

REAL CORP 2011

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Manfred SCHRENK, Vasily V. POPOVICH, Peter ZEILE (Eds.)

CHANGE FOR STABILITY LIFECYCLES OF CITIES AND REGIONS

The Role and Possibilities of Foresighted Planning in Transformation Processes



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The Role and Possibilities of Foresighted Planning in Transformation Processes**

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Manfred SCHRENK, Vasily V. POPOVICH, Peter ZEILE

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Kompetenzzentrum für Stadtplanung und Regionalentwicklung

Lechergasse 4, A-2320 Schwechat-Rannersdorf

office@corp.at, <http://www.corp.at>

REAL CORP 2011

TEAM

Manfred SCHRENK
Clemens BEYER
Linda DÖRRZAPF
Christian EIZINGER
Patrick KREJCI
Julia NEUSCHMID
Daniela PATTI
Wolfgang WASSERBURGER
Adrián BARCIA

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Editors– Herausgeber:

DI Manfred SCHRENK, Lechergasse 4, A-2320 Schwechat-Rannersdorf, Austria

Prof. Dr. Vasily V. POPOVICH, SPIIRAS, St. Petersburg, Russia

Dr. Peter ZEILE, TU Kaiserslautern, Kaiserslautern, Germany

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Urban Design and Urban Planning in Dynamic Global Positioning of Local Identities

Tatjana Mrdjenovic

(Arch. Tatjana Mrdjenovic, University of Belgrade Faculty of Architecture, Bulevar kralja Aleksandra 73/2,
turdjenovic@arh.bg.ac.rs)

1 ABSTRACT

The paper will discuss new role of urban design in dynamic changing circumstances where identity, flexibility and openness to change is key factor for development. The problem is how to integrate creativity of urban design into wider decision making process that is framed by urban planning. Theoretical problem is framed by collaborative and rational paradigm in urban decision making process and their relation to urban design and urban planning. The aim of the paper is to elaborate positive and negative elements of two paradigms searching for the means of integration. Expected result of the paper is to define principles of integration between two disciplines towards promotion of local identities into dynamic global positioning. Case study of the Plan for Tourist Valorization of Golubac fortress is a method that will support theoretical discussion towards final conclusion.

2 INTRODUCTION

Globalization as complex process carries plurality of cultures, interests and needs that should be recognized and accepted in urban development process. Identity of places is crucial factor of place recognition in global network (EU, Resolution No.1 on the role of cultural heritage and the challenge of globalization, 2001). The competition for global recognition opens many chances to local cultures for socio-economic development, developing new relations in global networking. According to Castells local community and local cultures becomes core factor in cultural identity (Castells, *The Rise of the Network Society*, 2000) (Castells, *Moć identiteta*, 2002).. Because of the contradictions that carries it is balanced through sustainable development, as the process of balancing plurality of cultures, interests and needs, integrating different developmental sectors and levels of government into coherent whole. (UN, Agenda 21, 1992).

Plurality, identity and dynamic surrounding are key factors that questions relation between urban design and urban planning. Firstly, plurality as global phenomena is supported by sustainability through equity, meaning right to express different identities, values and interests. In urban development it is provided through process of participation mainly in urban planning. Secondly, identity as a factor of recognition in multilevel network of governance is promoted and developed in the process of urban design, which frames visual, spatial, perceptual and other factors of place identity. Thirdly, global network of constant change conditions dynamic relation to urban development, meaning setting framework for adaptation in future conditions. These factors are basis for redefinition of relation between urban design and urban planning.

Therefore, first chapter will present urban planning and urban design in relation to collaborative and rational paradigm in urban decision making process as a setting for integration of two disciplines. The first hypothesis is that both urban planning and design are present at all urban scales, second is that both disciplines emphasizes process of decision making as a qualitative issue of urban development. The chapter will present differentiations and similarities between two processes and make linkages between them. Second chapter will present main principles of Plan of tourist valorization of Golubac fortress as an integrative, strategic framework for regeneration that is flexible to future conditions in global network.

3 URBAN PLANNING AND URBAN DESIGN PROCESSES

The process of urban planning can be presented from the aspect of understanding the city as a set of problems or as a developmental concept (Brkovic, *Predavanja iz urbanistickog i prostornog planiranja*, 1992). The disadvantages of the first thought is in the fact that object of planning in that case is solving the problems, which is mostly connected with Lindbloms science of "muddling through" (Lindblom, 1959), that answers to present situation without developmental characteristics. Therefore, the focus of planning are problems that according to Rittel and Weber can be differentiated as soft, simple, complex, and the core of planning is understanding the problems, towards generating corrective actions to present condition which leads to incremental approach to planning. On the other hand, the second concept is oriented towards future which move focus of planning from present conditions to future situations and processes. This approach brings new categories such as uncertainty, dynamic socio-economic relations, and developmental

dimensions that goes beyond physical planning, and integrated different dimensions of sustainability. The type of planning process varies to wider developmental paradigms, therefore if sustainability is global orientation, planning process should integrate different dimensions of sustainability: multilevel governance, economy, equity through participation, natural and built environment.

Urban planning as developmental process generates elements of strategic planning, meaning structuring it in phases of strategic decision-making: description of desirable future, analysis of present situations, generating developmental alternatives in form of programs, projects or actions. The question is in which arena the phases are generated. In rational paradigm, where positivistic approach understands scientific reality the solutions are generated in disciplinary and interdisciplinary science and political arenas. Planners are consultants to decision makers creating solutions to universal values. The main problem with the approach is in Simon's rational constraints where it is not possible to generate and evaluate all possible alternatives because of constraints of human thinking. On the other hand Lindholm's incremental approach brings planners into position of advocacy consulting which moves their position from neutral to socially and interests' engaged. This questions the planning process as one that integrates plural interest into coherent whole. At this point we are talking of collaborative planning (Healey, 1997) as a way of integrating fragments of reality in relation bottom-up, which questions ideal picture of future, meaning that we are not certain what we will get as a complete picture at the end. In general rational and collaborative paradigm are product of modern and postmodern thinking, top-down or bottom-up.

Therefore, planning is process of adopting particular interests and values to universal picture, or a process of creating universality through collage of plurality. Constraints of the first is that plurality is united in a way of "melting pot" where richness of differences is flattened by universality. On the other hand, collage approach can lead to "Frankenstein" image if the process of putting fragments together is not well led. Also, collaborative planning can be a manipulative process, where different pictures of reality are "rotated" to desirable one. **The paper is led by idea that integrative process is possible, the one that integrates fragments into coherent whole framing future by golden lines of colourful universality¹.** This means new rationality that is in line with modernism and cosmopolitan culture. *"I believe in rationality, and in the possibility of calling upon reason, without worshipping its goddess. I believe in the chances of meaningful social action and transformative politics, without necessarily drifting toward the deadly rapids of absolute utopias."* (Castells, *The Rise of the Network Society*, 2000). **This "new universality" questions means and methods of its production, where leading, mediation and negotiation of the process are not enough for reaching the "goldness".**

Speaking of means and methods I will **introduce urban design as a holistic process of integration different realities into coherent whole using imagination and creativity as golden lines for plural richness.** Urban design, as well as urban planning is related to wider social context. That means urban design is seen more as a product of higher levels of planning, or more as a process of imagining, evaluating and producing desirable future. Firstly, we can say that it is a space of imagination and creation of urban designers when it is subjective-expressive process of creating specific identity of places. Secondly, in the context of social production of space it is more objective-rational or socio-communicative process of creating new socio-spatial relations and its visual artifacts. Thirdly, it is an interdisciplinary process as a field for communication of different expert's view points through argumentation. Fourthly, urban design can be seen as a technical process that represents politics and regulation from higher level of governance (Madanipour, 1996). **Compared with urban planning I would say that urban design carries creativity of urban designs as overlaying inter-subjective process that lines future for unity. This means Forester's "designing as making sense together" using Habermasian communicative action this inter-subjective process can become wider socio-creative process creating Landry's "creative milieu" for integration (Forester, 1989) (Habermas, 2002) (Landry, 2005).**

¹ *"After many years of so called "rational" or functionalistic urban planning", after decades of a kind of naive and aggressive radicalism in the field of cities, after so many of "original" concepts and "new" options concerning urban milieu and fabric – time is coming to remake and reconstruct the whole body of urban philosophy and kind of "recycling urban process" not only of spaces, but also of ideas and principles, is becoming obvious. I promote, in this sense, a kind of "sensitive urban planning", taking care of all dimensions and interests in urban matters, trying to combine the pragmatic realities and high ideals together, and developing pluralistic, complex and integrated thinking of the urban functions as of the urban spaces."* (Radović, 1996)



Communicative action and creative milieu become means for “golden unity” using disciplinary, interdisciplinary, argumentative, creative, and collaborative methods and techniques in the process of framing future, promoting local identities into global relations. The second notion of integration is that both disciplines are relevant on different spatial scales. Hildebrand Frey defines role of urban design as strategic process of framing places on different spatial levels with emphasis on identity as a core factor of integration (Hildebrand, 1999). Talking of global dynamics these integrated process should provide framework for action, defining strategic alternatives for future conditions. This means integration of different developmental aspects, such as governance, legislative, identity and character of the place, mobility, marketing and promotion of place. Also, flexibility means that desirable future can be reframed and implemented in phases, choosing most sustainable actions or group of actions that in temporary conditions has most positive externalities to different dimensions of sustainability.

4 FRAMEWORK FOR INTEGRATION – CASE STUDY

Plan for tourist valorization of Golubac fortress is an integrated urban design development strategy and was done within GTZ-KWD Municipal Economic Development in the Danube Region. The strategy will be presented from the point of creating framework for integrated sustainable development, through promoting cultural identity and activating its tourist potential in relation to socio-economic and governance development. Plan gives strategic framework for the fortress regeneration and its surrounding in integral manner. The purpose of the plan is to provide flexibility in regeneration in relation to available financial, organizational and legislative resources. In that manner plan treats different dimensions of sustainability: protection and promotion of cultural heritage and place identity, development of social capital in inclusive manner and economic development that is sensitive to natural resources in near surrounding Danube river and National park of Djerdap. The main aim of the strategy is to activate tourist potential of the fortress in short period of time.

“New unity” is achieved incorporating different developmental sectors of sustainability using methods and techniques that crosscuts urban design and urban planning: (1) Improvements of organizational and governance capacities on local level, through training and development of organizational units, (2) Improvements of legislative framework by producing relevant statutory plans, (3) Improvement of mobility, (4) Improvements of stability of the fortress, (5) Visual identity and character of place, (6) Promotion and information, (7) Development of tourist infrastructure in surroundings. Collaborative approach is achieved thorough participation of relevant actors on local, regional, national and supranational level in several iterative cycles in form of round tables, discussions, workshops. Rationality was used in argumentation of results in different social arenas, where creativity of urban design in providing alternative solutions for future identity of the fortress was one of the main factors of integration.

Each developmental area is considered through discussion of problems and opportunities for development in social arenas using expert, interdisciplinary and collaborative methods and techniques. Argumentative approach is supported with different diagrams like SWOT, Problem tree and Objective tree. The process led towards identification of problem causes to define specific measures that are appropriate and can be defined as separate pilot-projects. In that manner 11 measures (out of which 7 are physical /Figure 1/ and 4 are organizational, legislative, educational and promotional) were identified that cover different developmental areas, mentioned above. The measures can be implemented separately (like project fishes) and are base for application to national, EU or other funds. One of the main advantages of this approach is that measures can be implemented in phases (one by one, in groups, or in total), due to available financial or organizational resources. In that manner they can answer to future dynamic socio-economic conditions. Therefore, utilization of the Fortress can start immediately by choosing the most sustainable and feasible measure or group of measures.

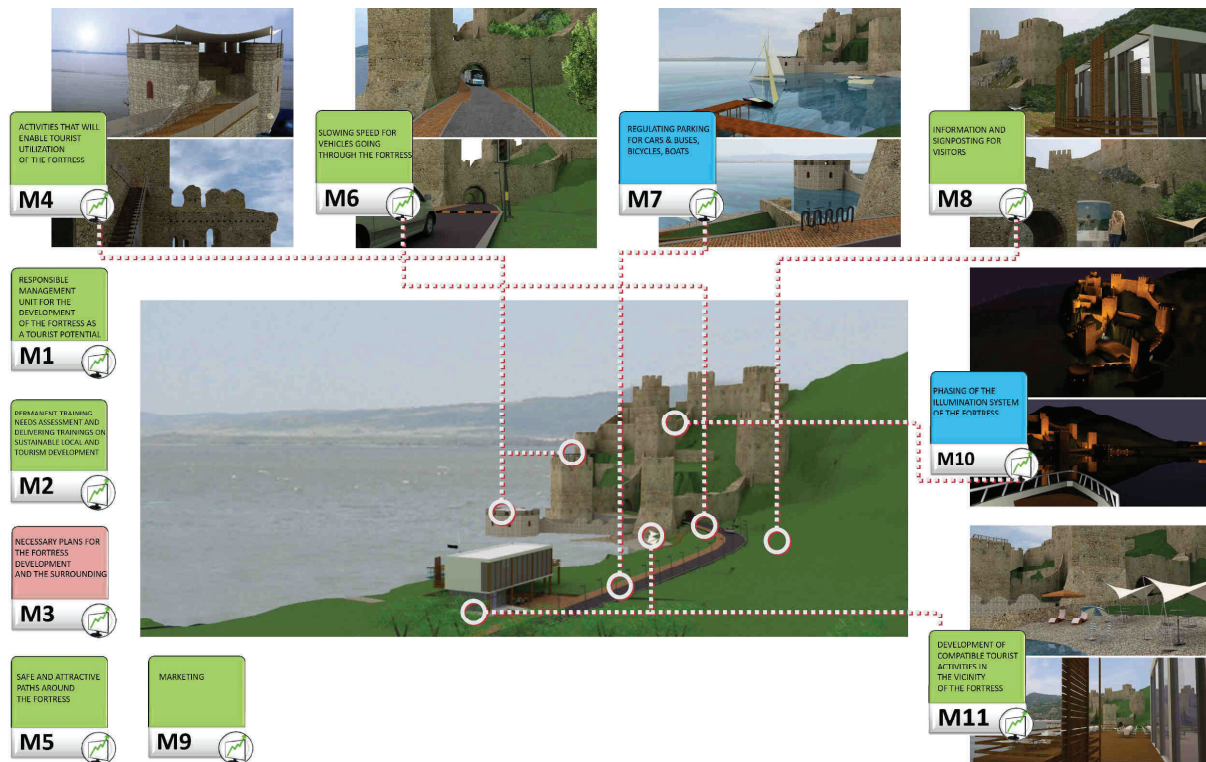


Fig. 1: Spatial distribution of measures (Radosavljević, Mrdenović, Krell, & Pavić, 2010).

5 CONCLUSION

Urban planning and design seen as a developmental processes in global network of constant and dynamic changes are challenged due to their role in global position of local identities. Traditionally urban planning is seen as a wider process that frames or determines urban design solutions. In contemporary theory urban design is seen as a wider process incorporating creativity as a means for “making sense together” (Forester, 1989). This changes role of urban design and its relation to urban planning. In contradictory process of globalization where identity is crucial factor for positioning in multilevel network together with plurality, urban design carries potential for “new universality” in line with modernizm, integrationg modern rationality and postmodern fragments into “**golden unity**” **providing strong lines for “colourful fragments”**. Seen as processes of urban decision making both disciplines generates phases of strategic decision making, in line with plurality and equity as a principle of sustainability these phases should be generated in interdisciplinary, and wider public social arenas using different methods and tecniques that support creativity, argumentation, expert analysiss, clarity, social interaction and collaboration.

On the other hand global dynamics conditions open and flexible approach in urban development. This means that urban planning and design working together should dialogue with unciranty providing possibilities for implementation according to temorary socio-economic conditions. The case study showed that urban planning and urban design working together can provide framework for action , promoting identity, integrating different developmental sectors into new unity, and elaborate integrated measures for changing future solutions. Therefore, the main principles of integration of two disciplines are: **(1) Using creativity in promoting identity, (2) Integration of rational and collaborative approach in strategic decision making, (3) Integrating different dimensions of sustainability into framework for action /vision, strategic alternatives/**

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