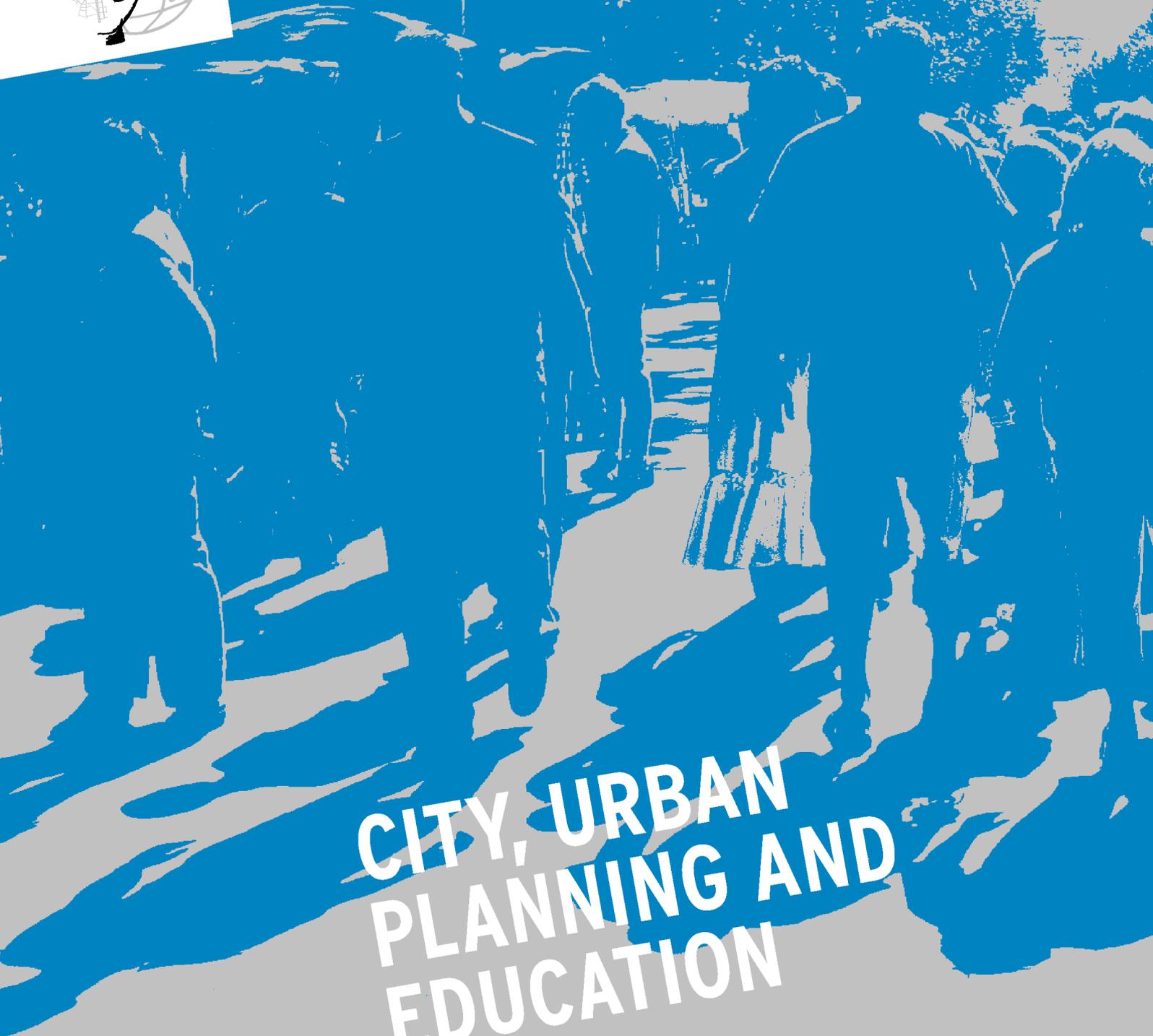




MONOGRAPH

INTERNATIONAL ASSOCIATION OF EDUCATING CITIES
2009



CITY, URBAN
PLANNING AND
EDUCATION



CITY, URBAN PLANNING AND EDUCATION



Foreword



One of the goals of the International Association of Educating Cities (IAEC), ever since its creation in 1994, has been to influence the decision-making process of governments and international institutions on questions of interest to Educating Cities. In keeping with this, the Association has undertaken different initiatives to share information on projects in which associated cities are engaged, either to promote specific social policies, or to resolve concrete problems.

Over recent years—and putting technology at the service of the Association's needs—the IAEC web page has served as a valuable source of information exchange on the experiences of different educating cities.

This current line of annual publications has been developed with the idea of closely examining, and presenting new perspectives on, subjects of interest for associated cities and, at the same time, offering local governments tools for action.

These monographs provide elements for fully developing the concept of the *educating city* and for putting the Charter of Educating Cities into practice. Each monograph focuses on one particular theme, approaching it from different perspectives through interviews with specialists, articles and recounted experiences of different cities that are addressing that subject in question in depth.

The first in this new line of publications focuses on the subject *City, Urban Planning and Education*. It looks at urban planning that educates in a more civically-conscious and inclusive city dedicated to improving the quality of life of everyone living within it, in accordance with the principles of the Charter of Educating Cities, to which all of the cities in the Association are committed.



Montserrat Ballarín i España

Delegated President of the IAEC
Deputy Mayor for Education and Finances,
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Editorial

This monograph aims to focus attention on the educating facets of urban planning, offering us a look at the subject from a new and important angle. The city as a community is constructed in a public space, and urban planning, together with education, plays an essential role in that process. Improved planning cannot happen without improved education. The keys to this opportunity are in unrestricted accessibility to public space, and in the evidence of harmony, of beauty, physical legibility, cultural innovation, and identity.

The promise lies in combining urban planning and education for a more socially just result, because most of the population of the world lives in cities and they are the hubs of territorial networks, physical and otherwise, and of relationships among people and between people and the planet. These diverse relationships and interactions, at once local and global, are played out, for the most part, in the setting of the public, shared and collective spaces of cities, small and large, and of urban nuclei in general.

We believe that, in the context of the city, the two concepts are closely tied together, not operating in a parallel manner, but rather frequently crossing and overlapping. Urban change and management consist of method and action and so we must carefully consider how to accomplish that, who participates and who builds the city. This publication looks at the question from various different angles: experiences of specific cities, articles by professionals in the field and interviews with individuals well-versed in the subject. Drawing from their experience and my own I would like to focus on some ideas and proposals that help to direct education and urban planning down a joint path of building cities and shaping citizens.

Xerardo Estévez points out that urban planning is an essential condition for good urban policy. His opinions are optimistic and he notes that urban planning does indeed win votes and can serve as the foundation for socially progressive urban policies. Oriol Bohigas claims that it is in the public spaces where quality of city life—not only physical, but in the lives of citizens; not only of *urbs* but also of the *civitas*—is built; it is through constructing the symbology of the public or common space that we can achieve a democratic city which, in addition, should be creative and beautiful, offering citizens the added bonus of quality. Jaime Lerner and Antanas Mockus offer a Latin American perspective on the question. Jaime Lerner states that to build a better city we must *make things happen*,

inspire people and transform the proposals for a better quality of life into real and viable solutions. And in traveling this path of building a city Antanas Mockus provides food for thought on the “pedagogical results” of this endeavor. The interviews with these individuals, who have had the responsibility of governing in their cities and/or managing their urban policies, illustrate the relationship between education and urbanism.

In addition, this monograph offers us insights from a more sector-oriented perspective as well as accounts of the concrete experiences of various cities. I have drawn some ideas and reflections from a cross-sectional reading of those, that I would like to share below:

- Urban planning contains an educating element. The very planning of the educational system, beyond the instrument of the school mapping, bears witness to the possibilities for improving the city through the educational infrastructure and its facilities; but its knowledge and work methods are also “urban planning elements” and allow us to carry out policies that promote creativity, civic consciousness, and development of the so-called knowledge society, as we see in Pedro Barrán’s article about Montevideo (Uruguay).
- In his piece, Josep Centelles suggests that governability as a foundation for creativity and innovation, together with democratic transparency, are an alternative to an opaque, closed-system approach to urban planning, and counter to the processes of segmentation and division in the city.
- Ole Thorson addresses the question of mobility, transport systems and design criteria in cities, and particularly in public spaces. He brings to the subject his extensive experience in Barcelona, and is currently head of an association that supports towards pedestrian-friendly cities. He offers criteria for better use of street space, stressing the priority of pedestrians over vehicles and their rights. Public space should be quieter, slower, safer and more humane. Because it is a limited and finite space, that calls for new design criteria.
- Brigitte Colin focuses on the right to the city and its bearing on policies of social inclusion. From her UNESCO vantage point, she offers an overall view of the concept and the initiatives being developed so that the implementation of the charter for the right to the city becomes fundamental to the exercise of citizenship. The Charter of Educating Cities is also a valuable instrument in this regard.

Lastly, the accounts of the experiences of four educating cities are yet another important contribution to the

discourse, providing concrete examples of urban policies that are in place and operating. The subjects covered in these articles range from the quality and efficiency of the decentralization of Rosario (Argentina) to the educating aspect of incorporating rivers and streams in the urban landscape, through Belo Horizonte’s (Brazil) Drenurbs program. Turning from Latin America to Europe, we have San Sebastian’s (Spain) example of encouraging bicycle use and more sustainable mobility in the city, that ties in closely with Ole Thorson’s article on mobility and transportation. And rounding out these experiences are the policies of time management being put into effect in Rennes (France), addressing less physical and tangible, but equally important, aspects of urban policies.

I would like to conclude by pointing out that the educating aspect of urban policy and urban planning is not only about physical projects or construction, but also, and very especially about the management of all of the city’s resources. And knowledge and awareness are important resources upon which to draw in order to better understand each city’s potential. Education and urban planning are not only interwoven concepts, they are symbiotic elements of urban policies. Urban planning on a worldwide scale will only improve if it educates citizens to build and inhabit better cities.

Josep Maria Llop Torné,
Architect and Urban Planner

Jaime Lerner

Former Mayor of Curitiba



INTERVIEW

JAIME LERNER is an architect and urban planner, and founder of the Instituto Jaime Lerner. He was president of the International Union of Architects (UIA) and three-time mayor of Curitiba (Brazil) during which time he was at the forefront of an urban revolution and gave the city a reputation for achievements in urban planning, particularly with regard to public transportation, environmental issues and social programs. He was also twice-governor of the State of Paraná and, in that capacity, focused attention on economic and social changes in both urban and rural settings.

The international prizes he has received include the United Nations Environmental Award (1990), the UNICEF Child and Peace Award (1996), the World Technology Award for Transportation (2001) and, in 2002, the International Union of Architect's Sir Robert Mathew Award for improvement in the quality of human settlements.

You were a three-time mayor of Curitiba. What were the priorities in terms of urban planning policy and what were the keys to their success?

I had the honor of being mayor of Curitiba for three different terms: from 1971 to 1975, from 1979 to 1983 and from 1989 to 1992. In each of those terms tried to make inroads on three important issues: mobility, sustainability and sociodiversity. That, of course, without diverting attention from the subjects of health, education and employment that are on every mayor's agenda. We invested in public transportation, we created quality public spaces, and we respected those elements—rivers, forests, ethnic heritage—that are part of Curitiba's identity, and we also involved people—including children—as active agents for change.

In order to successfully manage a city, one must make things happen, starting with adopting unpretentious, simple solutions and adding to that public and private agents with a political commitment.

Are the city's form, its historical heritage and its urban landscape the basis of its cultural identity? How do we encourage a feeling of belonging to the city?

Identity is a crucial element to quality of life; it represents a synthesis of the relationship between the individual and his/her city. Identity, self-esteem, the feeling of belonging are closely linked to the reference points that people have in their own cities.

Rivers, for example, are important references. Therefore, instead of putting them out of site or burying them in cement, cities should develop riversides as valuable land. By respecting the features of natural drainage, cities can guarantee that the preserved areas can cope with the periodic rising of the river's water level and that these areas be used, most of the time, for leisure activity, in an economic and environmentally-sustainable manner. Parks can function along the same lines, providing areas where people can interact.

Old sections of the city are also important points of reference, closely tied in, from the start, with the city's history. Over time, these areas often depreciate and become rundown. So, it is fundamentally important to find

ways to keep those areas alive by connecting identifying elements, giving new uses to old spaces, opening them up to a wide variety of uses 24 hours a day.

What are the keys to the success of the public transportation system in Curitiba? How can we improve on the relationship between private mobility and use of public transport systems?

In terms of mobility, the future is in above-ground transportation and the combination of the different





systems: buses, metro, train, taxi, cars, bicycles. From my point of view, we can't deny entire generations public transportation as they wait for an underground line to be built, while in less than two years entire above-ground transportation networks can be put in place. Each city must draw on the best of the systems it has, be they above or below ground. In addition the key to mobility is in not having multiple systems competing within the same space.

At the same time, it is important to work on the idea of "a private vehicle without individual ownership" as, for example, in Paris' Vélib: a form of individual transportation that is part of the collective transport system.

Curitiba's experience with the *ônibus* as a public transport system began in 1974, when it carried close to 25,000 passengers per day and traveled in designated lanes. The system grew into a complete network that now transports more than two million passengers a day and comprises different lines in an organized hierarchy. One of the main features of the network are the lines that use a pre-paid street-level boarding system in specially designed "tube stations" achieving the same result as the underground, but at a lower cost.

How do we promote, from an urban planning perspective, more sustainable and healthy cities? Could you give us an example of how a city can incorporate nature into its urban fabric?

In order to be sustainable, a city needs a design, a growth structure that ties together life and work. It must answer two basic questions: "To whom is it directed?" and "What do the people in the city live off of?" It must promote the roles a city is meant to play, together with a mix of income levels and ages. The bigger the mix, the more humane—and, as a result, the more sustainable—the city will be. That is socio-diversity.

It is necessary to find an intelligent way of incorporating nature, of dealing with environmental issues. For example,

many of Curitiba's parks were conceived as a strategy to resolve serious problems associated with the affluent in the city, so the parks were a way of providing people with access to nature by not channeling the rivers and simultaneously creating open recreational spaces. Other parks were built in rundown areas of the city such as quarries and abandoned sections: these are the wounds that we heal.

I maintain that "cities are not the problem, they are the solution." By that I don't mean to minimize cities' significant environmental impact, for example on greenhouse gas emissions, but rather to stress that one of the most important keys to building a more sustainable world is in the concept of our cities and in the resolution of basic questions such as mobility, sustainability, socio-diversity, identity and coexistence.

What should citizen participation in the design of public space consist of?

The city is a collective dream. It is essential to create this dream. Without it, the important element of people's involvement in their city would not be possible. Thus, those responsible for city planning should design clear settings; settings that are appealing to the majority of people, capable of motivating the efforts of a whole generation. Focus should be placed on project-oriented involvement, looking for the appropriate balances of co-responsibility that involve civil society, private initiatives and the governments, in order to make things happen.

What commitment should political leaders make to improving the conditions of city life? And what role should architects and urban planners play in that?

I firmly believe that any city, regardless of its size, its available resources and the number of problems it has, can significantly improve in condition within a space of two or three years. In order to do so, however, it is necessary to



believe that is possible, given that there are a lot of people who put a great deal of energy into trying to prove that cities are not viable. And if one expects tragedy, one will find it. To my mind, what we have are excuses. The problem is not in the size of the city or the lack of resources. If there is a good strategy, if there is political commitment and if there is a sense of solidarity, any problem in a city can be resolved.

One important key to the successful experiences in Curitiba was implementing solutions that didn't unduly tax people, creating equations of co-responsibility, arranging things in such a way that the costs of implementing a project would be paid over time and that the benefits would be enjoyed by all.

There is always room for correction in the planning of a city. It would be very pretentious to believe that planning can be done only after gaining full control over each potential variable. The world is searching for ever-faster solutions and it is precisely at the local level where the fastest solutions can be offered, with people-focused planning.

In my opinion, it is incumbent upon future generation to resolve the problems of the future. In contrast, it is up to us to deal with the present and forge new paths, guided by the goals we are trying to achieve. Architects, as professionals who present proposals, cannot excuse themselves from that task. ●





Xerardo Estévez

Former Mayor of Santiago de Compostela

INTERVIEW

XERARDO ESTÉVEZ FERNÁNDEZ studied architecture at the School of Architecture of Barcelona. In 1972 he began working as an architect and urban planner and researching subjects of architecture, urban planning and cultural heritage in Santiago de Compostela (Spain). In 1983 he was elected Mayor of this city and during his successive terms in office, the city underwent significant changes on several fronts: urban planning and construction; cultural activity; and international recognition of the city and of the Santiago de Compostela pilgrimage trail.

In 1999 he returned to his work as an architect, devoting time to lecturing and writing as well. He is a regular contributor to *El País* journal and a member of the board of the *Museo Nacional de la Arquitectura y el Urbanismo* (Spanish National Museum of Architecture and Urban Planning).

You were mayor of Santiago de Compostela from 1983 to 1998. What were your priorities in terms of urban planning policy? What urban changes were achieved?

Compostela is a medieval city sifted through a fine baroque sieve. That was the great transformation that took place in the 17th century, thanks to the substantial income generated by the Voto de Santiago (a "contribution" paid to the Church). Later reforms, in the late 19th century, were limited to tearing down walls and colonnades and expanding the city out as far as the railway line. This "new city" grew slowly until the first General Plan was put in place, with development-oriented criteria that encouraged speculation as a result of demographic growth, the construction boom and the influx of money from emigrants in Central Europe.

The democratic elections in Spain in 1979 marked a turning point, opening the way for new urban policy, that was consolidated in 1982 when Santiago was designated the capital of the Galician Autonomous Community. In 1985 the Law on Spanish Historical Heritage was passed, establishing the urban plan as an instrument for the physical, environmental, social and economic protection of the city's cultural heritage. At the end of that year UNESCO added Santiago de Compostela to its list of World Heritage Sites. Taking advantage of the opportunity offered by the 1993 and 1999 Jubilee years, a specific program was developed to bring about changes in the city, but that also focused on preservation, restoration and rehabilitation of the city's heritage.

During the course of this, the General Plan underwent a revision in 1988. The new plan was based on a simple scheme: the city would be developed around a northeast-southeast/southwest axis dividing it into two parts that would receive

specific attention: the western part including the core of the old city and the university campuses, that would come under physical and environmental protection; and the eastern facade that would include new housing areas, infrastructures and facilities built up around a toll-free roadway running parallel to the urban stretch of the highway. The distribution of economic and social activities around this central axis, allowed for orderly income generation and a curbing of speculative activity that had characterized previous urban development, and at the same time it fostered private projects spurred by the stimulus from public investment. In addition to these planning criteria, attention was paid to the general traffic and public transport structure, regulating traffic flows in order to achieve more efficient and effective results. Service activity was decentralized, functions that were incompatible with the city's historical fabric were relocated to other areas of the city, and the historical center was encircled by a ring of green, like a protective cushion.

The Special Plan, approved in 1997, lays out a detailed code for all of the buildings in the city's historical district, addressing questions of structure, composition and distribution; categorizes buildings according to their type and architectural significance and defines their preferential use, placing special emphasis on recuperating their main function and their economic and institutional purpose; the improvement of residential areas; and the development of pedestrian areas.

What were the secrets of the plan's success?

The keys to its success consisted of: careful planning and quality architecture, with commissions to talented architects such as Julio Cano, Josef Kleihues, Álvaro Siza,

Noguerol and Díez, Piñón and Viaplana, and John Hejduk; coordination of the different levels of government through one single channel, the City Consortium, that, operating through the Rehabilitation Office, played an essential role in preserving the city's historical heritage; and, the involvement of citizens and technical specialists in the renovation programs.

Have the significant changes undergone by the real estate market in Spain overwhelmed urban planning as a social practice? Can urban planning contribute to social cohesion?

The city councils went from being, in the early years of democracy in Spain, a sort of Intensive Care Unit, providing cities with minimal services and facilities and rushing to produce strict planning guidelines, to finding themselves caught up, in the 1990s, in a real estate wave with elastic plans and an excessive building margin, particularly residential construction, that determined the pulse of the cities.

The city splintered as it stretched into the outlying areas, scattering the population in the process. Today it is harder to draw together as a social unit: with the deluge of events and images constantly bombarding us, we tend to close

ourselves off. City policy begins to lose context and urban planning ceases to have a vision of the social, technical, political and aesthetic whole. But let us not forget that good urban planning practices, not only encourage the orderly growth of cities, but also generate positive political repercussions, specifically, by drawing votes.

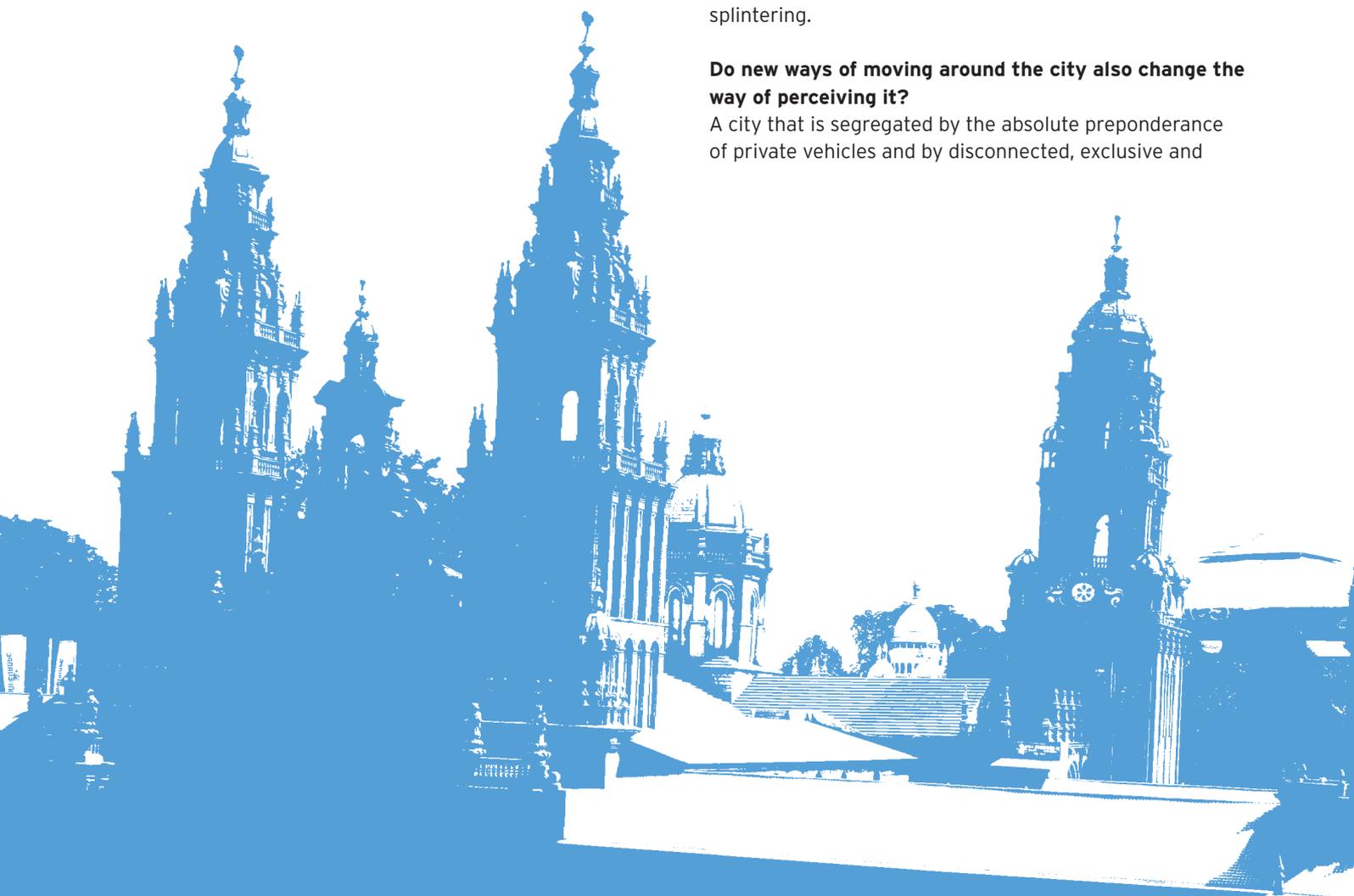
Do the urban form and landscape of a city and its historic heritage serve as a foundation for cultural identity and an educating source?

The city continues to be the best buffer for our conflicts. The streets are, perhaps, some of the best breeding grounds for social cohesion.

Public space is made up of places that are conducive to personal encounters, and infrastructures that encourage mobility. This is as true of old quarters, streets, squares, parks and boulevards as it is of the arteries that tie it together; we must attend to the quality of all of those and guarantee their permeability. An appropriate balance between the design of gathering space and traffic space, together with compatibility among the multiple uses of a city so that it can be enjoyed, contribute to creating a sense of society and civic consciousness. You could say that good urban planning helps to generate a sense of belonging to a city, while, in contrast, chaos and barbarity create social splintering.

Do new ways of moving around the city also change the way of perceiving it?

A city that is segregated by the absolute preponderance of private vehicles and by disconnected, exclusive and



specialized nuclei does not educate, it is “anti-educating.” When we were children the city seemed immense to us and the adventure of discovering and mastering it was an essential element in our development as individuals. Today a child is exposed to a lot of new images from distant places, yet isn’t inspired to explore his immediate social surroundings.

The change that needs to happen with regard to mobility is now more about how to intelligently and collectively use the spaces, facilities and equipment than it is about creating infrastructures. The challenge lies in living a city to the fullest, using it at a reasonable pace, one in which an individual can enjoy his or her surroundings and, at the same time, respect the needs of others.

We will always be juggling the balance between the individual and collective spheres. The degree to which each of these elements is necessary in the urban setting will not be dictated by great ideological statements, but rather is adjusted every day through the understanding and use of public space and through the pact between the individual and the community in a balanced plan.

**How can we improve upon the balance between private mobility and the use of public transportation systems?
Are there spaces and times for education in mobility?**

In accordance with the usual formulas, as a city becomes steadily more congested, measures must be taken to strike a balance between pedestrian and vehicular traffic, placing a priority on public transportation. Of course there are spaces and times for educating people in mobility and in order to do so, the city must be well conceived, reducing barriers to an absolute minimum. So, growth must be dense and continuous.

How do we foster more sustainable, healthier cities from an urban planning perspective?

As I said before, the change will have to be made in how the existing city is used; slowing its rhythm, lowering its pollution levels, improving its environmental parameters in general. In order to allow for permeability between the city and its natural surroundings, we must avoid building walls that block communication. A city that is in touch with its surroundings is in step with how it can best be used

and enjoyed in different time slots. For instance, when we talk about balancing pedestrian and traffic needs in the old quarters of cities, it is no longer about creating more pedestrian spaces, but rather about traffic sequencing. This sort of policy is easier to carry out in a medium-sized city, where the pace is calmer and space/time are easier to keep in balance.

What should citizen participation in the design of public space involve?

In general, the initial idea, the plan and the project come from the government—the politicians and technical experts—but it is the community who enjoys the results or suffers from problems that arise daily in urban spaces. Therefore, the development of the idea, the plan and the urban project should involve greater citizen implication and co-participation and not be limited to simply consultation. On the part of politicians, this means providing first-hand information in advance and dedicating time to the participatory process, and on the part of citizens, it means taking a more proactive, rather than reactive stance. Municipal councils and similar bodies tend to become bureaucratic when encouraging participatory action on specific issues, thus diminishing the freshness of the process and the openness to finding solutions to everyday demands. Having a variety of interlocutors is fundamental to the participatory process.

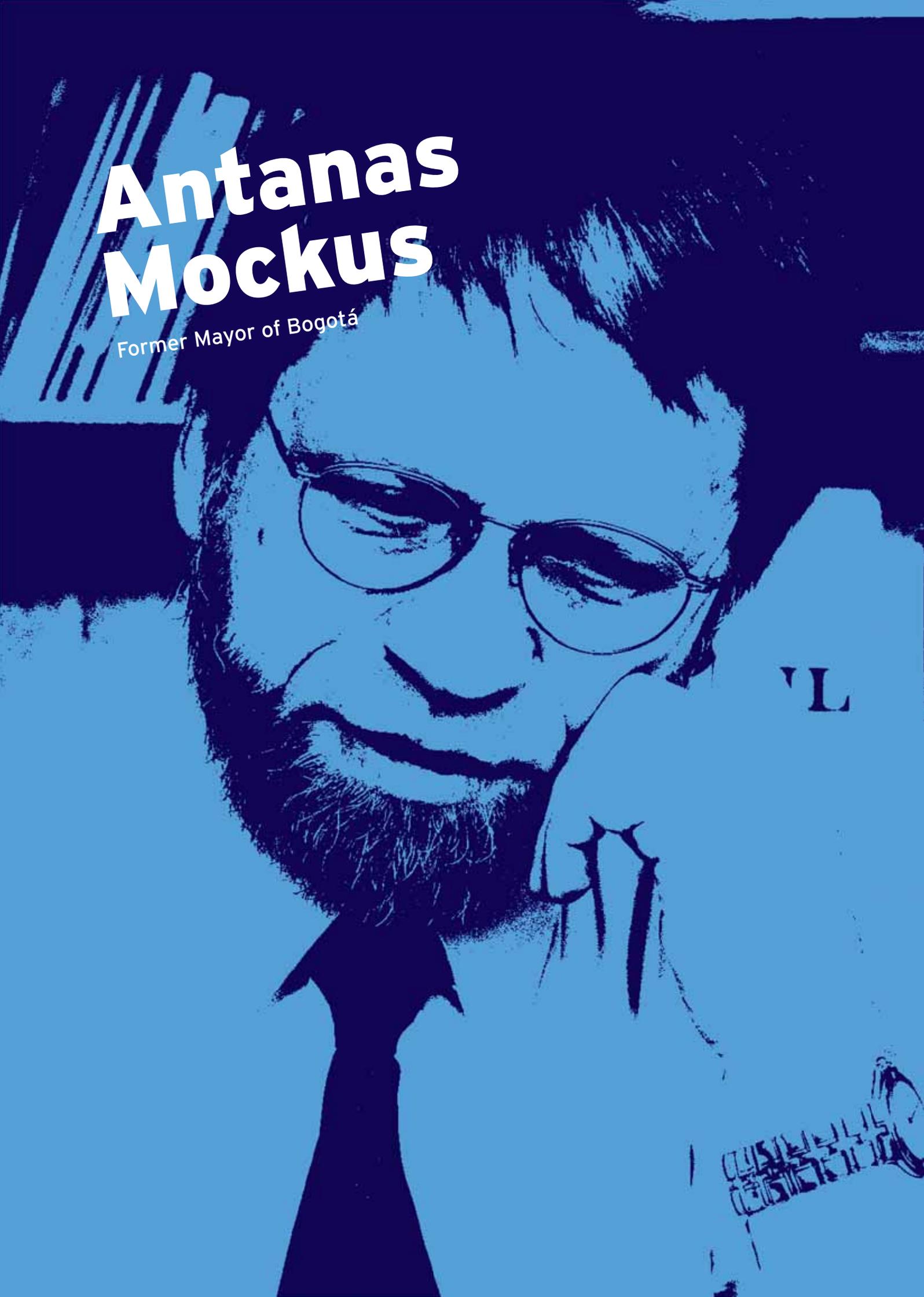
What role should architects and urban planners play in improving urban living conditions?

Everyone seems to agree that a bout of real estate fever that flew in the face of urban planning has now peaked and passed. Housing construction and mobility were taken out of the context of a larger urban plan. Hopefully, with the present crisis, which we have seen coming for a long time now, we will enter a cycle in which urban planning can recover its identity and we can, once again, talk about urban ideas, ways and projects. That is where the architect will regain the space to commit himself, not only politically as two decades ago, but rather by being able to experiment and aid in the creation of sensible cities, to be more of an “urbanologist” than an urban planner. ●



Antanas Mockus

Former Mayor of Bogotá



INTERVIEW

ANTANAS MOCKUS SIVICKAS is a mathematician and holds a Master's degree in Philosophy. He was twice mayor of Bogotá (Colombia) from 1995 to 1997 and from 2001 to 2003. He served as Rector of the Universidad Nacional de Colombia from 1991 to 1993 and was Associate Professor and Researcher at the University's Faculty of Sciences. In addition, he was a researcher at the Instituto de Estudios Políticos y Relaciones Internacionales (IEPRI); a Robert F. Kennedy Visiting Professor at Harvard University's David Rockefeller Center for Latin American Studies; and Guest Lecturer at Nuffield College, University of Oxford. He received his Doctor Honoris Causa from the University of Paris VIII (2004) and the Universidad Nacional de Colombia (2006).

Currently he is Director of the *Grupo Federici* of the Universidad Nacional de Colombia's Faculty of Sciences, and Chair of the *Corporación Visionarios por Colombia (Corpovisionarios)*. His latest research has largely been focused on studying coexistence and the relationship between law, morals and culture.

You were mayor of Bogotá on two occasions. What were the city's main priorities in terms of urban policy planning? Is public space a wellspring of civic education?

In preparing the government plan in 1994, I was greatly influenced by Basil Bernstein and his ideas on the sociology of education, especially socio-cultural codes. Bernstein asserts that the context can have physical spatial markers but, at the same time, it is not a barren space, but rather is culturally-invested; a person is aware of where he/she is and that sets off a repertoire of internal codes. To my mind, in a certain sense, the ideal urban planner would be someone who, without stating it explicitly, regulates behavior. For example, a great well-designed library does not need a sign that says: "Quiet, please."

In the first budget proposal for Citizen Culture, one third of the funds were earmarked for changing behavior among citizens, one third for changing behavior among civil servants and citizens, and another third to make the necessary infrastructure adjustments to facilitate code changes. It was clear to me that citizen culture and public space are complementary concepts. In my opinion, urban transformation is determined by cultural change.

At the time, the city was lacking in sufficient resources. In fact, I was very concerned about the condition of the curbs and the sidewalks, but the budget for fixing up public spaces was \$80-90 million and the total cost for the work that needed to be done was \$300 million. So what I did was ask the cement companies to come up with a do-it-yourself fix-it kit for the curbs (containing a trowel, cement and a bit of turf) that could be sold in the supermarkets; in essence, it was a very pedagogical initiative. In one neighborhood, the residents bought sections of turf and we were able to fix up two blocks; I also fixed the curb on the City Hall block.

Another pending problem was the potholes in the streets.

This problem in Bogotá is due in part to the geological composition of the land, but is also a result of bad management. Fixing the potholes also cost \$300 million, a disproportional amount in relation to the budget as a whole; but what I would like to stress here is that we raised people's awareness about problems.

When, in relocating 100 families of waste pickers that had settled along the train tracks—and trying to keep the community intact in doing so—we ran up against enormous resistance from the families. Given that experience, in later programs we placed our emphasis on matters of human safety rather than on group relocations. Whenever we could we legalized the irregular settlements. However, if they were located in high-risk areas, they were evacuated. That is what happened in a neighborhood called Soratama, where 12 families were evacuated and their homes torn down. It caused a furor on the TV news and people didn't understand why the evacuation had taken place until a year later, when that area suffered a landslide that had been predicted by geologists.

The sidewalks of Carrera 15 (an avenue in the northeast area of the city) were another interesting example of urban transformation. The area was very rundown, because of the number of parked vehicles on the streets and sidewalks. What I found interesting was that the merchants agreed to put up the money for fixing up the area. The construction work was accomplished through a collective effort, where the biggest challenge was to convince each contributor that the rest of the merchants were going to contribute as well and that the cost would end up being fairly evenly distributed.

How can urban planning foster more sustainable and healthy cities? Can you give us an example of how a city can incorporate nature into its urban fabric?

One of the toughest disputes in my first term as mayor had to do with fixing up 300 meters of paved area along one side of the Bogotá river which one day we will be able to afford to clean up. It was very difficult because not all of the townships on the other side of the river were in favor of adopting a similar policy and that meant creating an interrupted riverbank park. In my next term we took a broader city-region approach to urban planning, reaching an agreement with the Cundinamarca provincial government and its townships in order to carry out a shared plan.

One day as I was flying over the area in a police helicopter, I remember watching helplessly as a whole line of trucks dumped liquid into the river. After that we opened up a canal, cutting off access to the river edge, which was a pretty brutal move. Later we tried chain link fences and metal barriers, but what actually worked were the bike paths, and that is a good example of resolving a public space question and an environmental question at the same time.

In fact, the bike paths (*Ciclovía*) are the most important health-related accomplishment in Bogotá. Every Sunday over 125 km of roadway is closed for 6 or 7 hours in order to accommodate over one million cyclists. It is a very beneficial form of physical exercise in terms of preventive health. Plus, studies have shown that bike paths promote a greater sense of interpersonal trust and solidarity.

What were the keys to the success of the Transmilenio public transportation system? What role did it play in building a sense of citizenship?

We created a support service for the *Transmilenio* that provided both security and assistance to the public in how to use the system. That service was provided by a very mixed group, including young people, *policías bachilleres*¹, and also ex-prostitutes and ex-addicts who received basic work training experience during 7-8 months on the service. It is a social inclusion project with no stigma attached; these are civic guides who provide people with transportation direction. They followed in the footsteps of the mimes² and, although they don't have the aesthetic draw of the former, they enjoy the achievement of transmitting the rules and, at the same time, adopting them for themselves. The project applies the methods of American psychologist Lawrence Kohlberg of self-regulation and peer pressure.

Could you give us an example of citizen participation in the design of public space in Bogotá? What are the pros and cons of participatory management?

The city government needs the cooperation of its citizens. This is expressed in the constitutional principle of co-responsibility and requires that citizens understand public policy.

The last phase of my first government program was called *Saldo Pedagógico* (Pedagogical Results) and its aim was precisely to analyze the pedagogical results of all of the government's successes and failures. Then, we created a citizen participation program called *Obras con Saldo*





Pedagógico (Pedagogically-positive Works), under the aegis of the Administrative Department for Community Action that carried on through 3 legislatures. The projects cost \$30,000 each. One hundred of them went into effect in the first year, and after that the numbers increased significantly.

In order to carry out the program, ten young people were trained in planning participatory projects; they then were in charge of identifying needs in their neighborhoods and proposing a series of actions to be taken, such as fixing some stairs in disrepair or a sports field. Then, the ten of them were faced with the difficult challenge of choosing one single project to finance. This was a powerful exercise in citizenship, because it involved starting with the enthusiasm of listing the needs of your own neighborhood and then understanding the interests, urgency and arguments behind the needs of other neighborhoods. They were called “pedagogically-positive works” because what was important, above and beyond the physical job itself, was the youngsters’ learning experience in doing this sort of planning. The young people were selected by the Community Action Boards and many of them came from illegal neighborhoods and their great battle was to have access to public services and legally sort out their situation.

One of the offshoots of the program is: “For a Better Bogotá,” organized by *El Tiempo* newspaper. This is a contest in which many of the finalists turn out to be youngsters who had participated in the program, which shows that it fostered a generation of individuals inclined towards participatory planning.

In addition, 10% of tax revenues in Bogotá are distributed in a participatory manner through the Board of Local Administrators (that is, approximately \$70 million in 2003). Every 3 or 4 years, the local development plan is drafted through a process of citizen meetings.

The participatory budget has a significant pedagogical effect. People learn about the cost of things, they learn that a park is not as cheap as it might appear, because there is also the maintenance cost to be factored in. Each community must set its priorities.

In Ciudad Bolívar, the communities developed basic methodologies to evaluate projects on a point system and decide on criteria for rating and prioritizing the projects. We called a meeting there that was attended by over a thousand people, to talk about the proposal—the result of a local participatory process—to assign the available money to various street improvements. We marked the agreed-upon improvements on a map and argued that the improvements in question led to a fragmented vision of the city’s streets. Given that, we proposed some routes that provided more continuity and the people agreed. This

shows the potential of what we call deliberative democracy, that is, when presented with strong arguments, people are capable of changing their preferences and controlling their more immediate individual interests.

What is the responsibility of political leaders with regard to improving conditions of city life?

If people in the city did not understand a public policy, it was my responsibility as mayor to come up with a new approach in order to explain it. In that respect, I had almost blind faith in the technical experts. I often felt as though I had the typical task of a teacher, to re-contextualize, to listen to arguments that are valid in a particular context, in a certain language, under certain accepted criteria and take that to a place where people don’t share that same language. Questions such as cost-benefit, the return on a million dollars invested in new transportation concepts, why the mayor shouldn’t simply opt instead—out of sympathy—for an underground line, etc. I tried as hard as I could to understand the technical experts and then explain it to people in a simplified manner, which isn’t easy. Simplifying things opens the door to more detailed dialogue down the road.

The governing individual has a hand in assigning resources, in the investments, and has the task of executing the rules, of carrying them out and seeing that they are carried out. Literally, one becomes mayor when he or she swears to carry out the constitution and the laws of the land and see that they are carried out. Those two duties are clear, but the duty of the leader as educating-educator is not as clear. The oath should state: “I swear to try to better understand my city and do everything in my power to use the knowledge that I have gained from the city.” Likewise, I would like laws to state: “publish, explain, understand, and carry out,” rather than simply, “publish and explain.” Those in governing positions should always take a pedagogical approach. ●

¹ The *policías bachilleres* are trained to do community service-related tasks: social, educational, encouraging civic-mindedness, etc.

² Mimes were put on the city’s streets to order the traffic and see that vehicles respected pedestrian crossings.



Oriol Bohigas

Architect and Urban Planner

INTERVIEW

ORIOL BOHIGAS has a PhD in Architecture and a Technical Diploma in Urban Planning and is a founding partner of MBM Arquitectes. He has been Professor of Design Composition at the School of Architecture of Barcelona since 1971 and was the Director of the school from 1977 to 1980. From 1980 to 1984 he was Head of the Department of Urban Planning for the City of Barcelona and Deputy Mayor for from 1991 to 1994. He was awarded the title Doctor Honoris Causa by the Technischen Universität Darmstadt in 1992 and by the Universidad Menéndez y Pelayo in Santander in 1995. That same year he was named Professor Emeritus of the Universitat Politècnica de Catalunya. He has been President of the Barcelona Athenaeum since 2003.

Among the multiple medals and awards he has received are: the Gold Medal for Artistic Merit by the City of Barcelona (1986); Medal in Urban Studies from the Paris *Académie d'Architecture* (1988); the *Sikkens Prize* (Rotterdam, 1989); Gold Medal for Architecture from the Supreme Council of Architects of Spain (Madrid, 1990); the *Creu de Sant Jordi* awarded by the Generalitat de Catalunya (Catalan Government) in 1991; Gold Medal from the *Col·legi Oficial d'Arquitectes de Catalunya* (2007) and the National Architecture Prize 2006 (2008). He is an Honorary Fellow of the Bund Deutscher Architekten, the American Institute of Architecture and the Royal Institute of British Architects.

Does public space have an educating role?

A city is an artificial artifact of bricks, rooftops, cement, pavement, trees, etc., created as a place for people to live side by side and interact among themselves. It is an absolutely artificial artifact that goes against nature and supports civilizing attitudes.

When we talk about the city, we refer to all of the elements that shape it. Within this complex and highly interrelated whole, we have important and specific influence of the urban form that necessarily holds—and defines—the different social functions. Without an ordering space there is neither order of, nor stimulus from, social functions. In addition, the different categories of city spaces reflect a political idea of the society. If this political idea is based on progress and values such as freedom and equality, the concept of public spaces should include elements such as legibility, identity and cultural innovation. All three are vehicles for coexistence and educating instruments.

Public space and the city's form must be a place in which people can develop. In this regard, public space must be quality space for it to be an effective educating space. If it

is not, its very elements become seriously anti-educating or un-educating instruments. One of the most important anti-educating factors is the lack of adequate maintenance in public spaces. If a restored square is constantly filled with litter, if a hundred trees are dying in a new park and are not replaced, if the pavement is crumbling, if monuments are covered in graffiti, everything loses its educating effect and it all becomes part of a deteriorating process.

What features must a city have in order to be easily "read" and used by all of its citizens?

A readable city is one whose identity is able to be understood through its parts. Once you understand how a city is, you understand how it works. A city must be made more readable by structuring it in understandable and evocative spaces and routes, in which information and accessibility to the city are coherently conveyed. This perception of the urban fabric is very clear in cities where you have a dense collection of urban events ordered by streets, squares, gardens and monuments. The continuity of the public space is what makes a city readable and fosters collective life.



With urban sprawl, this formal continuity has been arrested and public spaces—the spaces that are, in and of themselves, the description and content of the city—have ceased to play a central role and become leftover, deformalized spaces. The search for information, access to what the city can offer, and the continuity of collective life have been interrupted and the urban space no longer fulfills the aim of the city. In these regards, the city has lost its usefulness and, above all, has lost its capacity to educate.

Legibility and continuity must be maintained, and simultaneously, if possible, in any urban environment. We cannot deny the need for certain specific automobile routes or areas set aside for pedestrians. But, in general, we needn't go overboard with this sort of traffic zoning. A city, to really be a city—according to those principles of information, accessibility and the methodology of coincidence—must be a conflictive environment, conflictive in an orderly way. A city is made up of conflictive or coincidental encounters, because if it is conflict-free, it isn't a city, it is a museum. The public administration and civil society itself have done what they can to keep conflicts as painless as possible, but they cannot be eliminated. Zoning is not just an error in terms of barriers created by controlling transit flow, but also in terms of any kind of control of particular functions.

The city cannot be subdivided into functions, but rather into multi-functional neighborhoods where numerous elements are addressed and resolved, from schools to shopping, from leisure and sports facilities to health facilities, and from adequate contact with other areas of the city and city services to an internal solution to the mobility issue.

How can we fight against anti-educating elements in the cities such as those we see in the outskirts or ghetto neighborhoods?

By imposing strict authority. First of all, we must promote the idea of public spaces being of equal quality throughout the city in terms of their capacity to be spaces of coexistence among different people. People must be encouraged to use the city, and we must provide the necessary instruments for that to happen, namely political and economic authority. Secondly, we must use propaganda.

In addition, we must link the outskirts to the downtown area, that is, establish a residential and commercial continuity to the extent possible. That is the only way that people living in the outskirts will manage to reap the benefits of city life. In order to be useful and educating, a city must reflect a continuity in which the inescapable principles of equality are imposed.



Does urban design define certain uses of public space?

As the Valencian writer Joan Fuster said, education always requires a certain degree of repression, a certain limit to individual freedom and an acceptance of recognized values. Likewise, public space classifies, it must repress and prohibit certain behavior but, ideally, that would not be through a posted sign or a fine, but rather through the very form and structure of the space that encourages appropriate behavior. For example, no-parking areas should be situated in such a way that without even noticing it, you can't park there. The very space itself should define and limit its uses.

A city's form, its public spaces, its historical and architectural heritage are the foundations of its identity. How do we encourage identification with the city?

The city is—and must be—a place for individual independence and autonomy, a receptacle for all kinds of differences. But in order to support these differences, the city must offer certain degrees of identity. An individual must understand the importance, not only of the city, but of his/her neighborhood and city surroundings, in order to exercise responsible citizenship.

The first group or place with which one identifies is, obviously, the neighborhood. For example a city like Barcelona, in terms of size and features, must, first and

foremost, be understandable in terms of its specific neighborhoods. Without renouncing the unity of the city, it ends up taking on meaning as a sum total of neighborhoods, influenced by other larger identifying spatial configurations. The stages of this progression are quite clear: neighborhood, district, city and metropolitan area.

We must be able to describe a neighborhood by recalling a square, a monument, corners where people tend to gather, certain facades, a particular tree, a fountain. That is, with some characteristic image of that particular urban space. And that image will have had a great deal to do with the structuring and restructuring of the social elements and the ambience of the area as a whole.

But ties to the neighborhood or the street are not enough. People who live in a city must be aware of the metropolitan area as a whole, and take advantage of it. A neighborhood is not a village, it is part of a city, and a city like Barcelona is part of a metropolitan area. Being from Barcelona means consciously belonging to this metropolis, whether you live downtown or you sleep or work in the outskirts.

When we talk about the metropolitan area, we are referring to two very different areas: there is that which is linked by communication systems that ties it together into one economic and social unit; and there is the other,



which is a physical unit, where you move from city to city, from street to street, without even noticing. Each must be dealt with in a very different manner. In the latter case, we must make sure that the physical identity is real, not just a tacked-on suburb, that it is an extension of the city's design.

How can we maintain a city's identity and, at the same time, promote cultural innovation within it?

Public space must not only fulfill certain social and physical conditions, but it must also fulfill a cultural role, it must be a well-designed space. Well-designed means many things: it must take into account group psychology and group behavior, but it must also be aesthetically innovative.

Art, and culture in general, is about innovation. All artistic and cultural movements begin as a revolt against established norms until the point is reached where, through a variety of circumstances, it becomes a consolidated movement. Without innovation and creativity, the flow of progressive development stops.

One of the most essentially educating things that can be done is to promote and support the aesthetic revolution in urban spaces. But that is a difficult thing to accomplish, because the outcome can alter the positive reading of the space for most of the people who use it—who are accustomed to the established languages that the "revolution" is precisely trying to overthrow—and,

as a result, defer or negate references of identity. If we consider legibility and identity to be basic features of the urban form, there is no question about the difficulties that arise regarding aesthetic innovation in urban spaces. There are no clear rules to follow but, in short, we could say that there are three things to take into consideration: the need for a didactic presentation of the project; specific attention to the different surroundings that influence the formal choices; and selective use of works of art that have a significance within the context.

What should citizen participation consist of in these urban transformation projects?

Participation is basic to the city's new project, but we must clearly define what citizen participation means. Participation in the programs is one thing, and another is participation in the form, which must be clarified. However, if we are talking about accepting the innovation, it is absurd to give citizens the reins in cultural decisions, particularly aesthetic decisions.

It is important to predispose people to the idea of innovation, to artistic quality, by providing the pertinent explanations and, to a certain extent, teaching them what this innovation means and how it relates to modern culture and, therefore, to contemporary society.

Aesthetic innovation runs against the grain of certain tastes and preferences. It can have a place in social and



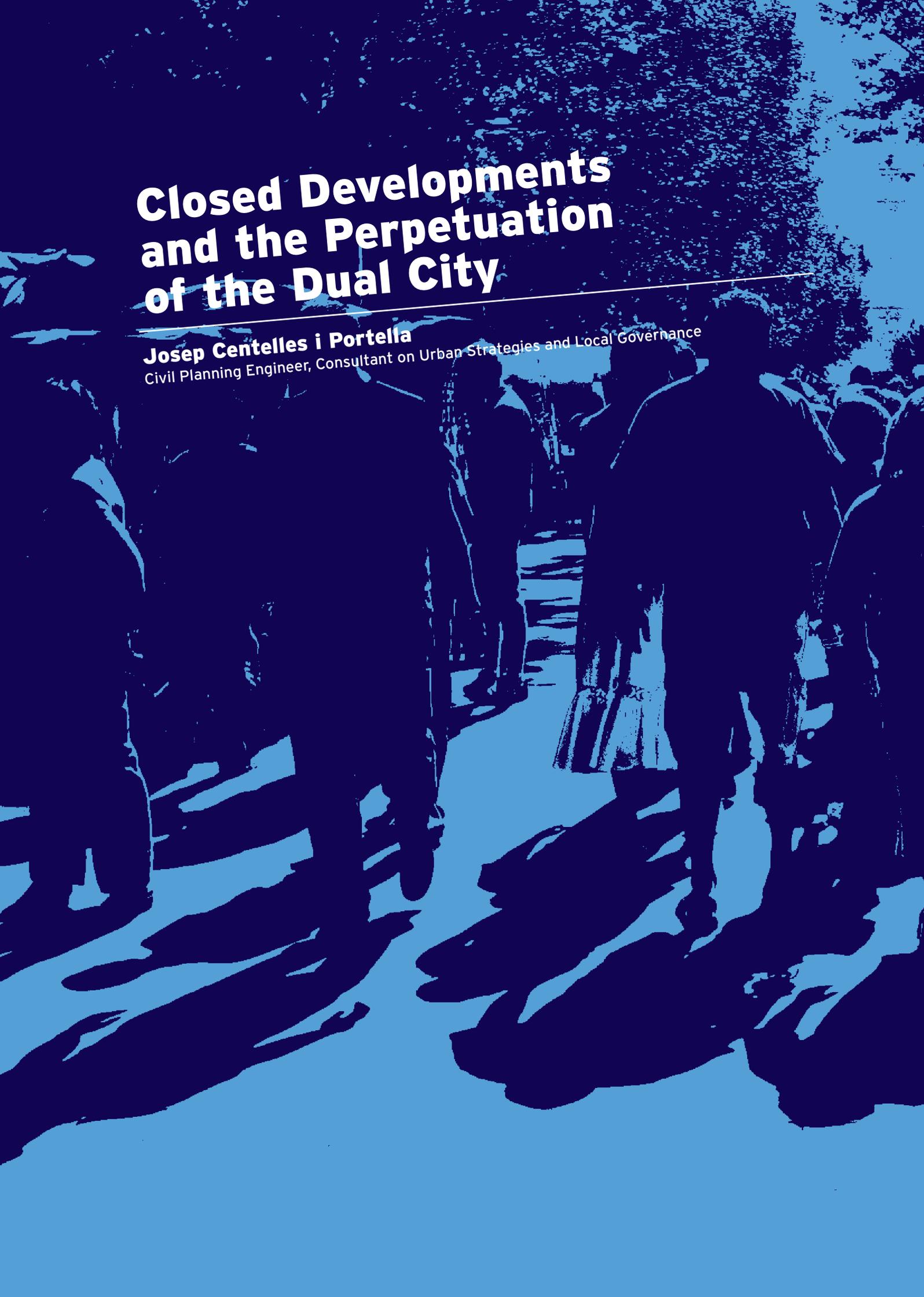
functional programs, but it is necessary for individuals to support those changes that, in the long run, will make them alter their tastes and preferences. True participation in this area is citizen involvement in previous cultural colloquiums; we are talking about a pedagogical process, an educating effort.

These sorts of pedagogic dialogues have been tried out in Barcelona, either directly or indirectly, and with varying results. One example is the Plaça de la Palmera (Palm Tree Square) planned by American sculptor, Richard Serra. It was not easy to convince the inhabitants of a neighborhood in the outskirts of the city of the sculptural significance of the two curved walls. But as the work on the square proceeded and dialogue progressed, the sculpture gradually found its place there. We should note that positive acceptance of aesthetically innovative works in Barcelona has almost always depended upon the functional and social efficiency of the larger urban plan of which they are a part. ●

Closed Developments and the Perpetuation of the Dual City

Josep Centelles i Portella

Civil Planning Engineer, Consultant on Urban Strategies and Local Governance



ARTICLE

This article looks at how some urban forms, specifically “closed-developments”, do not prepare (educate) future governing elites to move beyond current forms of social segregation. The dual city is not just about the formal vs. the informal; there is another duality which is “segregation from above,” a product of the combination of closed urban development and the private automobile, which greatly affects the city’s governance.

A Glossary as Introduction

Urban Planning

We understand urban planning to be the techniques and practices put into effect to design and manage a city’s physical form. Streets, squares, parks, facilities, etc., take on the physical form that we choose to give them in order to serve the people of the city.

Urban Planning is Culture

A constructed city (streets, squares, buildings, etc.) is a cultural product. Each urban form—be it functional or not—serves to organize spaces in a satisfactory manner: for living, working, relaxing and interacting with others, that people inhabit in a given historical and social context. But while the urban form is the result of a cultural process of adaptation to the surroundings, it also has a clear effect on how the cultural practices within it evolve. The physical city quickly turns into a symbolic construction and, thus, into an important part of the cultural identity of the people who use it.

If we understand “education” to mean the impartment of cultural forms, the re-creation of those forms in the people who “are educated,” we must look at how the constructed city educates us, prepares us, and leads us to behave in certain ways. It is always up to the social entity that generates those ways of behaving to judge whether they are acceptable or not, and this judgment is made based on the ethical criteria adopted as desirable.

Urban Planning is Local Policy

No political ideology would dispute that urban planning is, essentially, a subject of public interest. Constructing a city is, by definition, a public activity that should be under the government’s control. To the extent that the circumstances of each town or city are different, it is the local government that has the most authority/responsibility in questions of urban planning. The City Government.

In the Western world it is widely accepted, and legislated, that there are three clearly interdependent facets to

governments’ handling of urban development: planning, management and supervision.

Urban Planning

Urban planning is, without a doubt, the most political of these facets. It is about projecting ahead to the urban form of the city of the future; about being capable of imagining future scenarios that fit with plans for shaping and using urban space that both resolve current problems and are adaptable to predicted future needs.

Traditionally, urban planning has taken a comprehensive approach to cities. In relatively stable cities and in slow economies (according to present standards) projecting the needs for physical spaces in which to live, work, move around, interact and enjoy oneself, was a fairly easy task. Nevertheless, given the rapid and unexpected changes that are taking place today, the social and economic turmoil, and the increasing interdependence among the various players in the urban planning process (in the public sector, on different levels; private, for-profit or not, of varying sizes; local or global, etc.), the smart thing to do—where the local government is capable of doing so—is to put shared strategic planning into practice and, from time to time give it expression in the form of a City Pact. From this perspective, the tailored urban form must be bound by the needs of the agreed-upon urban strategy.

The different kinds of urban plans (directives, general, master, structural, etc., and their derivatives: partial, local, special and detailed), prove useful when they include land use regulation adapted to the agreed-upon development strategies. In other words they are useful if they provide rules of the game, a tool, that adequately resolves the conflict between property rights (private) and the general needs of the urban community.

Urban planning is very much a part of governance, that is to say, it is an essentially political activity and, to a certain extent, hardly technical.

Urban Management

Urban management falls much more in the hands of technical experts in the local governments. It is primarily in the hands of the urban planners. It involves administrating flexibility and, above all, being proactive with regard to the agreed-upon strategy, attracting players, activities, investments, etc. to carry out specific urban projects. The tactical aspect of urban planning involves managing public land resources and the relationship among the necessary players (financial backers or investors, owners, users, etc.). It is important to keep in mind that a good strategy is required in order to win a battle, but strategy alone is not sufficient, tactics are what make the strategy effective.

Urban management falls under the management area of government activity. Technical capabilities are essential in carrying out political directives.

Urban Policing

Supervision, or urban policing, is the third facet in the group. This is a non-negotiable element, normally in the hands of local governments and the law. While all laws and agreements must be adhered to, the laws and agreements regarding urban planning—that generate so many profits and redistribute or focus so much wealth, that involve so much human potential—must be even more scrupulously adhered to.

Supervision or urban policing falls squarely in the bureaucratic realm of governmental activity, where law and order are uncompromising and where there should be no margin for either interpretation or negotiation.

Urban Planning and Local Government

As mentioned earlier, it is normal in the Western world for local governments to have a broad hand in urban planning. In practice, our cities' urban form, in spite of being highly subject to specific national laws and (constructive) customs, is basically the result of actions, or the lack thereof, by different local coalitions that have access to the City Government, or that control it. So, from an urban planning perspective, the following is expected of local governments: a) good strategic capability, b) agile

and skillful management capability, and c) a great deal of authority and coercive capability. There is no question that these standards are not met by weak or little-respected municipal governments.

The Government and the Elite

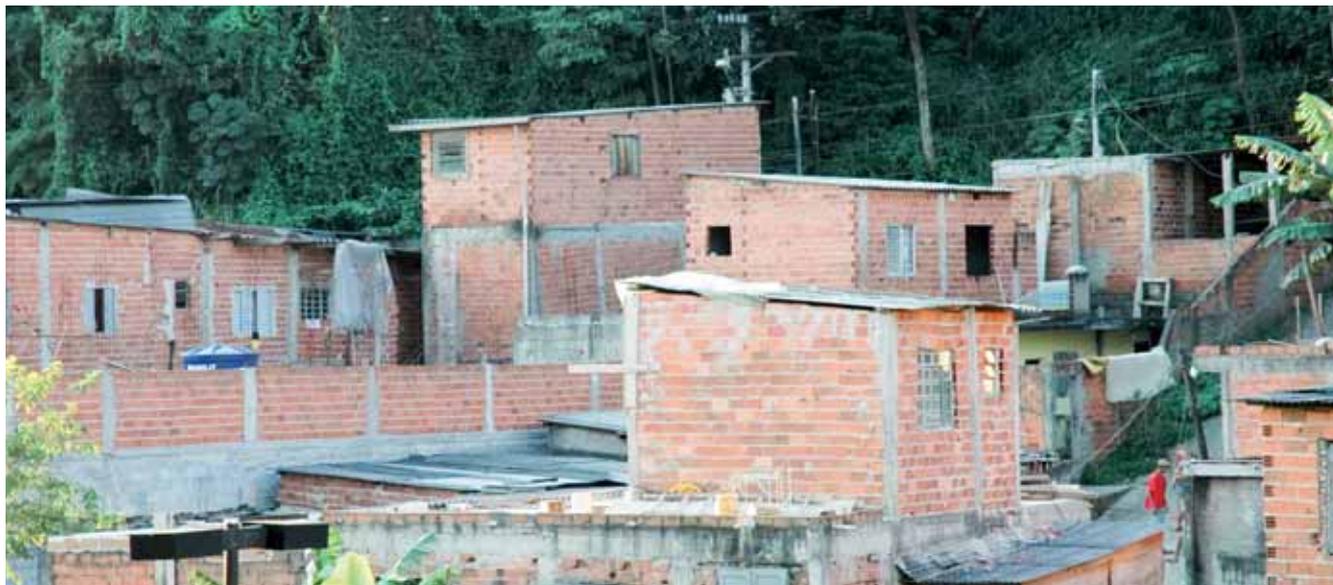
One could argue that all human communities are governed by reliable and faithful representatives of their population. Directly or indirectly, it is the elite who govern, who decide on public matters. Removing the ideological connotations from the term, we see that etymologically, the word derives from *eligere*, "something selected." Chosen by whom? It doesn't matter if it is by God, by the minority of literate property owners or by the people, through universal suffrage. Seen from another angle, it is quite logical that the elite govern. Certainly nobody would expect the most ignorant or least powerful group to take decisions affecting the community as a whole.

While there is no reason for people to throw up their hands in horror at the idea that we are generally governed by the elite, we must recognize that the elite come in many stripes. Historically, most of the elite are conservatives. It is understandable that if they hold power or have privileges, they will do everything they can to "conserve" them. But history teaches us that often innovative elite individuals emerge, progressive types who favor change and who take the risk of trying out formulas that lead to new and better social balances.

The political behavior of the governing elite depends a great deal on their education as a social group.

In accepting that more often than not we are governed by the elite segment of our society, it is ironic that we devote a great deal of time studying the excluded minorities, the poor, the illiterate, the marginalized groups. There is nothing wrong with that, but why don't we take a look at our elite and the values that have been instilled in them, in order to better understand what is taking place and foresee how our governments will act?

Thus far, we have a brief sketch of how we define urban planning, elite and government. It quickly appears evident that urban planning has a significant impact on, and implication in citizens' education with regard to coexistence, cohesion and social justice. In the following section of this article we will look at how certain urban forms—which we call "closed urban development" (increasingly common among the more privileged social groups in large Latin American cities)—mentally shape (educate) the governing elite to maintain and perpetuate the dual, splintered and unjust city that we all too often must put up with.



The Educating Impact of “Closed Urban Development” and the Urban Elite¹

Some Iniquities of Urban Planning

A constructed city does not always turn out as it was planned or conceived in the mind of the planner or the government who commissioned that individual. Often, the true form and function slips out of the control of the planners and governing bodies.

Dual Cities

Unfortunately, all too often cities are built without any planning in mind, thus spawning shanty towns, *bidonvilles*, *favelas*, etc. totally outside the law, in terms of both possession and use of the land. This is the informal city. There exists a dual city: part formal, part informal. Two worlds: those who own property or have a rental lease and those who don't. Those who have minimal urban infrastructures and those who have none or close to none.

Many pages have been written, and studies done, on the informal marginalized and marginalizing city, but infrequently do we see efficient government action taken on the problem. In fact these fragments of cities emerge from chaos or the equivalent thereof: governments' inability to prevent them, not so much through urban planning as through more redistributive overall urban policies. Shanty towns are not just a mere urban planning problem, they are an all-embracing political problem: regarding respectable work, education, infrastructures, culture, social imbalance and a torn social fabric, criminal business operations, etc.

Shanty towns appear and persist because the cultural framework of the dominant elite classes tolerates, accepts, and to a large extent, justifies their existence. Even when not consciously desired, having underemployment and unemployment in the immediate vicinity, offers clear immediate benefits of readily available cheap labor for many things. But this also inexorably leads to citizen

insecurity that is at the root of a great majority of problems of poor city functioning, not as a cause of such, but rather as a result of other causes. That is why police action does not provide a solution to citizen insecurity.

The division into formal and informal is not the only split in the city. There is also segregation from above, the separation of more privileged groups from the rest of the city. This segregation is very marked in what we call “closed-urban development.”

Closed Urban Development

There are iniquities within formal urban planning—largely in reaction to insecurity—that, instead of providing a solution to the problem, establish the cultural rules (education) for perpetuating and reproducing it. That happens with “closed urban development,” the sort that hinges on the closed residential condominium, the restricted-access shopping mall and the private automobile in which to travel from one to the other. It is the antithesis to interaction and exchange and to creating opportunities for cooperation, the antithesis to diversity, in sum, the antithesis to the concept of city.

Private Condominiums

The idea here is not to demonize shopping centers or closed residential condominiums per se. There are positive sides to both of these options. Nobody will argue with the need for security provisions for a 20-story residential building. Likewise, it is reasonable to have limited-access community spaces for the families that live in that building. The problem arises—as is the case with air pollution—when that goes beyond certain limits and becomes generalized. A dozen vehicles do not pollute the city, but many thousands of cars do, and seriously so! Some closed condominiums are, in and of themselves, innocuous; they are part of the enriching diversity of urban forms and a reflection of a city's diversity. It is only when the model becomes so pervasive as to become “unavoidable” for certain social groups that it turns terribly perverse. What is worrisome is the proliferation of this model of residence to the point of

finding ourselves surrounded by nothing but high walls and electric fences.

Shopping Malls

Likewise, there is nothing inherently wrong with shopping malls. Quite to the contrary, all cities have and need shopping areas and markets. The effects on bordering areas (external factors such as an increase in land prices, tension or specialization in land use, etc.) are, in most cases positive and add a certain diversifying element to the city. The problem is when they become obtusely restrictive. A mall that is open to its urban surroundings—even where certain clear limits are in place, including the possibility of closing accesses—generates richness and diversity, while the restricted-access shopping centers breed exclusivity. Security, cleanliness and maintenance and comfortable temperatures—features that make shopping centers so appealing—can be achieved, and are achieved in lots of cases, through open, accessible models that generate positive repercussions outside the actual mall itself.

The trend of closed shopping areas, shielded by impenetrable walls, is not as much about security, cleanliness and temperature control as it is an economic question: assuring that the shopping mall gets every last possible cent and seeing to it that nobody in the vicinity can profit in any way from the mall's investment. Whoever wants to sell anything must rent a space inside the shopping center. Its surroundings are deserted. This is the antithesis to the agglomeration economies that are the economic foundation of a city. Once again, we are looking at the antithesis of the true essence of a city.

Private Vehicles

The third element making these closed and segregated city models operative, is the private car. The automobile boom has disrupted city life. In Europe, with "saturated"² driving levels, and in spite of the fact that a private vehicle continues to be a symbol of social prestige, this has not had the same radical effect as it has in Latin America, of dividing the city into those who own a car and those who don't.³ Nevertheless, there are many cities in Latin America where closed urban development is growing at an alarming pace and the gap between those own a car and those who do not is ever widening. The problem is not so much about the automobile, in and of itself, but rather about the city model that is progressively taking hold. There are many large cities in Latin America in which 10-20% of families depend on a car for their sole means of transportation.

The Motorized Elite?

The motorized segment of the population⁴ enjoys a higher status and greater urban opportunities than the rest of the city's citizens, but they, too, are victims of the very model they promote, experiencing the steady splintering

of the city space and living in a segregated city with the resulting lack of diversity and opportunities for interaction. Depending so heavily upon a car greatly limits spontaneous encounters among people; for the most part, these become programmed events, which means closing oneself within one's own social group and only having contact with "social peers."⁵ Once again, this represents the antithesis to a city, this time in terms of social relationships.

Taken as a whole, it is one of the more aggressive liberal capitalist trends that, rather than serving the people in general, serves only the "solvent" among them. The commercial strategies of the large companies and/or investors think of the car-owning population as a solvent target group and are not interested in the rest. Do our local governments play into this strategy?

The Impoverishment of Public Space

Inevitably, the rest of the city, what is not inside shopping malls, condominiums, schools, formal work spaces and paid recreation spaces, ends up abandoned. Instead of being public spaces for interaction and exchange, streets and squares gradually turn into dirty, poorly-lit, dangerous and disagreeable leftover spaces. The city is turned inside out like a sock. The streets, once the soul of city life, have lost their sheen and only those in the "minimum salary category" wander them now.

The great majority of municipal decision-makers, elected politicians and technical teams in the local administration, etc. belong to the "motorized elite." Quite naturally and comfortably, they observe the city from their vehicles. They see the city "inside out" and they don't very much like what they see, which is why, in their political discourse they say, with all good intentions, that they are going to change it. But in fact, they are probably victims of their own paradigm. The truth is, living in a dual city, at the end of the day the little money remaining in the city budget is applied to faster arteries for automobiles and for defensive security (that obsession with video surveillance). Nothing, almost nothing, is left over for the normal city.

How Do We Educate the Urban Elite?

We are always concerned about the educational deficits of the broad marginalized or excluded segments of the population. As I mentioned, that is a healthy and necessary concern, but it may also be useful to look at the educational deficits of the urban elite, particularly of their children who will be the ones governing in the future.

The question is: what educational impact does closed urban development have on the thinking of adolescents of this motorized elite? Let's put ourselves in the place of one of these youngsters in the midst of puberty or already in early adolescence.

He, or she, plays in the pool, or if the condo is especially large, in its walled-in streets and little squares. He has a



small, closed group of friends of the same age. Whenever he leaves the condominium it is in a car, in the company of an adult, or in school transportation. He sees few “normal” city streets because the car routes used are generally ring roads and highways. He is used to check points, either to enter a shopping mall or to pass the security gate when visiting family friends. That is all a part of normal life. The city is not a continuum, but rather a series of protected spaces in which his life unfolds. The city is an archipelago where a car is used to travel from island to island. He knows that another city exists out there, the one he sees on television or glimpses through the windows of the locked car he rides in with his daddy. It is alien territory where different people live and move about, generally poor people, but often dangerous, as well. He is used to the annoyance of those guys at intersections who always want to wash the windshield. You have to give them something because they’re poor, but you have to be careful because they’ll rob you if they can. He is used to giving loose change to the guys who watch your parked car while you’re at a restaurant. And so on.

This dual city is part of this youngster’s normal life. He/she was raised in it and is prepared (educated) to live in it.

It is this motorized elite, brought up in this “normal” environment, who will be the people governing the city in the future. They are fully prepared to live, and carry on their lives, behind high walls and electric fences. They are fully educated to function in a dual city. Human beings are malleable, they can adapt to anything, even concentration camps. With consequences, of course!

Everything in a city educates. Nothing that happens in a city is neutral, educationally-speaking. That is how a city of closed urban development educates the children of the

broad minorities (easily reaching 10% in large cities) who will, without a doubt, govern the city in the future.

That being the case, we might ask ourselves, given this educating backdrop, whether there is a real chance that this urban duality could change. Is there a possibility of a city with something like equal opportunities? Are there possibilities of breaking this nasty segregationist spiral when it is considered normal in the minds of those who will be making the public decisions?

We should give thought and attention to how the children of our urban elite are educated. They will be holding the reins of government in the future. ●

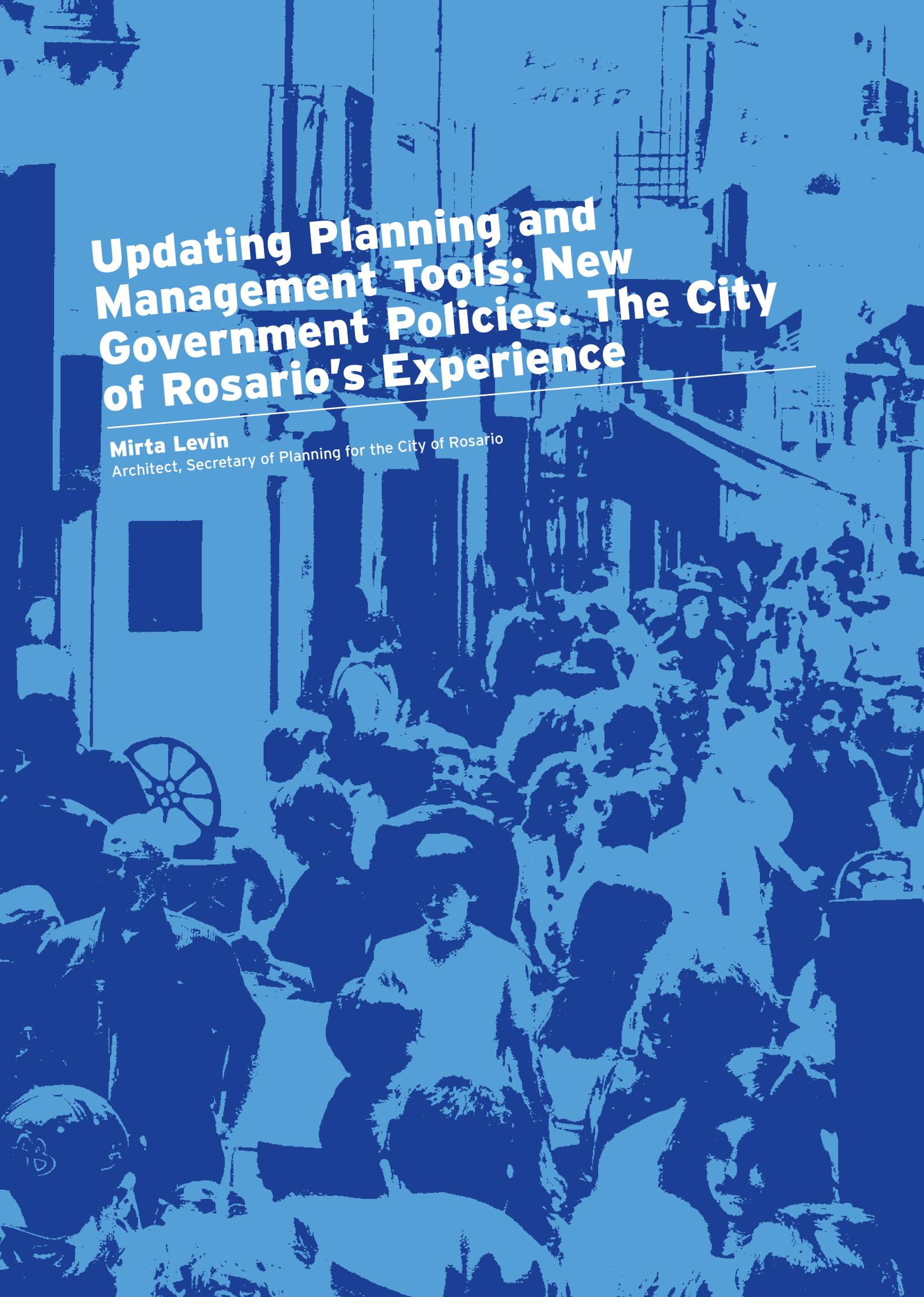
¹L. The following ideas, while applicable to many cities in the Western world, are particularly so to Latin American cities. This author will not attempt to voice an opinion on cities with which he is not sufficiently familiar

² The indices of car ownership in Europe tend to be well above 500 vehicles per 1,000 inhabitants which translates into as many, or more, private vehicles as individuals with drivers licenses. Hence, the term vehicle “saturation.” The average number of car owners in Latin America ranges between 100 and 150 per 1,000 inhabitants; needless to say, these numbers vary, not only among different countries, but also between large urban areas and lower-income regions.

³ Without a doubt, urban public transportation policies vary radically from one side of the Atlantic to the other.

⁴ It would not be accurate to speak of the “motorized social class” since there are car owners of every stripe and category. I will loosely use the term “motorized elite” to refer to the social segment of the population that own private vehicles.

⁵ A concept of the city that, the famous concentric rings notwithstanding, reminds us of the unfortunate “urban ecology” model developed by Park & Burgess in Chicago in the 1920s.



Updating Planning and Management Tools: New Government Policies. The City of Rosario's Experience

Mirta Levin

Architect, Secretary of Planning for the City of Rosario

CITY EXPERIENCE

The Rosario (Argentina) government's Municipal Decentralization and Modernization Program, in operation since 1995, entails generating a new and more efficient form of governing, closing the gap between community problems and the administration. It is a participatory management tool that gives citizens access to solutions and includes them in the process of urban transformation.



Urban Plan, Strategic Plan and Municipal Decentralization and Modernization Program

The history of urban development in Rosario has been shaped by successive urban plans leading to a series of specific changes that, over the course of time, have sparked intense studies and debate with regard to the urban question.

In the 1990s, a period of relative stability set in that opened the way for significant private, and especially, public investments to be made in the Rosario Metropolitan Area. That was the start of a coordinated and positive relationship between urban planning activity and the local administration.

The development of new highly participatory and local urban techniques and programs led to a sort of "institutional technology," that could be defined as a planning system involving different types of instruments and the interaction and interrelation among them. This planning system, able to incorporate strategic goals, sectorial policies and concrete urban projects, then became a platform for governing and decision-making for the joint transformation of the city.

Currently, the 2007-2017 *Urban Plan*—understood to be a strategy for physical change in coordination with the city's overall development—comprises major structural projects that serve as a guideline for a series of smaller-scale urban projects in selected areas. In addition, it becomes a vehicle

for the initiation of programs and concrete actions related to housing, services and facilities, roadways and public transportation, special uses and green space.

These structural projects have the vital potential to recover the city administration's key role regarding both physical and regulatory actions on an urban or territorial scale, and the management of those efforts, thus investing the local authority with true and real autonomy. The described contents encompass the "general plan," while the urban plans that shape concrete changes in a given part of the city comprise the "special plans," that can inclusively link specific spatial and architectural specifications with the city administration's social and cultural policies and programs.

The tie between urban planning and government is established through the development of a large collective project known today as the *Rosario Metropolitan Strategic Plan* (PERM+10), in which main objectives and lines of action are defined within the framework of a coordinated effort involving the public administration and private social and economic sectors. In a broad sense, putting this instrument into effect should be understood as a "citizen contract" with special focus on developing forms of public cooperation among the different levels and jurisdictions (State - Province - Municipality and the relationship among townships in the Metropolitan Area) and between the public and private sector, through the establishment and management of joint programs.

The 2007-2017 Urban Plan for the City of Rosario, is the counterpart, in terms of the city's physical structure, of the Strategic Plan's underlying objectives and guidelines. The technical/institutional relationship between the Urban Plan and the Strategic Plan is a dialectical and dynamic one, feeding into and from the proposals and projects comprising the city's new spatial strategy.

The "District Plans," positioned between the overall General Plan and specific plans or special projects are an intermediate working instrument of the Urban Plan. These plans set out the basic guidelines and list of priority works to be carried out in different areas of the city in keeping with the spatial organization specified by the Municipal Decentralization and Modernization Program.

This municipal program, in operation since 1995, entails generating a new and more efficient form of governing, closing the gap between community problems and the administration; it is a participatory management tool that offers citizens access to solutions and, in addition, includes them in the process of urban transformation.

Decentralization acts as a reorganization policy, both administratively-speaking and in terms of municipal duties and services, and operates through centers located in each of six districts, throughout the city.

The aim of this "new institutional technology," presenting itself as a participatory urban management network, is to offer an urban management model that encourages citizen participation and introduces new mechanisms for administrative control and more open decision-making processes, in an effort to construct a sustainable and balanced "collective city project."

Planning and Citizen Participation

Within the framework of the Municipal Decentralization and Modernization program, urban planning and

strategy is put to the test in each district in the citizen participation processes tied in with the Participatory Budget.

The District Plan is a technical/urban planning instrument of vital importance in legitimizing the concept of participation in government decisions. This is because it is the instrument that has most direct contact with the territory itself and with people's demands, making clear the need for consensus in decision making with regard to the city's physical transformation. The District Plan is the instrument that—in keeping with the guidelines of the General Plan regarding the city's structure and how land is classified for development—specifies what a particular transformation plan will consist of in a given district of the city. It is faced with the challenge of coordinating and tying in the strategic perspective established in the Urban Plan, with the specific and detailed perspective added by the Urban Development Areas in their day-to-day work with the Participatory Budget Councils, social organizations, representatives of different political organizations, and citizens in general, and, in addition, serves as a support to the Strategic Plan by constructing a consensus base in the territory in question.

Today we can see proof in our city of more mature planning in terms of coordination between the strategic vision for the city and metropolitan area, and local demands; and in coordination at all decision-making levels, both within the city government and with citizens and actors from political and cultural spheres and from the city's intermediary organizations. The inclusion of the population in the design and management process has been an important element, going beyond mere opinion—and verbal consultation—based participation to creating actively committed work spaces. In this regard, the Commission on Public Spaces in the Southeast District and



the work with *La Ciudad de los Niños* (The City of Children) have been particularly important.

Public Space-Related Policy in the City of Rosario

Through the above-described policies and instruments, the action taken with regard to the construction of public space in the City of Rosario represents one of the most important means of promoting urban transformation.

Though the city has an active planning history dating back to the mid-1900s, more attention was paid to the subject of public space after 1993¹. As a result of the land management process which unfolded in the country with the privatization of the railroads, leading cities reclaimed the national government land no longer used by the railroads, for use in creating public spaces. Since then the land-management question has been a strong and constant focus of attention together with the planning of new areas of urban development and the respective projects for each one. One of the most important results of this process has been opening the city to the river by creating a new urban front, made possible thanks to a difficult, yet wise, decision made in the 1960s: moving the port from the north end to the south end of the city. The task is not complete; there is valuable land situated outside the riverfront which has yet to be incorporated in the project.

Listing and Quantification of Existing Public Spaces²

The city of Rosario covers a total surface area of 178.69 km², of which 117 km² is developed. The city is organized in a checkerboard of 6,306 blocks and 16,657 street blocks, 85% of which are paved. Green spaces occupy 9,370,000 m² (9.37 km²), or 5.3% of the total land area; of this,

7,500,000 m² are City-maintained spaces. It is estimated that, at present, the urban green space represents approximately 10.4 m² per inhabitant, unevenly distributed among the different districts, with greater concentration in the Northeast (43 % of the total), Central (21 %) and Northern (18 %) districts and a marked difference with respect to the Southern (5 %), Southeastern (6 %) and Western (7%) districts. These percentages of green areas are divided between parks (15%), squares (12%), flowerbeds (4%) and other spaces such as traffic circles, slopes, entrances to the city, etc. (33 %).

These figures reflect the need to incorporate land earmarked as green areas, basically in the districts most lacking in such spaces, and to increase the amount of green space in parks and squares, mainly on a local or neighborhood scale. It is also important to make better use of these spaces with projects designed to upgrade each of these areas and best adapt them for their use. This is not about a policy based solely on quantity, but must address quality as well.

New Directions for Public Space Planning

The effects of the urban renovation of the riverside project are more visible every day through ongoing additions to the work that emphasize the clear premises behind this action: the reaffirmation of the essentially public purpose of this land through the construction of a series of parks, squares and observation points facing the river; limiting commercial areas to a minimum; and creating an uninterrupted along the river's edge extending the length of 11 of the 17 kilometers comprising the entire riverbank area.

The project is indeed important as is its implementation; however, we can also add that today the strategy of incorporating public spaces is built upon the development





of projects in an integrated manner, with the aim of correcting the above-mentioned deficiencies.

City decentralization has placed increased emphasis on observing and understanding the things that take place in cities on different levels, with a clear concern with changing the situation in the most needy areas that suffer exclusion and general deterioration. With that intention in mind, we have come up with some concrete goals towards which to redirect this transformation:

- progressively increase the size of open public spaces in cities until exceeding the 12 m² per inhabitant figure recommended by the World Health Organization;
- correct the situation of imbalance among different sections of the city by providing districts with new recreational areas for their inhabitants;
- remedy situations of deterioration and/or abandonment of certain public spaces through upgrading the most important public spaces in the neighborhoods;
- preserve the landscape conditions, particularly those directly identified with Rosario's image, combining public spaces with landscape and topographical elements;
- ensure the public use and care of sites with exceptional landscape features, by improving accessibility and maintenance of the spots with panoramic views and controlling the incidence of visual obstructions;
- develop actions (contact and joint agreements with neighboring townships and public and private actors) geared towards creating new city parks and a series of metropolitan area and regional parks;
- consider the possibility of turning the different non-harbor sections of the Paraná coastline into park districts, park-lined arteries or reserve areas, as best seen fit; making the banks of the Ludueña and Saladillo streams and the Ibarlucea and Salvat canals, park districts and/or reserves and the entrance roads to the city, as park-lined arteries;
- establish a specific set of urban guidelines to protect the natural features of the hills in the northern and southern areas of the city;
- and lastly, adopt a criterion for selecting signage, lighting and urban furniture elements that, together with treatment of the sidewalks and bicycle paths will present one single image of the parks, boulevards and entrances to the city.

Planning Public Space on Different Scales

The proposed changes for the city will be carried out through the implementation of new regulatory instruments for urban projects that are coordinated efforts and provide a larger context for the development of the most specific operations. These instruments promote projects on different scales: the Rosario Urban Plan, on a general level; the Master Plans and District Plans/Participatory Budget, on an intermediate level; and the Special Plans and Detailed Plans, on a specific level.

In addition to the steps taken with public entities to acquire land for public spaces, the city has redoubled its efforts in this regard, placing a great deal of emphasis on public and private developments.

With the development of the Special Plans in strategic areas, Urban Development Agreements were signed with property owners and/or developers, that set the parameters for implementing the plan. If the result surpassed the parameters in the area in question, economic compensations were established—going beyond the usual requirements of the Urban Planning Ordinance—and applied to acquiring land or constructing roadways, public spaces and/or public housing. In some cases these projects are carried out by the urban planner; in other cases the resources are deposited in a recently-created fund to that effect. Various projects—that make use of sizeable land areas for use as public spaces—have been developed and approved through applying the Special Plans and/or Detailed Plans in cooperation with public entities or private actors.

Conclusion

The City of Rosario—as an educating city, and in accordance with the Preamble to the Charter of Educating Cities—has its own personality and an active relationship with its surroundings, with the other urban centers in the country and with cities in other countries. It has learned from other experiences through the constant exchange and sharing of activities, events and programs that are, today, in different stages of development. Along with carrying out the traditional functions of a city (economic, social, political and service provision) it has simultaneously placed emphasis on the tasks of training, promotion and development of all of its inhabitants, first and foremost children and young people, with the

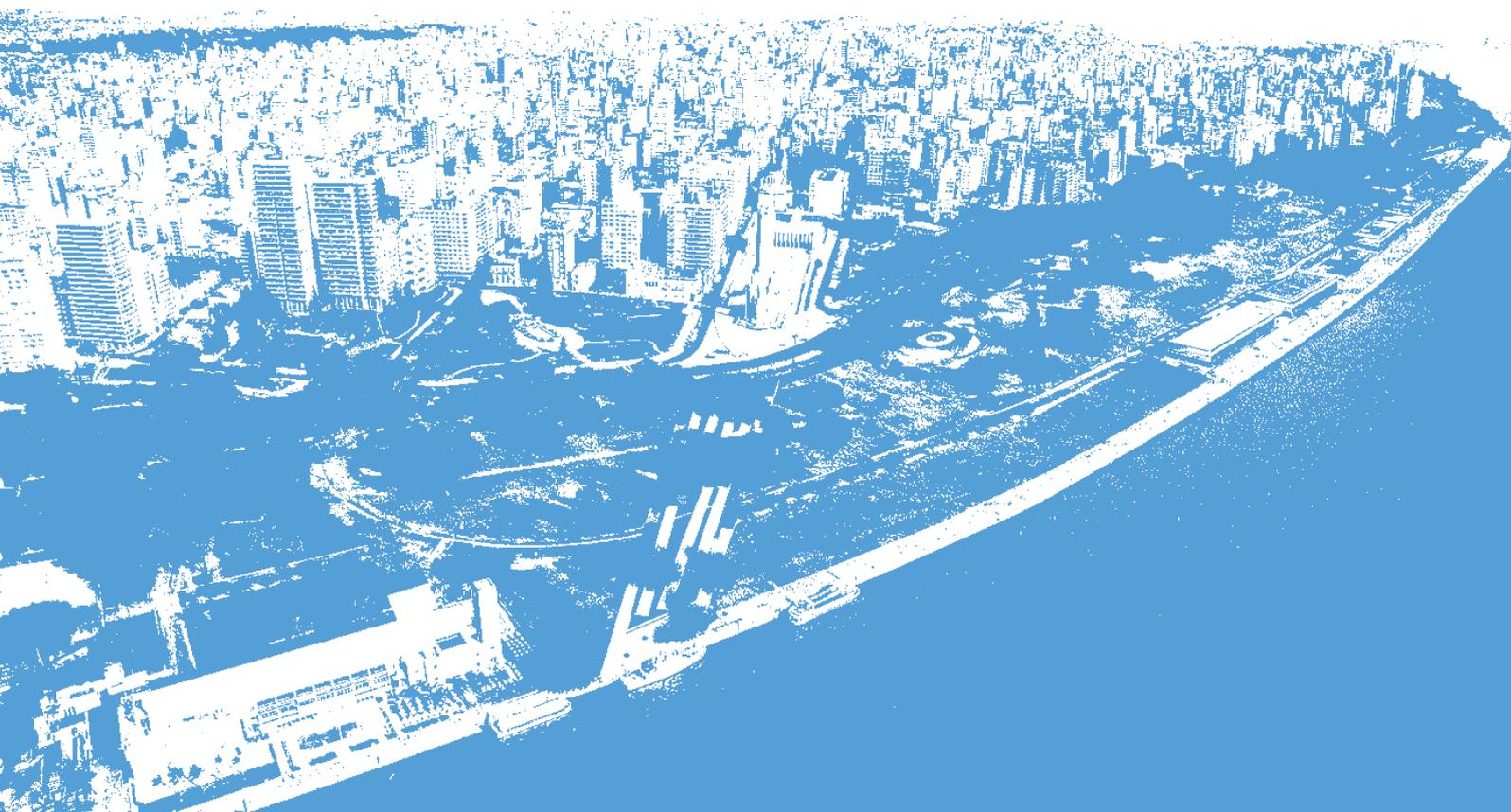


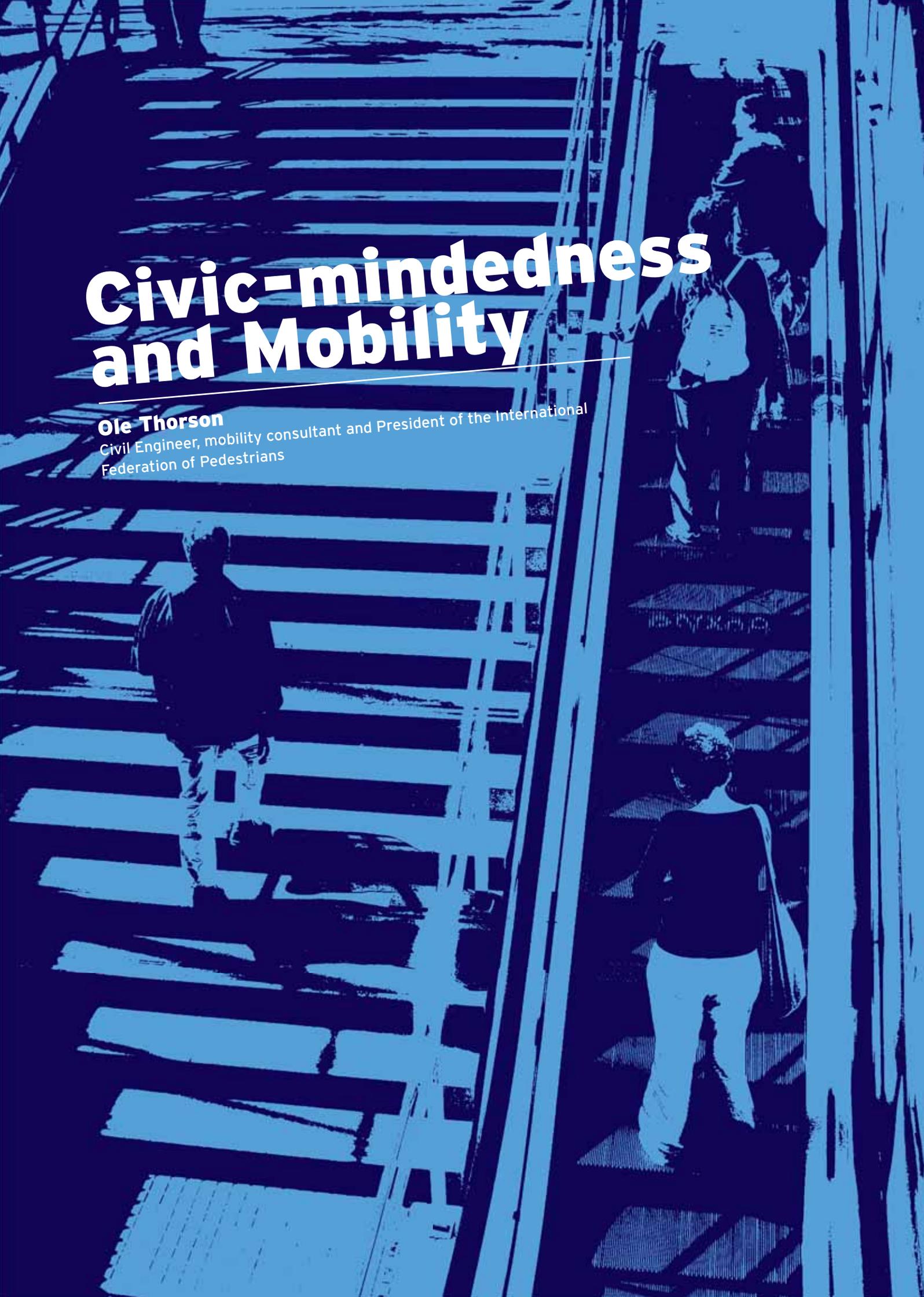
aim of being a city for people of all ages and differing capabilities. Lastly, we can state that, without question, the city has, in recent years, promoted public policies—such as decentralization and the creation of public spaces—that have played significant roles in the city's development and the improvement of quality of life of its inhabitants. ●

¹ The Public Administration (on October 27, 1993) requested the transfer of State-owned land to the Municipality and to public entities, within the framework of National Law N° 24.146 and Reglimentary Decree N° 776/93 (establishing that the National Executive Power must place at the disposal of, or transfer to, Provinces, Municipalities and Townships those properties that are no longer necessary in meeting national needs).

² Source: General Directorate of the Municipality of Rosario.

³ In the North and Center of the city there are numerous riverside projects; in the Northeastern area, 36% of the surface is taken up by the Bosque de los Constituyentes forest area, occupying 270 hectares.





Civic-mindedness and Mobility

Ole Thorson

Civil Engineer, mobility consultant and President of the International Federation of Pedestrians

ARTICLE

When drawing up a city mobility plan, it is important to consider all of the individuals affected, the space they need and the risks they run. The risks must be minimized. Users have the right to a danger-free space, without excessive noise and with breathable air. Achieving this balance, with the clear idea that road space is not intended for vehicle parking, would be the first step in creating more civic-minded city mobility. Citizens would feel more comfortable and attended to in this shared space.

A single person may have different views on the use of public space, depending on his/her interests, needs in any given moment and sense of public responsibility. But a set of minimum demands must be met as regards security and the surroundings in order to protect the most vulnerable users of public space. A pedestrian who wishes to take a stroll has different expectations regarding the surroundings than a person walking from his or her office to attend a meeting nearby. And if that person decides to take the bus, the needs change accordingly (not to mention deciding to go by car).

In Denmark, where I am from, people largely choose non-motorized means of moving about—particularly in urban areas—with walking being the most popular choice. In Catalonia and Barcelona, 46% of the population moves around by non-motorized means. For the most part, urban areas are not designed with this majority in mind, particularly in three regards: many sidewalks are too narrow to allow two people to cross paths without getting in each other's way; there are numerous obstacles on sidewalks, including cars that remain parked there for hours on end; and, finally, vehicle/pedestrian movement at intersections has yet to be resolved in a civic-minded fashion.

Pedestrian Crossings

Painting pedestrian crossings on the road is not an adequate safety measure. There are drivers who don't respect the shared space, and run over pedestrians, seriously injuring or killing them. And there is an additional problem to these crossings which is often overlooked, and that is that pedestrians need to follow a fairly straight path, which affects where the crossings are located within the urban space.

Some drivers consider the road to be theirs alone, and the speed limits optional. They are in a hurry and so everything in their path becomes an obstacle. We live in societies that reward those who arrive first and that is an attitude we must work to change. We must yield the right of way to others.

A city must consider the pedestrian's needs, first and foremost. Every urban project should consider the estimated number of pedestrians as well as bus passengers.

An effective plan cannot be put into place without taking those numbers into account. Likewise, I would suggest that a street plan begin with the street facade, calculating sidewalk space in accordance with the motto, "Think about the Pedestrian."

Priorities

The successive green waves of traffic lights give drivers a sense of open road that can easily translate into a heavy foot on the accelerator. At intersections, it is important to limit how far in the distance the drivers can see, because if they see a very long street ahead it is more difficult to keep them from speeding along it.

The design of the city and its public space should not only reflect the considerations of urban planners and specialists in traffic circulation but also include a dialogue among the individuals affected, taking into account their responses to the visual and visceral stimuli.

Road safety, speed control and a sensitivity to others should take priority over the wishes of those moving about by motorized means. Every day hundreds of individuals are injured in traffic accidents in cities. Every traffic-related accident causes physical and psychological suffering, and we must work together to put an end to those unnecessary injuries and death.



A first step towards heightened civic-mindedness in questions of city mobility is to convey the importance of calm driving demeanor. Drivers must understand that they don't take priority over others, even on the road and, at the same time, speeds should not be permitted to vary among drivers sharing the same space. This requires a change in mentality. It should be made clear that at intersections, bus stops and other crosswalks, pedestrians, bus and tram passengers and cyclists take priority over motorcycles, cars and other vehicles.

Apart from serving as transport arteries for drivers, streets serve three basic purposes:

- To guarantee that pedestrians, cyclists, users of the public transport systems (bus, tram, etc.) and vehicle drivers and passengers can travel the streets in sustainable and safe conditions.
- To guarantee safety at street crossings, particularly for pedestrians, and to assure that the crossing distance fall within recommended parameters (maximum distance of 100 meters).
- To set aside spaces where pedestrians can stop and rest, chat with others, enjoy the sun, etc.

External Factors

Another consideration in city mobility is the role of external factors, or collateral effects, on the current system in operation. Just moving around consumes 40% of our society's total energy expenditure and almost that entire percentage is attributable to private vehicles and trucks. This energy is converted into poisonous emissions (influencing climate change and causing illnesses), high noise levels and deaths and injuries. The two main causes of mobility-related

deaths are traffic accidents and inhalation of poisonous substances.

The World Health Organization reports that more deaths are caused by car emission-related illnesses than by traffic accidents. A society that professes to support civic values and human rights should not allow for that to be the case. The argument that a healthy economy requires this accelerated pace and that those deaths are the price to be paid for progress, is simply unacceptable. A driver may believe that he has the right to kill himself by speeding but in defending that right, he is overlooking the people that he could take with him. If we do not begin to place more value on life and on people's future, if we don't give higher priority to the safety of individuals than to the importance of time and economic interests, civic-mindedness and coexistence will have no place in our society.

We talk more about climate change and possible future disaster (and, obviously, those are subjects that need addressing) than we do about the disastrous situation we are experiencing here and now of the thousands of deaths that occur annually as a result of thoughtless and careless mobility.

Shared Spaces

Public space (the street) is a scarce commodity. Few city arteries have space for wide sidewalks, bus and bike lanes, green spaces and pedestrian paths with resting places. As a result, on many streets, space must be shared for different uses. This is only a feasible, safe and sustainable solution if speed limits are put into effect in this space. This leads us to the recommendation of adjusting public space to primarily meet the needs of individuals rather than machines.





The following are minimum requirements for a city based on civic-minded mobility:

- Sidewalk space is for pedestrians who have the right of way at street crossings.
- Most city streets are considered local, with a maximum speed limit of 30 Km/hr. This would mean greater risk control for drivers and cyclists and safer pedestrian crossings. Civic-minded mobility is achieved by taking into account the needs of others using the public space. When the situation calls for it, one must slow down and yield the right of way.
- Crossings on the remaining streets, with 50 Km/hr. speed limits, require traffic lights guaranteeing the safety of pedestrians and cyclists. The distance between the opposite curbs at a crossing should not exceed 100-150 meters.
- Parking on the street does not exist as a right. Each vehicle owner should have access to a garage both at the

point of origin and at the destination of the journey.

When drawing up a city mobility plan, it is important to consider all of the individuals affected, the space they need and the risks they run. The risks must be minimized. Users have the right to a danger-free space, without excessive noise and with breathable air. Achieving this balance (with the clear idea that road space is not intended for vehicle parking) would be the first step in creating more civic-minded city mobility. Citizens would feel more comfortable and attended to in this shared space. ●



Bicycles in San Sebastian

Odón Elorza

Mayor of San Sebastian



A large network of bicycle lanes has been created over the past 8 years in San Sebastian, Spain, together with various city initiatives encouraging regular bicycle use as both a more humane and ecological means of transport and a healthy leisure activity.

The appearance of bicycles on the streets of San Sebastian did not happen on a mere whim, nor as an improvised "quick-fix," but rather is part of a city model, reconsidered for the 21st century in the city's *Documento del Plan General de Ordenación Urbana* (General Urban Plan), approved in 1995.

Bicycles have long been used in many European cities and are a sign of civic culture and a commitment to sustainable mobility and respect for the currently threatened environment. In San Sebastian we aim to see bicycles used habitually, not only as a more humane and ecological means of transportation, but also as a healthy leisure activity.

Following the development of the Pedestrian Plan we saw the need, in the year 2000, for another plan to encourage bicycle use. Through these two Plans, the local Donostia-San Sebastian government has created a network of *bidegorris* (bike-lanes). Nonetheless, the plan had to be rigorous and coherent, and any adjustments in the use of public roadways required citizen agreements. Thus, the subject had to be put forward for clear and participatory public debate that included presenting future plans for expanding the network.

The fact that more than 12,000 people use bicycles on a daily basis in San Sebastian is evidence of the need to continue encouraging its use. Our city must leave behind that time when private cars were kings of the road and bicycles were relegated to Sunday rides or bike races. Today

bicycles have become a means of transportation and, thanks to positive citizen response, within less than 10 years we will be at the same level of other sustainable cities of Central Europe where bicycles play an important role.

Nevertheless, our aim should also be to reduce, through this effort, the number of private cars and motorcycles on the road and their negative impacts: noise, greenhouse gas emissions and non-renewable energy consumption. Something would be missing in our efforts to encourage bicycle use, if they only served to reduce the number of people using public transportation.

Over the past 8 years we have created bicycle lanes and other initiatives to encourage regular bicycle use, and today 4% of the traffic is bike traffic, but that is not enough. In the course of this process controversy has arisen over putting bike lanes on certain boulevards and streets in San Sebastian and thus eliminating a car lane (for example, along the Playa de la Concha beachfront), or eliminating parking spaces to make space for bike paths. In other cases, the bike lanes go hand in hand with pedestrian areas.

But having learned from past criticism/experience, the local Donostia-San Sebastian government wants to continue earmarking money in the annual budget to continue developing the bicycle Master Plan in order to complete the bike-lane network in downtown San Sebastian and the flat neighborhoods of the city and steadily progress towards the





neighborhoods in the higher areas of town, with the goal of reaching a 7% bike-traffic rate in 2009.

In order to reach this goal we have moved into the 2nd phase of the Plan, following a participatory consultation process through the Mobility Advisory Council. I would like to point out the following aspects of the Plan:

- Extend the current 27 km. bicycle-lane network to 55 km. in three years. To do so will cost €8.4 million over four years. This effort is in keeping with the Donostia-San Sebastian Government's commitment to sustainable mobility and the battle against climate change.
- Encourage the use of both bicycles and motorized traffic on the roads, with unidirectional bike lanes on one side. Here I am referring to not heavily-trafficked roadways.
- Extend the network and its connections to different neighborhoods throughout the city.
- Increase the number of bicycle parking places, specifically designed for city needs, especially in bus or train transfer stations, on the university campus, at beaches, cultural and sports venues, the city's main boulevard, etc.
- Carry out campaigns to encourage bicycle use throughout the year, including autumn and winter.
- Put into effect a bicycle rental service both for people living in, and visiting, the city, with rental sites in strategic locations.
- Expand the ID and robbery-prevention system by engraving a numeric code on the bicycle frame. We will also look into the idea of requiring a small license plate.
- In the neighborhoods located in the higher areas of the city, we need to expand bus service that allows for bicycle

transport, as well as putting elevators in certain key spots for easier bicycle accessibility.

There has been recent concern about irresponsible behavior on the part of certain cyclists towards pedestrians (riding too fast in spaces shared by bike-riders and pedestrians, not respecting pedestrian right of way, riding on the sidewalk, etc.). We must work to keep that sort of behavior from spreading and giving bicycles a bad name, and thus have developed a campaign encouraging caution and courteous biking habits. That, together with the necessary patrolling by the City Police who must fine cyclists for irresponsible conduct, particularly putting pedestrians at risk by riding on sidewalks.

In conclusion, I would like to describe three unique projects associated with bicycle use in San Sebastian:

- 1.** Turning two out-of-service EuskoTren (Basque Train System) tunnels into a 2.1 km. bicycle path connecting the Amara and Ibaeta neighborhoods. This is a star European project, to be carried out immediately, that will involve adapting the two tunnels to this new purpose, including lighting and surveillance cameras. The project will cost €2.7 million.
- 2.** Completion of construction of the pedestrian promenade and bicycle lane along the riverside, that will connect Loyola and Riberas neighborhoods with the city center. It is a dream project. The aim is to connect another 18,000 people to the city's already-existing bicycle network. But



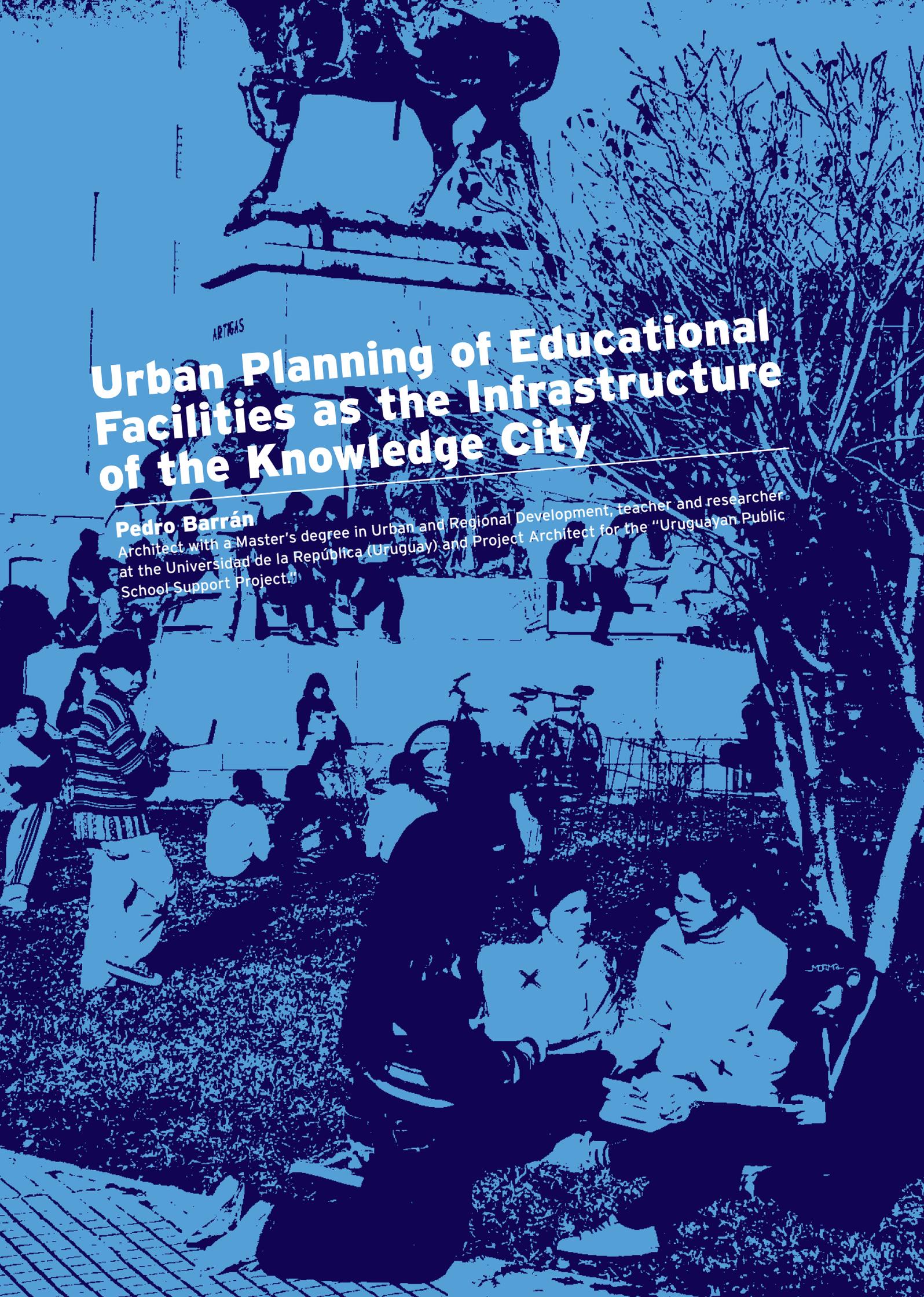
within 6 years— as a result of projected residential areas in Txomin and Antondegi—30,000 residents will benefit from this plan that is tied in with the Urumea wetland park project and the project to turn the present Martutene-Loyola road into an urban artery.

3. Turning San Marcial street into a pedestrian walkway with a bike path. This choice seems wise, given that it is a busy commercial street where vehicular traffic can be easily eliminated, allowing for a convenient bicycle path connection to existing bike lanes on Paseo de los Fueros and Easo street, that is, between the river and the Concha beach. This not only offers increased bicycle mobility, but also addresses the problem of cyclists riding on the sidewalk along Avenida de la Libertad.

If we look at the distance we have come, the goals reached and the projects planned for the coming years, I can say that—in these times of battling CO2 emissions and climate change—the San Sebastian government has made a wise choice. More space will be allotted for bicycles and there will be more people in the city riding them, as is fitting for this means of transportation that is ideal for the 21st century and for people of all ages and social conditions. Donostia, too, will be a vanguard city in terms of its sustainable transportation policy, aimed towards greater social cohesion.

In this regard, it is the cities that can offer the most in the fight against climate change, in coordination with the

strategic work and planning of the Spanish government, and EU and UN authorities. San Sebastian has just completed a difficult job, starting in its own backyard: developing a strategy against climate change that includes more than 200 actions concerned with sustainable mobility, energy efficiency, comprehensive garbage treatment and environmentally-friendly urban policies that include bioclimatic architecture, new parks that act as carbon drains and efficient water management. ●



Urban Planning of Educational Facilities as the Infrastructure of the Knowledge City

Pedro Barrán

Architect with a Master's degree in Urban and Regional Development, teacher and researcher at the Universidad de la República (Uruguay) and Project Architect for the "Uruguayan Public School Support Project."

ARTICLE

It is my belief that in order to achieve the goal of a truly creative and educating city that is not exclusive, urban planning must promote the development of facilities networks, making them more accessible and interactive with other educating agents in the city.

An Innovative, Inclusive and Social Infrastructure

This new century finds us undergoing processes of change that require a rethinking of educating facilities and their interaction with the city. We are experiencing the emergence of the information society and, economically-speaking, we are seeing that knowledge is what produces most added value, thus requiring that education extend to all periods of life and that educational institutions make adjustments in terms of content. But education should not just assure the means of finding one's place in this new society, but must also encourage the building of citizen awareness by instilling values of equality and social integration and embracing the concept of cultural diversity. The schools, universities and all of the social, sports and cultural infrastructures that fall under the aegis of urban planning are foundations for social cohesion and platforms for creative action. Thus, urban planning must focus on proximity to citizens and their needs, on being functional and on creating networks. In this article we will look at how urban planning and educational planning work together to confront current challenges.

Educational Planning in the Cities

The relationship between demographic information and the educational system has long been a subject of study, but until the post-war period the importance of geographic data was underestimated. In the 1960s, UNESCO proposed school mapping as an instrument through which to analyze the educational system and its integration in the territory.¹ Nevertheless, this method often resulted in rigid, centralized planning that bypassed the involvement of other actors that were not associated with the State.

Numerous educating agents exist in a city: families; sports and community associations; non-governmental organizations; communications media; unions; and sometimes even companies and political parties. In order to encourage the fullest use of available educational and cultural resources, we must facilitate access to all of them and manage the networks that link them.

Cities today are considered to be complicated and ever-changing systems. This means recognizing the uncertainty and complexity of the territorial processes and the multiple choices of action by the different actors. Planning should be flexible and easily brought in step with

interactive instruments, and public management should be coherent and transparent. The State must take the lead in formulating strategies that are compatible with other development criteria (industrial, environment, tourism) and are negotiated and shared by the different actors. These strategies generate responsibilities and social learning for all actors involved.

The City of Montevideo (Uruguay) as a Case in Point

In the first half of the 20th century, Uruguay was under democratic rule, enjoyed certain economic prosperity, had a broad middle class and provided free, secular education.² The educational system was almost exclusively public with a very centralized administration. Universalized access to Primary Education was achieved through schools evenly distributed throughout Montevideo. Nevertheless, in the 1960s, the country entered a period of crisis, the economy came to a standstill and a military dictatorship ensued (1973-85). During those years the urban dynamics tore apart the social and territorial fabric of the city and a new phenomenon took hold: child poverty.³

It wasn't until the 1990s that the social, urban and educational deterioration began to turn around. Educational authorities promoted partial reforms, trying to extend and improve the quality of the educational cycle, yet relegating educators to the role of mere recipients of policies developed by the political authorities. There was





near-universal access to Primary (4 and 5 years of age) and Secondary (12 to 14 years) education. The victory of the political left in 2004 significantly changed social policies. While the educational system remained very centralized, educational policies began to be more open to participation, particularly after the 2006 National Debate on Education).⁴

Moving Towards a Cultured, Integrated and Diverse City

Certain territorial processes continue dividing the city. Firstly, privately-managed projects (shopping centers, service companies) have created new hubs of activity on the eastern coast, catering to the middle and upper income population. This is the area where private education has a relatively broader base. Secondly, there has been internal migration of poorer segments of the population to informal areas in the city outskirts, despite the lack of services and facilities there. Public policies aim to redirect this informal occupation in areas adjacent to the formal city, where all of the infrastructures are in place and where there has been a decrease in population.⁵

The different educational and cultural facilities can then take on the role of urban hubs, of points of access that provide a sense of identity (symbolic) and of social inclusion (belonging). In addition, they offer the added value of quality and beauty in the architectural and urban design of the buildings and community spaces.

What are the educational policies that can adequately address these processes of exclusion? While the debate continues between wide-reaching and focused policies, plans for public school construction are centered primarily on the formal city outskirts, encouraging social reintegration. Everyone has the right to attend and graduate from Primary School, however the differences in achievement levels and the high percentage of students repeating courses, is cause for concern. As a result, *Escuelas de Tiempo Completo*⁶ (Full-Schedule Schools: seven hours of class and three meals) have been developed in these adverse contexts. The aim is to improve conditions of fairness through this focused educational effort of positive discrimination. In addition, non-mandatory secondary school-level education is free, as are advanced studies, though these schools are not reaching all of the potential students.⁷ Because of a likely growing demand for secondary school education, more schools are being built to meet this need.

I believe that there must be improved coordination between the local administration (Montevideo City Council) and the National Public Education Administration, to develop an urban strategy that shapes community identities and local centers. The different educational and cultural facilities can then take on the role of urban hubs, of points of access that provide a sense of identity (symbolic) and of social inclusion (belonging). In addition, they offer the added value of quality and beauty in the architectural and urban design of the buildings and community spaces.

Improving the Connection Among Social Networks

The historical downtown areas, and the intermediate areas of the city are fairly stable in terms of both building and population dynamics. Generally, the educational infrastructure in these consolidated areas is good and abundant and the school buildings reaffirm neighborhood identities. There, the focus is on management, in order to step up exchanges and encourage network building.

Traditionally, educating spaces have been places where relationships and common interests stimulate integrative processes. Programs such as *Strengthening School, Family and Community Ties*⁸ and *Social Intervention Projects* aim to

promote family participation in the school and to coordinate the different educating agents in the neighborhood, while *Educational Improvement Projects*⁹ are addressed towards school decentralization. In addition, I believe that the social use of educating spaces should be regulated, allowing them to be used for non-formal educational and community activities.

Reviving Culture and Fostering Innovation

Budgets for public programs targeted to science, technology and innovation are increasing. Emphasis is being placed on research and cooperation activities between the educational system and production, with a focus on technological parks¹¹ and company incubators.

Finally, perhaps the most ambitious project currently underway is the *Proyecto CEIBAL*,¹² that aims to democratize IT resources and provide each child and teacher in the Public Schools with a laptop computer designed for their needs and with wireless connection among them and to the Internet. But we must not only guarantee this access, but also provide the necessary education so that everyone can competently use these technologies in a creative, autonomous and discriminating manner. These new interactive virtual spaces complement and enrich the physical public spaces and, thus, must be taken into consideration in planning the network of public spaces.

In short, it is my belief that in order to achieve the goal of a truly creative and educating city that is not exclusive, urban planning must promote the development of facilities networks, making them more accessible and interactive with other educating agents in the city. ●



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See: <http://www.montevideo.gub.uy/pot/>

¹ Fue This was put into practice in France, starting in 1963. See: Hallak, Jacques, Institut International de Planification de L'Education; *La mise en place de politiques éducatives: rôle et méthodologie de la carte scolaire*; Les presses de L'Unesco, Belgique, 1976.

² As of 1877, primary education is free and mandatory, and has been secular since 1907. Secondary and advanced schooling have been free since 1916 and as of 1967, the first three years of secondary education are mandatory.

³ Observing poverty rates by age groups, there is a much higher prevalence of poverty among children and adolescents than among the rest of the population. Almost half of the children surveyed come from poor homes.

⁴ <http://www.debateducativo.edu.uy>

⁵ See: Program for the Integration of Irregular Settlements (PIAI). <http://www.piai.gub.uy>

⁶ <http://www.mecaep.edu.uy/pfisica/index.html> A fewer number have also

been set up in middle-income areas in order to avoid the stigma of "schools for the poor."

⁷ This has more to do with the draw of the labor market and dropping out of school, than with a lack of infrastructure.

⁸ <http://www.mecaep.edu.uy/hprincipal.aspx?1,30,70,0,0,0>

⁹ <http://www.cep.edu.uy/CEP/MemoriaProyectos/MecaepPME/PME.htm>

¹⁰ Cerro Industrial and Technological Park and the Pando Technology Pole.

¹¹ Industrial Academic Center for Computer Technology, Ingenio.

¹² Educational Connection Project of Basic Information for On-Line Learning. <http://www.ceibal.edu.uy/>. In 2008 the program was in place everywhere in the country except in the capital city of Montevideo, where it will be put in operation in 2009. The idea comes from the Massachusetts Institute of Technology (MIT). See: One Laptop Per Child (OLPC) www.laptop.org

Citizen Participation and Environmental Recovery: Belo Horizonte's Drenurbs Program

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The Belo Horizonte (Brazil) City Council's Drenurbs Program aims to reverse the deterioration of the water channels that remain in their original beds and reincorporate them into the urban landscape. This is being carried out through the Environmental Education and Social Mobilization Plans.



In considering the current relationship between urban space and the people who live within it, we are inevitably led to the subject of citizen participation in defining public policies, in accordance with the principles put forth in the 1988 Constitution that addressed demands of the people and marked the start of a new phase in collective social action in Brazil. Since then, the planning of public policies that address the challenges of the management of urban space in building a city that is a space reflecting social justice and quality of life, is no longer solely a responsibility of the State.

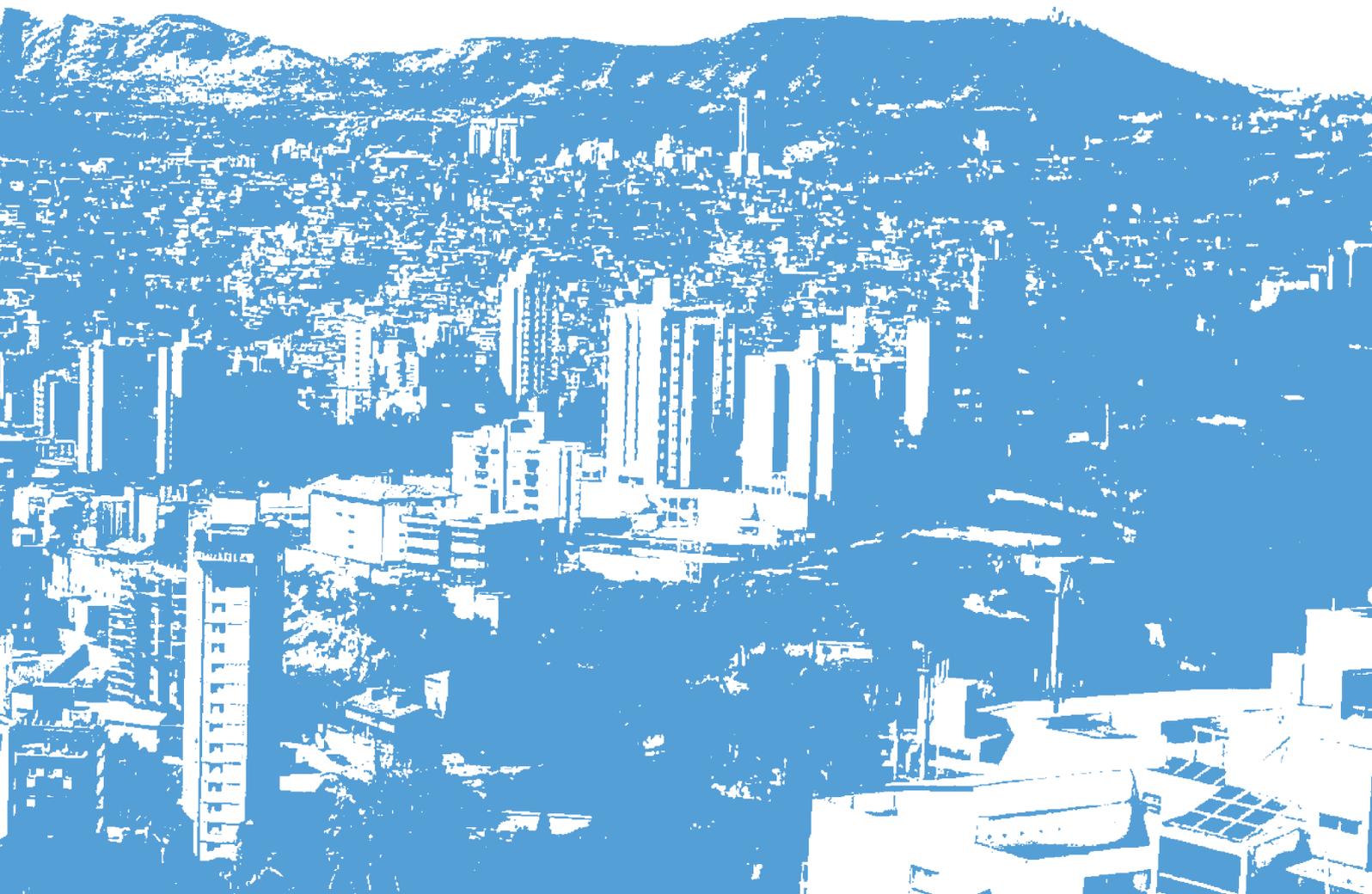
Given that the inhabitants of a city use public spaces in different ways and that these spaces reflect multiple interests and meanings, the actions and programs developed by the public authorities should involve the participation of those people who will benefit from or be affected by the programs, in their different phases. In this case, the State's role also becomes one of galvanizing: "...the synergy between the social actors and the spaces of cooperation, mobilizing potential existing resources in society, and considering their participation as essential in these joint actions, multiplies the chances of success. To ignore the growing importance of the involvement of social organizations in social policies is to play into the inefficient logic of fragmentation, lack of coordination, superimposition and the isolation of the

actions." (Fonseca and Diniz, 2002, p.26, translated from Portuguese)

Within this context, and through the Belo Horizonte Drenurbs Environmental Recovery Program, the Environmental Education and Social Mobilization Plans were developed. Through this program, the Belo Horizonte City Council aims to reverse the deterioration of the water channels that remain in their original beds through integrated treatment of the environmental and health problems in the different water basins, in order to clean them up and reincorporate them into the urban landscape.

The Drenurbs Program was designed to be carried out in different phases and was structured in accordance with the City's financial and operative capabilities. This program will serve to decontaminate 140 kilometers of water channels, that includes 73 streams of 47 water basins, accounting for 20% of the full extension and 30% of the streams in their original beds, that is to say, not channeled. The program embraces a total land area of 177 Km² (approximately 51% of the total city area) and will affect 1,011,000 inhabitants, or close to 45% of the city's population.

The program is in its first phase of operation. This consists of several operations, about to be completed in the basins/sub-basins of the 1º de Maio, Nossa Senhora da Piedade and Baleares streams, as well as the Bonsucesso and Engenho





Nogueira basins where the work has just been put up for tender.

The consolidation and continuity of the program depends on citizen understanding of, and participation in, this new concept of water treatment, that discards channeling as the only solution for urban drainage. In this regard, one of the Drenurbs project's main premises is people's participation in its development and their involvement in all of its phases. Likewise, a priority of the program is to establish the foundation for shared management¹ of the created and/or revitalized spaces.

This brings the educating process to the fore in the context of the program, with its aim of appropriating public spaces and encouraging autonomy and citizen action from a socio-environmental perspective, through the development of a liberating and committed collective environmental education.

In order to develop the educational aspect, the first step was to carry out a Diagnosis of Socio-environmental Perception, identifying, from the people's points of view, the pros and cons of preserving the streams and the basins

and sub-basins in question. Upon completion of all of the action taken in each sub-basin, new studies were performed to assess the changes.

The next step was to set up the Drenurbs Commissions, made up of representatives from the population at large, from public services and from social, economic and political forces in the area and also from the school population. The Commissions are a very important element in the educating process since they manage the environmental questions and issues in the communities where these basins are located.

The Drenurbs Commissions actively participate in drawing up the Local Environmental Education Plans (PLEAs), basing them on the results of the Socio-environmental Perception Diagnoses. The goal of the PLEAs activities is to find a solution to, or minimize, the diagnosed problems, and focus on the positive aspects and available resources in the water basins; all of that resulting from a joint analysis of the periodic diagnostic reports. Local institutions are also invited to join the working group.

Drawing up the PLEAs is a two-step process. First a list of the problems is compiled, based on the information provided through the Socio-environmental Perception Diagnosis. In this step various proposals and actions are put forward for resolving the issues in question. The second step involves defining the public objectives of the actions to be taken and the individuals, organizations and entities cooperating in each one, and then coming up with a final proposal for the activity.

It is important to note that environmental education is not only tied in with ecological questions but also with the political dimension of the educating process, implying training or changes in individual and social values that are important in achieving fairer and more egalitarian relationships. The planned works and improvements provide an opportunity to examine the interaction between people and the environment, as well as a chance to empower the local community.





In terms of interaction with the environment, it is necessary to examine and work on people's perception of their space, since this is the perspective from which they act and express their values and attitudes. Therefore, it is necessary to understand people's relationship with the environmental conditions created by and for them, in a situation where the educating process is not simply about presenting solutions to environmental problems. (Machado, 2008).

In terms of developing actions that contribute to empowering the local population, we work on creating a social network², through the coordination of the sectorial policies developed by different local government areas, particularly services such as education, health, city clearing, social services and sports, thus ensuring the multidimensional aspect of environmental education in public policy. In addition, we encourage cooperation with NGOs and private sector organizations that are active in the area.

In this regard, considering the cultural diversity and the interests of the actors affected, it is the State's role to unify the actions for the consolidation of this network, in order to avoid the risk of a one-off or fragmented action in a particular area in which the program is operating.

In a preliminary analysis of the process of putting the educating aspect of the Drenurbs Program into action, it was clear that the evaluation of the local needs and the cross-sector aspect were essential to engaging the inhabitants of these areas in the periodic activities of the Local Environmental Education Plans. The strategy for consolidating this process is the active participation of Commission members in the management of the revitalized areas, taking into consideration the differing perspectives of the actors involved in the appropriation of the common space in question, and thus fostering the continuity of the actions that have been developed and carried out. ●

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¹ The concept of shared management refers to the joint definitions and actions agreed upon between the public authorities and the local population for the use and appropriation of the created or revived spaces, especially in the riverside parks.

² Here we understand the concept of network to mean "a space where different social actors come together to coordinate their efforts—each incomplete—towards defined goals, that is, to strengthen resources with, and for, the general public." (Amorim and Fonseca, 1999, p. 17, translated from Portuguese)

The background of the entire page is a high-angle, black and white photograph of a busy city street. The street is filled with a large number of people walking in various directions. On the right side of the image, a classic street lamp with a single globe is visible. The overall scene conveys a sense of a vibrant, populated urban environment.

The Right to the City: How to Better Promote Inclusive Cities at an International Level

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ARTICLE

Through the research project “Urban Policies and the Right to the City,” UNESCO and UN HABITAT are working to promote equal access for all urban dwellers to the city’s potential benefits, their democratic participation in decision-making processes and the fulfilment of their fundamental rights, responsibilities and freedoms.

While the rapid social transformations we are seeing in cities today generate innovation and progress, they also bring with them social and spatial segregation between the rich and the poor and between “legal” and “illegal” cities, exacerbating social divisions within societies. Throughout history cities have been regarded as cradles of civilization. It is important to recreate the conditions that will restore to the metropolises of today their role as centres of cultural influence and democracy. There is increasing pressure throughout the world to enable municipal authorities to contribute to local and global sustainable development in an age when the responsibilities of cities are rapidly expanding due to globalization.

Presented in terms of a socially sustainable urban paradigm, the “Right to the City” could be defined as the promotion of equal access for all urban dwellers to the city’s potential benefits, their democratic participation in decision-making processes, and the fulfilment of their fundamental rights, responsibilities and freedoms.

How can we empower people by passing on responsibility to multiple actors in the decision-making process and enabling them to carry out decisions? For United Nations bodies like UNESCO, UN HABITAT and UNDESA (Department of Economic and Social Affairs), the Right to the City concept is another way of saying “Inclusive Cities,” where growth and equity are promoted through empowering all inhabitants—regardless of their economic level, gender, race, ethnicity or religion—to fully participate in the opportunities that cities have to offer.

At the UN-level, a rights-based approach to development is now included in the Millennium Development Goals, focusing particularly on promoting sustainable urban development and with a commitment to poverty reduction and to the effective participation of traditionally

disenfranchised and marginalized groups, in urban environmental policy, planning and management. For over a decade, UNESCO has studied cities as arenas for rapid social change: building the 21st century democratic city, a space for cooperation and citizenship in action; humanizing the city and proclaiming solidarity a fundamental element of democracy and human rights. “Urban Policies and the Right to the City”—a project launched in March 2005 by UN HABITAT and UNESCO with the support of the International Association of Educating Cities (IAEC) and, as of February 2008, UNDESA— is one of the very first steps taken, at the UN level, towards forging consensus among key actors, and local authorities in particular, on the constituting elements of public policy and legislation that combine urban development with social equity and justice.

Without question, an educating city is one in which the construction of urban space provides the foundation for citizenship. Thus, all of the city spaces, together with its facilities, public services and institutions serve as resources that expand and promote citizens’ potential and contribute to the quality of urban life, particularly for the more underprivileged citizens. An inclusive city, therefore, combines the diverse, but complementary, elements of education and urban development, key elements to building the Right to the City. This idea was one of the focuses of an International Seminar organized by UNESCO in November 2008, during the latest World Urban Forum in China: “Building up Education towards Sustainable Urban Development.”

The main objective of the project is to promote “inclusive cities” and is primarily addressed to mayors, municipalities, professionals, international NGOs focused on cities and city dwellers. The intention is to promote an international research project that identifies best



practices with regard to: laws and urban planning; inter-religious municipal councils; municipal charters on citizens' rights and responsibilities; the participation of women in urban management; and spatial and social inclusion of migrants in cities. All of these areas are included in the UN HABITAT campaign on urban governance as well as in UNESCO's strategy on human rights and its Universal Declaration on Cultural Diversity. The project aims to come up with guidelines for the creation of more inclusive cities, drawing from the results of various research meetings, and in accordance with the UN Copenhagen Social Summit declaration of 1995 to build inclusive societies.

Key questions were raised in the international debates regarding the project that have taken place since March 2005:

- Whose rights? Residents/ non-residents/ stakeholders?
- How do we promote a new concept of urban citizenship/ corporate citizenship/ individual citizenship/ community citizenship?
- Rights and responsibilities: the Local governments' role and duties, and the question of reciprocity. How can existing normative tools be systematized, and how can we achieve widespread understanding of the Right to the City concept at the international level?
- How can we link Millennium Development Goals and the rights-based approach to the development of urban policies?

In the work sessions, experts specifically examined appropriate ways of addressing a broad range of subjects: inter-religious issues; questions of local context; political disposition, and bottom-up vs. top-down approaches; the critical balance between social cohesion and competitiveness; "Urban Policies and Citizenship;" the necessary transition from a needs-based approach to a rights-based approach in urban development and planning; the rights and integration of urban indigenous communities; local participatory democracy; bridging the gap between declared rights and reality, and municipalities putting Charters provisions into effect; the need for greater policy and advocacy focus; and civil society's role in generating awareness.

With an eye towards producing in-depth studies on these topics, two UNESCO chairs were created; one in 2007, at the École Nationale des Travaux Publics de l'État in Lyon (France) regarding "Urban Policies and Citizenship" and under the direction of Professor Bernard Jouve; and the other in 2008 at Venice University, titled "Social and Spatial Inclusion of Migrants: Urban Policies and Practices." In addition, at the 4th Session of the World Urban Forum in Nanjing (China) in November 2008, UNESCO and UN HABITAT distributed a joint guide on "Historic Districts for All: A Social and Human Approach for Sustainable Urban Revitalization," in Chinese, English and French. The Spanish version, produced by the Sevilla Global Foundation, will be available on the UNESCO website in 2009.

During the course of these international debates on "Urban Policies and the Right to the City," various normative tools and best practices have been presented at all levels:

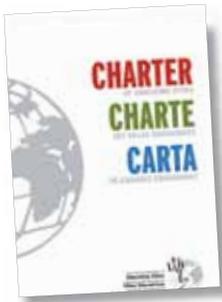
At a local level, *The Montreal Charter of Rights and Responsibilities*, enacted by the City Council as a by-law, sets forth the rights and responsibilities of citizens as a guide to fostering closer ties among them and improving the quality of life in that city to the benefit of all. The Charter addresses social and economic rights, including the right to housing and to emergency shelter.

At a national level, *The City Statute of Brazil*, established in 2001 as a new legal-urban order focuses on the right to housing, the city and the social function of property, and urban land management planning and is also an instrument for territorial inclusion strategies. The Statute embraces a set of principles that reflect a specific concept of the city and of urban planning and management, and presents a series of instruments for achieving the desired aims. It is the definition of the "city that we want" in every city's Master Plans that will determine what instruments are used (or not) and how they are applied.

At a regional level, the *European Charter for the Safeguarding of Human Rights in the City*, ratified by more than 200 European cities, argues that municipal

charters are needed, given that State authorities are not accessible to many citizens, and that city officials have the advantage of being much closer to their citizens. The scope of the Charter includes fundamental rights—civil, political, economic and social—that are acknowledged in other international and regional instruments, such as The Universal Declaration of Human Rights and the European Convention on Human Rights.

Another example at the regional level, the *Aberdeen Agenda: Commonwealth Principles for Good Practice and Local Democracy and Good Governance*, sets out 12 core principles for local democracy and good governance in the Commonwealth. It serves as a basis for the design of training modules for elected councillors, to be developed by a multi-disciplinary team from the Commonwealth. The modules are now exploring practical solutions to create robust structures as well as tools to improve local accountability and decision-making, and include suggested initiatives and projects that support local democracy within the community.



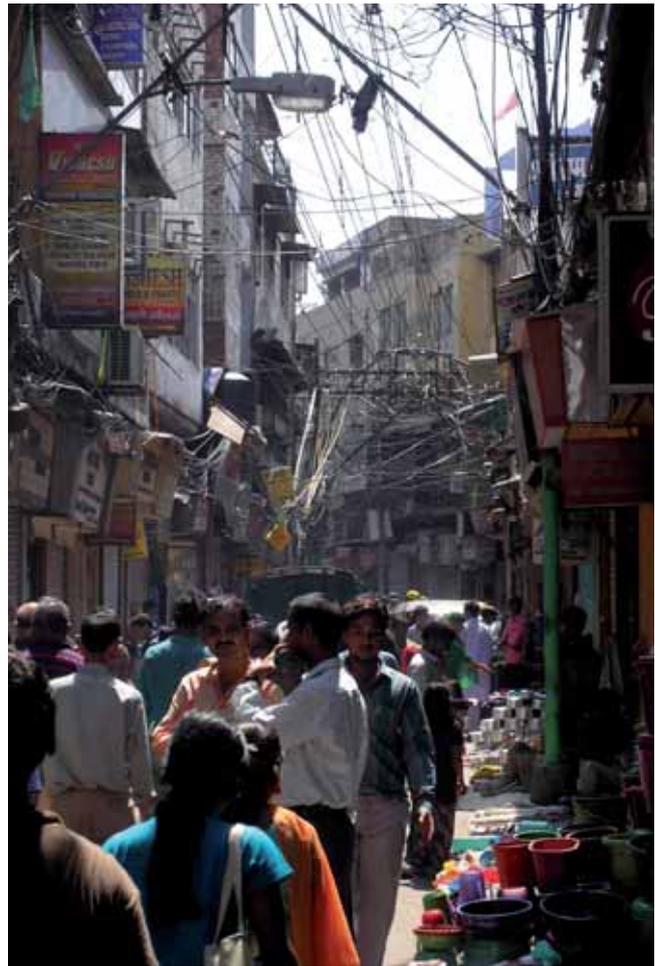
At an International level, the *Charter of Educating Cities* (IAEC) addresses educating cities as a broad concept: the city is, in and of itself, a school, offering countless possibilities for city dwellers to participate in, and help shape, their city; to exercise their citizenship; and to take full advantage of all the city has to offer.

UN HABITAT's and UNESCO's joint public debates have opened the way for reflection on the potential relationship

between the implementation of inclusive, socially sustainable urban policies and the concept of the "Right to the City." The members of the different panels have taken part in this process with two aims in mind: first, to present the success stories of various initiatives and strategies in which good governance and participatory planning have been put into practice in a range of cities around the globe; and, secondly, to introduce a series of municipal or international instruments, in various stages of development, that address the issue of human rights in cities. A first step towards making these ideas more widely heard is the book "Urban Policies and the Right to the City," published in October 2008¹, by Professor Alison Brown from Cardiff University and Professor Annali Kristiansen from the Danish Institute of Human Rights.



This joint research project has led to a proposal by the City of Porto Alegre to create an international "Inclusive City Award" based on the parameters and criteria set out in the UN HABITAT/ UNESCO project. In February 2008, this proposal was officially put forth during Porto Alegre's World Conference on the Development of Cities, by Mr.



Jose Fogaça, Mayor of this city. This right-based approach to urban management and development will be a focus of the forthcoming UN HABITAT World Urban Forum in Rio de Janeiro, Brazil, in 2010. ●

¹ The text will be on line at www.unesco.org/shs/urban in early 2009.

Rennes and Time-management in the City

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CITY EXPERIENCE

Changes in life style have brought with them alterations in rhythms and time factors in people's lives, that are often in conflict or difficult to reconcile. The aim of the Time Use Office in Rennes, France, created in 2002, is to work towards resolving these time conflicts through fostering equal opportunities. Among the actions taken, was the decision to house multiple services in one single large building so that users of these services can avoid traveling to different points in the city to resolve their questions, thus not only saving time, but facilitating access to their rights.

For years, elected political officials thought of urban planning in terms of the ordering of space. Starting in 2000, changes in lifestyle—urban planning and development; increased life expectancy and higher education levels; growing physical and digital mobility; widespread incorporation of women in the working world; diversification in the organization of work; and changes in the family structure—have brought with them alterations in rhythms and time factors in people's lives, that are often in conflict or difficult to reconcile. Thus, government administrations have taken certain steps related to the question of time management, that have gradually made their way into public policy as a whole.

This movement, strong in Europe, took shape in France through the work of the agency for Territorial Organization and Local Economic Developmental (DATAR) with the publication of a parliamentary report on "Time of Cities" presented in June 2001 by the then Mayor of Rennes, Edmond Hervé. Following the example of Italian, Spanish and German cities, the report promoted the creation of time offices in French cities with populations of over 20,000 inhabitants.

Rennes, a city with a population of 210,500 and located in the center of an area of 37 municipalities and 395,000 inhabitants, boasts a rich administrative and university tradition (60,000 students). During the 1960s, the city was a hub of automobile industry activity and from the 80s on enjoyed the economic boom tied in with new technologies, and the world of computer and networks. Equal opportunity has always been a focus of municipal action in this city.

In March 2002, in accordance with the conclusions presented in the above-mentioned parliamentary report, a time-use office was set up in the city of Rennes, as a part of the European "Equal" program, and with the brief of fighting discrimination and fostering more efficient time use. The office's activities focus on:

- examining life styles, needs and limitations with regard to time use by city dwellers;
- organizing local coordination on these questions, in cooperation with the Rennes area and regional development boards, in order to find solutions;

- working on time-related issues with representatives from the political and service spheres and entities from different sectors.
- encouraging improvement in some services and the creation of others;
- heightening awareness of the issue on the part of individuals who work with time management and the population in general;
- exchanging good practices with other territories.

All of the above, with two principal aims in mind:

- Gender equality.
- Equal opportunities and quality of life.

Time-related Policies: A Women's Concern

In Rennes, as in Italy and Spain, women—active members of the work force and the most affected in terms of time factors—were the first to bring to the fore concerns regarding the time question.

The steps taken have focused on work, the primary element in time regulation and, in the first stage, within the context of the city administration—the third-largest generator of jobs in the region—through a process of equalizing conditions between men and women. Time planning and management and work rhythms were reconsidered through a study of users' needs, workers' goals and service capabilities. Following an initial experimental period, all of the services were reorganized.

In addition, the cleaning service, a work sector 90% staffed by women, was also restructured. The reorganization process led to a review of work schedules and job restructuring. Working conditions for this job (part time, split shifts, scattered workplace locations) created numerous difficulties. These conditions resulted in high turnover and absenteeism, connected to low job satisfaction and the split shifts, making it difficult for workers to access personal services and creating problems on the home front.

After a period of study and experimentation, the work of the entire City Hall cleaning staff was reorganized.



This restructuring addressed the following: schedules of 7:30 to 15:30 (with a lunch break from 11 to 12) and 10:45 to 18:45 (with a lunch break from 13:45 to 14:45); working conditions: working in pairs (improved sense of well-being, better security and space maintenance) and grouping jobs geographically in order to economize on travel time; status and the professional job track: creation of full time jobs with the possibility of promotion (technical staff, service coordinators); benefits derived from the status on territorial agents (new rights), and worker training programs for professional advancement.

The results have been very positive. The cleaning personnel and other employees are very satisfied with the changes. Specifically, the members of the cleaning staff are pleased with their new work schedules, with being able to work full time and with questions of security, mutual

assistance and pair work. City Hall, in turn, has benefited from a lower absentee rate (below 40%), increased personnel motivation, and a higher quality of service.

These steps were able to be taken by the City Hall, thanks to a strong political and administrative effort and a process that was collective, participatory, transversal, experimental and explanatory.

Also, the City Hall has created or supported initiatives connected with the work environment. For instance, in one area of activity an inter-company, inter-city day care center has been set up with expanded hours and a 24-hour home day care service offered by professional childcare workers.

Numerous leisure-related activities have been developed in downtown Rennes, in the neighborhoods and in the heart of work districts. Some examples are: Happy Hour from 6 to 8 p.m. in the Opera district, with available childcare





service provided; the “Midday Concerts” of classical music; the “Mid-days at the Museum,” etc. These activities are appreciated by people who “use” the city, whether they live in Rennes or not.

Equal Opportunities and Quality of Life are Issues that Concern all Sectors

Though time is not always equal, it can nonetheless be a tool with which to fight against that inequality. The steps taken in support of the cleaning personnel are proof of that.

A city is conceived and reordered to favor equality, with time an ever-present element. The freedom to move around, in whatever mode, is valued. So, a way was found to interconnect the different transport modes: the High Speed Train (TGV), the trans-regional trains (TER), the city and provincial bus lines, cars, bicycles and pedestrian streets. Considering that the underground metro serves 100,000 passengers a day, the city decided to issue combined train-bus-metro tickets. Likewise, the operating hours for the public transport system are constantly being adjusted to meet the transportation needs of children, students, young people, working people, the elderly and handicapped people, day and night, in and outside of school hours, in the neighborhoods and in the different townships.

Access to basic rights and services is facilitated architecturally. Services provided by the city, the province, the General Council, the *Caisse d’Allocations Familiales* (French social services) have been regrouped in one physical space under the umbrella of the *Espaces Sociaux Communs* (Common Social Spaces) set up in the different neighborhoods. These centers save people time by eliminating the need to move around to different places in the city for different services, thus facilitating access to, and ensuring quality control of, those services and, at the same time, becoming centers of coexistence and education. In short, a center where parents and children join forces to meet the needs of the youngest children. Currently, three important cultural institutions (the library, the science space and the Brittany Museum) have joined together in

one spot, *Champs Libres*, with extended hours open to the public, including Sundays. The spaces are being renovated for multiple activities targeted to different groups throughout the day and in the evenings.

In short, all of the city’s actions have been examined from the perspective of time, and always following the same method: analysis of uses and needs, coordination of the actors, improvement of services, and heightening of public awareness of the issue. ●

¹ Hervé, Edmond, “*Temps des villes*”, available on line at <http://www.ville.gouv.fr/pdf/dossiers/temps/rapport.pdf>



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“Those responsible for city planning should design clear settings; settings that are appealing to the majority of people, capable of motivating the efforts of a whole generation. Focus should be placed on project-oriented involvement, looking for the appropriate balances of co-responsibility that involve civil society, private initiatives and the governments, in order to make things happen...”

Jaime Lerner