1983 as Managing Partner of the planning companies Plan EE and Horodomi OE

and is responsible for a wide range of projects (public and private buildings, urban and spatial planning). He has long-standing experience in consulting public bodies and local institutions. He is Vice President of the Board of the German School of Athens. His scientific interest is focused on the “Greek way of planning”.

YORGOS KAMINIS was elected Mayor of Athens in November 2010 and re-elected for a second term in May 2014. Prior to his election as a Mayor of Athens, Mr Kaminis served as Greek Ombudsman. From 1998 to May 2003, he was Deputy Ombudsman for Human Rights at the Greek Ombudsman. In 2003, he was unanimously elected Greek Ombudsman by the Greek Parliament, and he was re-elected for a second term in 2007. In August 2010, Mr Kaminis resigned from the post of the Greek Ombudsman in order to stand as an independent mayoral candidate for the City of Athens. In the 1990s, Mr Kaminis worked as a lecturer and Assistant Professor of Constitutional Law in the Faculty of Law at the University of Athens. Mr. Kaminis studied law at the University of Athens and holds a doctoral degree (Doctorat d’ Etat) from the University of Paris I. He was born in New York City and he has also lived in Osaka, Paris, Madrid, and Heidelberg. In addition to his native Greek language, he speaks fluently English, French, Spanish, and German. Mr Kaminis is married and has two children.

DIMITRIS OIKONOMOU is Professor of Spatial Planning at the University of Thessaly and Director of the Laboratory of Urban and Regional Planning. He has been a member of the Board of the National Centre for the Environment and Sustainable Development of Greece and of the National Council of Spatial Planning of Greece. Formerly, he was Researcher at the Centre of Urban Research, Paris (CRU), National Delegate of Greece in the Committee on Housing, Building and Planning, Economic Commission for Europe, United Nations, and also Chairman of the Technical Council and Responsible of the Career Office of the University of Thessaly. He has directed several research programs in the fields of urban and spatial planning, comparative analysis of European and international spatial policies, urban regeneration, environmental policy, and programme evaluation. He is the author of books and papers in the above fields.

MARIA PAPAIOANNOU is an Agronomist of the Aristoteles University Thessaloniki, an Architect Engineer and Urban Planner of the School of Architecture, National Technical University of Athens (NTUA), and currently a PhD candidate at the NTUA. Her principal research focuses on the urban green areas, especially on their history, development, distribution, and contemporary role in the urban fabric. Her work is also focusing on the development of an ecological approach for the environmental management and planning of urban green areas.

PANAYIOTIS PATSAVOS is Regional Counselor, responsible for Spatial and Urban Planning in the Region of Attica. Architect (Università degli Studi di Firenze, Facoltà di Architettura e Urbanistica). Since 1977, he actively participates in social, local government, environmental, and research teams and actions. He is involved in

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DIRK SCHUBERT is Professor for Urban Planning, Comparative Planning History, Housing and Urban Renewal at the HafenCity University Hamburg. From 2008 until 2012, he was Dean of the Master Programme Urban Planning. He was a visiting professor at the Federal University Rio de Janeiro and at the University Kassel. His research focuses on Urban History, Planning History, History of Housing, and Urban Renewal, also Studies on Revitalization of Harbour and Waterfront Areas in Seaport Regions, City/Port Interface Areas. His latest books are *History of Urban Renewal in Hamburg and London* (1997), *Changes in Port and Waterfront Areas Worldwide* (2001, 3rd. ed. 2008), *Housing in Hamburg – A Guidebook* (2005), (with Uwe Altrock) *Hamburg - Growing City* (2005) and (with Axel Schildt) *Cities between Growing and Shrinking* (2005), *Jane Jacobs and the Future of the City* (2014), and *Contemporary Perspectives on Jane Jacobs* (2015). He is President of the International Planning History Society (IPHS), Chairman of the Fritz Schumacher Society (FSG). He has published in English, French, Turkish, Spanish, Italian and Chinese journals and is the (co-)editor of periodicals like *Yearbook of Urban Renewal*, *Planning Perspectives*, *Portus*, and *Urban*.

KONSTANTINOS SERRAOS is an Architect Engineer and City & Regional Planner. He is Associate Professor in “Urban Planning & Design” at the School of Architecture / National Technical University of Athens (NTUA) and tutor and module coordinator at the postgraduate course “Environmental Design of Cities and Buildings” / Hellenic Open University (2001 to date). He has been scientific collaborator at the Technical University of Vienna (1989-1994), researcher at the Urban Research Laboratory / NTUA (1995 to date), scientific associate of the Earthquake Planning and Protection Organization (1997 - 2002), member of the scientific secretariat of the National Council for Spatial Planning and Sustainable Development (2002-2004), Chairman of the Management Board of the Environmental Awareness Park “Antonis Tritsis” (2010-2011) and Chairman of the Management Board of the Public Law Entity “Green Fund” (2011-2013). His research projects, presentations, scientific studies, and publications refer mainly to the fields of urban planning and urban growth, land use planning, urban environmental planning, public space, urban regeneration, urban planning systems and methods, urban transformations, and spatial impacts of socio-economic changes.

KATHARINA SÖPPER is Dipl.-Ing. Dr., City Planner at MA 18, Municipal Department of Urban Development and Planning, City of Vienna. Her key activity is strategic planning (Urban Development Plan Vienna STEP 2015, communication and monitoring). She has studied Urban Planning at the Technical University Hamburg-

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PANAYOTIS TOURNIKIOTIS is Professor of Architectural Theory at the National Technical University of Athens, School of Architecture. He has studied architecture, town planning, geography, and philosophy in Athens and Paris. His research focuses on critical history and theory, and the way understanding the past may contribute to the interdisciplinary setting of design strategies in architecture and town planning. He has authored and edited many books including *Adolf Loos, The Parthenon and its Impact in Modern Times*, *The Historiography of Modern Architecture*, *Architecture in Modern Times*, and *The diagonal of Le Corbusier*. He has been active as a curator in architectural events and he contributes on the board of many institutions. He is involved in Docomomo International, acting as a member of the Executive Committee, and he is the Chair of Docomomo Greece. His recent work explores the legacy of Le Corbusier in Greece and the reinvention of the city centre in metropolitan Athens.

YIANNIS TSIRONIS is Alternate Minister of Environment and Energy. He was born in Athens in 1958. He is married and a father of three children. He has studied chemistry and was very active in the students' political movement in the late 70s-early 80s. Realizing that political ecology was the only radical alternative, he became a founding member of the EKO - "Alternative Ecological Movement" of Athens in 1983. He remains active in the green movement since then, mainly in the fields of education and training. He is a founding member of the "Oikologoi Prasinoi" (Ecologists Greens), where he is currently an elected member of the party's Pan-Hellenic Council as well as the editor of the party newspaper "Prasini Politiki" (Green Politics). He was the Greek delegate at the Council of the E.F.G.P. / European Green Party from 1999 until 2006. He has been the party's male Spokesperson in 2011 and the party's coordinator from late 2013 until his appointment as a minister in January 2015.

ANDREAS TRISKO is Dipl.-Ing., Head of MA 18, Municipal Department of Urban Development and Planning, City of Vienna. He studied architecture, regional planning and development at the Vienna University of Technology. During his career he gained experience in architecture as well as in urban planning and deepened his skills in the field of large-scale urban development. He started working for the city of Vienna in 2001. Before he became head of MA 18 in 2013, he steered urban change processes in the largest Viennese district.

JÖRN WALTER, Prof. Dipl.-Ing., is Chief Urban Planner (Oberbaudirektor) of the Free and Hanseatic City of Hamburg. He was born in Bremen in 1957. He studied City and Regional planning at the University of Dortmund (1976-1982). He has had his professional teaching period in Düsseldorf (1982-1984). He has been head

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