

Smarter urban governance

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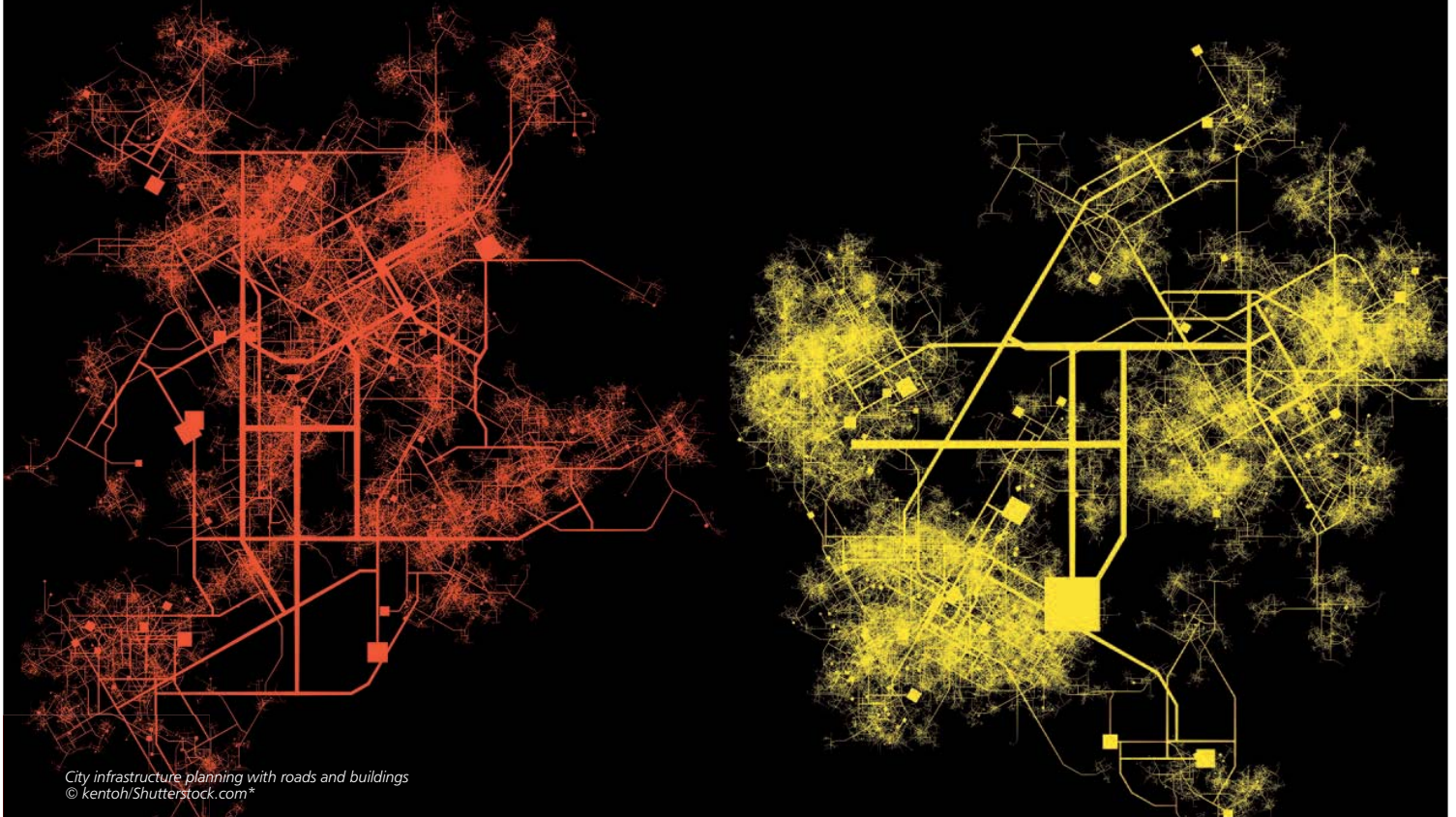
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IMPROVED URBAN GOVERNANCE



City infrastructure planning with roads and buildings
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INFOCUS

- Urban governance plays a crucial role in matching needs with offer, and preventing the destruction of urban resources and neglect of minorities.
- The impact of global forces and how cities define their urbanization project not only varies by country, but also by city and/or neighbourhood.
- Decision-makers should ensure the empowerment of all key stakeholders, at all levels, to ensure inclusive and sustainable governance. Urban strategies should integrate cultural diversity in their core to maximize resource efficiency and sustainable development.
- Cities can employ a cyclical process of adaptation, dissemination, implementation and monitoring of urban governance to better address resource efficiency and sustainability.
- Culture-based urban governance entails the commitment, collaboration, coordination and synergy between different stakeholders at all levels. Stronger regional cooperation and partnership should be promoted between cities to keep prospering together.

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SMARTER URBAN GOVERNANCE: TOWARDS AN INTEGRATIVE FRAMEWORK

ANA PEREIRA RODERS

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URBAN GOVERNANCE IS THE SOFTWARE THAT ENABLES THE URBAN HARDWARE TO FUNCTION, ENSURING ADEQUATE LEGAL FRAMEWORKS, EFFICIENT POLITICAL, MANAGERIAL AND ADMINISTRATIVE PROCESSES, AS WELL AS STRONG AND CAPABLE LOCAL INSTITUTIONS ABLE TO RESPOND TO CITIZENS' NEEDS (UN-HABITAT, 2015a). URBAN GOVERNANCE CAN BECOME 'SMARTER' TO HELP CITIES PERFORM BETTER BY LEARNING FROM THE PAST, CREATING THE PRESENT AND ENABLING THE FUTURE. THROUGH A VARIETY OF E-SOLUTIONS AND NEW TECHNOLOGIES, SMART URBAN GOVERNANCE ENHANCES THE EFFICIENCY OF COMPLEX URBAN SYSTEMS, INCREASES THE QUALITY AND DELIVERY OF BASIC SERVICES, ADDRESSES ENVIRONMENTAL CHALLENGES AND DISASTER RISKS, AND EMPOWERS CITIZENS THROUGH ACCESS TO KNOWLEDGE AND OPPORTUNITIES (UN-HABITAT, 2015b). IN THIS CONTEXT, 'SMART' APPROACHES CAN HELP ACHIEVE THE SUSTAINABLE DEVELOPMENT GOALS (SDGS) IN MAKING CITIES AND HUMANS SETTLEMENTS MORE INCLUSIVE, SAFE, RESILIENT AND SUSTAINABLE.

Contemporary urban planning and governance has great challenges ahead. Urban population is growing by nearly 60 million every year. The pace of growth is causing unprecedented and incessant urbanization that is changing our cities and their quality of life, especially in many countries of Asia, Africa, and Latin America. The increase of migration enhances cultural diversity and intercultural exchange, but can also raise the risk of conflict. In this context, social and spatial segregation is a major challenge in cities worldwide. Besides urban population growth and migration, other global forces are influencing the urbanization project and causing the radical reform of urban planning. The banking crisis has been inflaming neo-liberal thinking since 2007 (Dafflon, 2010). The risks associated with climate change are causing the adaptation of the built environment. Finally, the technological change is boosting urban change towards 'smart cities'.

This century has been a losing battle with the issue of quantity. In spite of its early promise, its frequent bravery, urbanism has been unable to invent and implement at the scale demanded by its apocalyptic demographics. In 20 years, Lagos has grown from 2 to 7 to 12 to 15 million; Istanbul has doubled from 6 to 12. China prepares for even more staggering multiplications. How to explain the paradox that urbanism, as a profession, has disappeared at the moment when urbanization is everywhere – after decades of constant acceleration – is on its way to establishing a definitive, global 'triumph' of the urban condition?

Rem Koolhaas, architect

However, all is not negative in the urbanization project. Urbanization is an essential engine for economic development, raising living standards and empowering societies worldwide. Urbanization can be spontaneous and/or planned. However, spontaneous urbanization has led to limits in public space, basic services and quality of life. Planned urbanization, on the other hand, increases the benefits for cities, such as the capacity to generate wealth, employment, as well as coexistence benefits and

the diversity of cultural exchanges (Clos, 2016). The informal sector, however, seems to be taking the lead in the urbanization project, contributing to an escalation of

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TWO CITIES, ONE VISION

Bonnie Burnham *President Emerita, World Monuments Fund*

It is impossible to imagine Amsterdam (Netherlands) without its typical canal houses. Yet the survival of these buildings was in question in the 1950s, when far-sighted businessmen created the Stadsherstel Amsterdam (The Amsterdam Restoration Company). It has played a major role in the city's preservation as a successful public-private partnership, benefiting from tax incentives and making property available as affordable public housing. Today Stadsherstel owns over 600 buildings in the city.

This model may have implications for many medium-sized historic cities that are pressured by rapid growth and tourism expansion, resulting in the loss of historic buildings and cultural diversity. Visionary strategies are needed to counter this trend. Tourism can be an element of such strategies, and is critical in attracting investment to historic areas. But tourism also changes the makeup of local communities unless incentives are provided to ensure that these communities remain stable as property values rise and visitors demand new experiences.

To overcome these challenges, decline is countered with renewed investment, encouraged by incentives; the development of creative industries helps renew vitality. But many medium-sized cities, adjusting to new economic opportunities opened by tourism, urgently need the regulatory framework to ensure that changes are incremental and sustainable.

Yangon (Myanmar) is an example of a city in tumultuous change, where development in the next few years will determine the future face of the city. Tourism is growing rapidly with visitor arrivals in

Myanmar rising from 750,000 in 2010 to more than 3 million in 2013; cruise ship visitors rose from 300,000 in 2010 to 2 million in 2014. Yangon envisions itself as a national and regional gateway of both trade and tourism. But an outdated infrastructure, cloudy legal situation, and high demand for office and residential space obscure the prospects of rescuing the stately historic centre. High-rise buildings are fracturing the urban landscape, and sidewalks and shade trees are being erased to accommodate growth in vehicular traffic. Restoration of dilapidated housing is slowed by ambiguous ownership.

To save Yangon, action needs to be vigorous and immediate. Formal recognition of Yangon's inner city conservation area and zoning plan, and a waterfront plan that relocates the commercial port in order to open valuable areas for other use, are key priorities. If these things are achieved in the near term, Yangon will advance towards the realization of its country vision, which embraces heritage and culture as part of a livable and peaceful environment.

Much will depend on political leadership, but the private sector can also be instrumental, as in Amsterdam some 60 years ago, by acting as the voice of public opinion, and successfully forging a partnership with government. The visitors who come to Myanmar hope to see a city that has kept its colonial charm, and offers an authentic cultural experience. The city will need the help of international models, targeted investment in its cultural assets, and strong civic participation to capitalize on these values as pillars on which to build its future.

urban sprawl and spontaneous peri-urban development worldwide. Hundreds of millions of citizens in urban areas are experiencing increasing vulnerability to rising sea levels, coastal flooding and other climate-related hazards. These are a few of the main challenges that contemporary urban planning and governance is considered as failing to address.

MODELS OF URBANIZATION

The impact of global forces and how cities choose to define their urbanization project not only varies by country, but also by city and/or neighbourhood (Pereira Roders, 2013). Some cities choose to expand their urban areas horizontally, by urbanizing the surrounding rural and ecological areas e.g. São Paulo (Brazil). Some cities choose to expand their urban areas vertically, by densifying them with higher and/or larger buildings, causing either the demolition of the existing building stock and/or archaeological remains e.g. Shanghai (China), and/or the construction of new buildings in former public areas e.g. Zanzibar (United Republic of Tanzania).

Other cities remain within their urban area. Some strive to conserve their urban grid, e.g. New York (USA), others their building typology, e.g. Galle (Sri Lanka), and/or their key functions, e.g. the port city of Rotterdam (Netherlands). Conversely, there are cities who deliberately choose to conserve little more than their location, replacing their built environment, infrastructure and urban dynamics over time, e.g. Macao (China). Some cities choose to shrink their urbanity, converting urban areas back into rural and natural areas, e.g. Kowloon Walled City Park, Hong Kong (China). Some choose to carefully plan the right moment to develop further, e.g. Ballarat (Australia), while others simply stop their urbanization project altogether, e.g. Takwa (Kenya).

Cities may be unique in their urbanization project as a whole, but when analysed comparatively there are various similarities. All cities need to provide their communities with access to housing, infrastructure, facilities and means of living, e.g. education, jobs and leisure. Older cities, such as Damascus (Syrian Arab Republic), and archaeological sites such as Carthage (Tunisia), both inscribed on the UNESCO World Heritage List, can teach us many lessons on how and why some cities succeed in their urbanization project and remain in use today, while others fail in their urbanization project and, when not destroyed, are used as archaeological sites. However, there is very little known as to why cities choose one or more of these models of urbanization over time, or even which of these models of urbanization has proven more inclusive, safe, resilient and sustainable.

Compact cities are known to benefit society, with increased innovation, smaller carbon footprints, and encouraging more walking and cycling. However, compact

cities have also higher levels of air pollution and heat island effects on urban population (Angel, 2012). To become more compact, cities implode, often entailing a process of urbanization led by densification, whereas urban resources are transformed and urban dynamics are strongly intensified (Bandarin and van Oers, 2012). Densification can imply the demolition and waste of the existing building stock, excessive building densities, and standardized buildings alienated from their setting and cultural diversity, causing deep impacts on community values and urban resources, urban culture and heritage

CASE STUDY 103

Bangkok (Thailand)

Heritage as an asset for community development and self-governance



Precariously situated alongside one of the remaining stretches of the ancient city walls of Bangkok (Thailand) is the community of Pom Mahakan, with fewer than 300 residents. For city managers, Pom Mahakan is seen as a squatter settlement, its residents living in dangerous and dilapidated slum conditions, lacking legal title to the land. They see it as an eyesore and an obstacle to their ambitious plans to beautify the Rattanakosin City area – the spiritual, historic and monumental core of Bangkok and the larger nation. For the residents, Pom Mahakan constitutes a vibrant community of honest working people who have lived together for many generations – indeed, members consider themselves a large family – and whose continued stewardship of the historic area should be utilized as an asset for its sustainability.

The Pom Mahakan community is ethnically and religiously diverse: two Muslim families live alongside others who trace their ancestry to North-Eastern Thailand or to Chinese immigrants. Over decades living side-by-side with one another, they have shaped a shared identity that is literally grounded in the land they inhabit. Members view their community as a microcosm of Thailand as a whole: a welcoming place where cultural diversity is not just tolerated but an asset for social solidarity and harmonious coexistence. For some city administrators, however, the population is too heterogeneous to constitute a real community, its members lacking a single common origin and failing to practise a shared traditional craft; the time depth of their presence is too shallow to claim the land as their own.

Pom Mahakan residents do not just assert that their community deserves to remain where it is: they demonstrate it. Members operate an effective system of self-governance and community management that is always alert to the next eviction threats. Residents have effectively defended the community against the scourge of drug abuse that has damaged other communities, rural or urban; their houses are neat and public areas swept clean. The community has put forward a vision of stewardship in which they serve as caretakers of the area, maintaining their own way of life while accommodating historic preservation and accessibility for tourists, both Thai and international.

Prepared by Frank Proschan



Potosí (Plurinational State of Bolivia)
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(ICOMOS, 2016). Densification can also imply the loss of public space and amenities, inadequate infrastructure, debilitating poverty, social isolation and increasing risk of climate-related disasters. Besides creating social and spatial fragmentation, it causes a drastic deterioration of the quality of the urban environment and surrounding rural areas. The common argument for cities to keep demolishing and constructing new buildings and infrastructure - while unfounded - is that the new will be better.

CASE STUDY 104

Bologna (Italy) A decentralized model of governance

Bologna, located in northern Italy and the capital of the Emilia Romagna region, has long distinguished itself as a centre of trade and learning. Bologna has utilized citizen participation to reinterpret territorial plans for regeneration, both enhancing the city's historic identity and updating its structures according to contemporary needs. From 2004 to 2009, the Municipality of Bologna revised its territorial plan under the Emilia-Romagna urban planning legislation, creating the Municipal Structural Plan. The Structural Plan provides a roadmap for Bologna's development which prioritizes the preservation of its heritage and cultural identity, while expanding the notion of heritage to include the larger urban environment.

Already defined by a highly decentralized governance structure, the Municipality of Bologna created the City Forum to provide an additional layer of participatory decision-making to the implementation of the Structural Plan. This forum brings together citizens and representatives of institutions through participatory town planning workshops. One of the most visible outcomes of the Structural Plan has been the adaptation of monuments and historic buildings to house public services. This has included the transformation of the Ex Sala Borsa, or the Former Stock Exchange, into Italy's largest multimedia library and a former trade fair into a cultural district through the 'Manifattura delle Arti' project, combining previously scattered municipality and university cultural institutions (creating a new location for the Galleria d'Arte Maggiore and the Cineteca, while instituting the Lumière Art Film Theatre and the Film Commission). Similarly, the 'Bologna of Museums' project, founded on increased coordination between public and private museums, led to the opening of a new venue for the Gallery of Modern Art at the Forno del Pane in 2007.

Source: IUAV, report for Study Area 3



Over centuries, movements against certain models of urbanization and their impact on cities and their communities grew from an elitist interest to a matter of democracy and human rights. Conservation, like history, is respectively seen to enrol the conscious commitment to ensure cultural continuity, even where living cultural memory ends (Matero, 2000). Initially, efforts of urban conservation focused on specific monuments and material conservation, but they have since expanded to include today both natural and cultural heritage, movable and immovable, tangible and intangible resources. Heritage conservation has also been redefined as management of change (Teutonico and Matero, 2003) and in some cities these efforts are no longer led by local governments alone, but by civil-society and private actors. Despite a steady growth of heritage-designated areas worldwide, their conservation status seems to keep declining, development being one of its main threats (Araoz, 2011).

This expansion in cultural diversity and approach are being strongly debated in theory, as well as explored in specific pilot projects. Yet a more structural change in urban governance is needed if cities want to grow smarter in their resource management and heritage conservation. Urban governance can play a crucial role matching needs with provision, and simultaneously preventing the destruction of both natural and urban resources. When urban resources are maximized, tailoring urbanization to the cultural diversity of cities, their heritage and identity, there is less need for natural resources to be depleted or new buildings and urban areas to be constructed from scratch. With a broader layering of urban resources, created over time, society can learn to value its evolution and how it arrived where it is today. Old areas can get new uses, and traditions can be reinvented. Such an approach necessarily raises more attention to the cultural diversity of cities, than when plainly segmenting and leaving older areas of the cities to decline. Just like keeping the older generations of a family involved in the education of new generations, learning from their experience and knowledge, rather than condemning them to isolation and inexistence.

This approach is feasible for a city, but could benefit greatly if also explored at regional and even at national level. A stronger regional cooperation and partnership could help a network of cities to keep prospering

together, far more than alone. Cities declining in population could provide their surplus of urban resources to cities growing in population. Urban conservation is still in its infancy at the level of urban governance, but given the demand and urgency, it is expected to develop considerably over the next decades.

CASE STUDY 105

**Kyoto (Japan)
Optimizing urban policies for culture**

Also known as the City of Ten Thousand Shrines, Kyoto is the former imperial capital of Japan, whose historic monuments encompass an array of religious, administrative and vernacular buildings, as well as a well-preserved urban morphology. In Kyoto, Japanese modernity goes hand-in-hand with an increasingly institutionalized appreciation of and approach to heritage safeguarding. Not only is tourism a thriving industry, but local traditional industries and numerous education institutions linked to Japanese culture contribute to the thriving reputation of the city. The major industries of Kyoto include traditional Japanese crafts and practices such as kimono production or geisha districts. The city is also famous for a tradition of over 1,000 years of festivals such as Gion Matsuri, which is still practised to this day.

As part of the city's New Landscape Policy launched in 2007, five basic actions were developed around the concept of the historic urban landscape, tailored to suit the region's specificities: (1) conform to the surrounding scenery in the basin; (2) maintain the harmony between traditional culture and modern development; (3) contain a multitude of spaces which illustrate the unique characteristics and identity of Kyoto; 4) enhance the city's livelihood; and 5) foster the development of partnerships amongst government authorities, local residents and enterprises. A comprehensive mapping of Kyoto and its surrounding regions was carried out. The Kyoto City Landscape Policy defined by the above-mentioned pillars materialized in five main elements to inform city planning and legislation in Kyoto: 1) building height restrictions; 2) the controlled design of new constructions; 3) the surrounding scenery and vistas; 4) regulated commercial advertisements; and 5) historical streetscapes.

Source: WHITR-AP, report for Study Area 6



MODELS OF URBAN GOVERNANCE

Countries are well aware of the important role of urban conservation in their sustainable urban development, and there are enough international recommendations and conventions to confirm it. Recently, countries worldwide agreed to make cities and human settlements inclusive, safe, resilient and sustainable by 2030 (United Nations, 2015), calling on countries, cities and communities to strengthen efforts to protect and safeguard the world's cultural and natural heritage. However, the question

remains: how can efforts to protect and safeguard the world's cultural and natural heritage be strengthened?

The above-mentioned global forces - urban population growth, economic crisis, climate and technological changes - are generating shifts in local strategic agendas, as well as reform in urban planning and governance processes. The impact of these forces on urban planning and governance is not uniform, and can depend on particular forms of urban planning, which are a product of the dominant social model (Jepsen and Serrano, 2005). Four principal forms of urban planning have been defined, concentrating on: (a) urban design and (b) land use, as well as (c) indicative policy-based approaches and (d) strategic, sectorally integrating approaches (Dühr et al., 2010). National approaches draw on a combination of models whilst generally exhibiting a dominant approach.

Past studies have revealed the weakness of strategic approaches to coordinate actions of a wider set of stakeholders - public, private and civil society - in urban conservation, and heritage in particular (Pendlebury, 2009). Previous forms of urban planning - notably zoning and transportation networks - seem to contribute to urban sprawl, environmental degradation and greenhouse gas emissions (EEA, 2006). There is a clear demand for a better understanding of the processes and impacts of urban planning and governance in urban conservation.

CASE STUDY 106

**Riga (Latvia)
Harnessing multi-level cooperation to strengthen cultural identity**

The Latvian capital has built on a solid collaboration between state and local municipality institutions to further cultural development in the city. The State Inspection for Heritage Protection and the Riga City Council, which encompasses the City Development Department of Riga, the Riga City Construction Board and the Riga City Architect's Office, are responsible for the city's long-term development plan. In addition, the Council for Preservation and Development of the Historic Centre of Riga was established in 2003, allowing all stakeholders to become involved in preservation and regeneration processes concerning the old city centre. These three organisms have been supported by Riga's Urban Institute and its Free Riga network, in particular, in project integration for urban regeneration, wasteland reclamation, and rehabilitation of derelict spaces, old buildings and factories for cultural and social use. The cooperation between different regions, domains and authorities has facilitated the organization of cultural and creative activities as demonstrated by the multitude of events hosted by Riga during the past decade, together with its nomination as European Capital of Culture in 2014, which have largely contributed to the city's development and regeneration.

Source: Strelka Institute for Media, Architecture and Design, report for Study Area 4



Today, there is greater attention on the impact of large-scale urbanization projects driven by models of urban expansion. The practice of performing environmental impact assessments and/or strategic environmental assessments, led by experts in natural heritage, or even by models of densification, e.g. high-rise buildings by experts in cultural heritage, has been developing, and today there are far more assessments and experts in impact assessment studies, e.g. social impact assessment, health impact assessment and heritage impact assessment.

The impact of specific development projects and models of densification, e.g. high-rise buildings, is being closely monitored and the impact assessed by experts in cultural heritage. However, management is often project-based and unconnected, neglecting incremental impacts and/or the accumulative impacts of small-scale interventions. With the exception of heritage-designated resources and those inscribed on the World Heritage List, urban resources are largely unmonitored and consequently, their use and conservation status is globally indeterminate.

Urban planning and governance need to become smarter to meet the targets set by the Sustainable Development Goals. The UNESCO Recommendation on the Historic Urban Landscape is key in this process of targeting greater resource efficiency and management effectiveness in urban governance, not because it offers a roadmap to success, but because it fosters cities' capacity to learn and become smarter. Accordingly, cities need to employ a cyclical process of adaptation, dissemination, implementation and monitoring of urban governance, and heritage management in particular (UNESCO, 2011). Current methods and tools in urban governance may have been efficient in the past, but may be proven inefficient today in the face of present and future challenges. Assessing their effectiveness and following a continuous process of urban planning and governance reform enables cities to keep control and better address resource efficiency and sustainability.

Methods and tools can be considered both efficient and inefficient in different cities, thus cities should not reject certain methods at the outset just because they have failed in other cities. With the technologies available today, cities no longer need to learn alone. There is a wealth of experience worldwide, and over time cities can learn from each other. The effectiveness of certain methods and tools is often too quickly generalized, or regionalized, without properly framing its context in time and place.

The role of culture in sustainable development, and urban governance in particular, has long been debated and seems to be no longer in question. Soini and Birkeland (2014) report three main approaches on how culture is integrated in sustainable development: (1) culture as self-standing, a fourth pillar of sustainability; (2) culture as

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COMMITTING TO CULTURE IN CITY POLICIES

Xu Qin *Mayor of Shenzhen (China)*

Culture is an important embodiment of a city's soft power and drives sustainable urban development. Enhancing cultural development supports historical continuation and cultural heritage that enriches the meaning and value of a city. It can also help increase inclusiveness, promote dialogue and communication, inspire innovation and creativity among citizens, and is a major force for sustainable urban development.

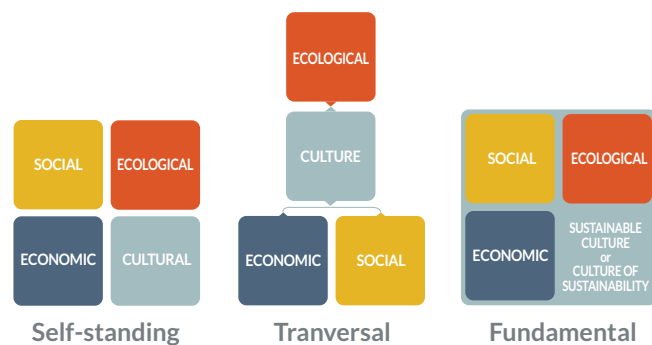
As an immigration city boasting openness, inclusiveness and cultural diversity, Shenzhen has developed a culture of innovation and tolerance and a commitment to steady, quality growth. We pay attention to culture's role in the sustainable urban

development process, so as to enhance cultural communication and cooperation among regions around the world, and vigorously develop cultural and creative industries. In 2013, Shenzhen was honoured as the Global Model City for Promoting Books and Reading by UNESCO. We also host cultural activities each year, such as Reading Month and the International Culture Industry Fair (ICIF), which contribute to efforts in building cultural services for the public good. We are committed to continuously improving the openness, inclusiveness and innovation of the city, as well as the quality of urban development. Culture is integral to achieving Shenzhen's future with unlimited possibilities.

transversal, a driver of sustainable development; and (3) culture as fundamental, as the culture of sustainability (Figure 3).

Figure 3. THREE MAIN APPROACHES ON THE ROLE OF CULTURE IN GLOBAL SUSTAINABLE DEVELOPMENT

Adapted from Soini and Birkeland, 2014; Pereira Roders, 2013



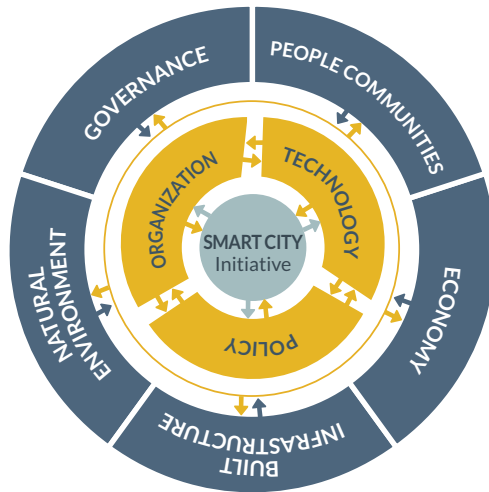
The strengths and weaknesses, opportunities and threats of such approaches are largely underexplored, together with the lack of a global understanding on how they differ or relate to each other, how they are applied in practice, or how effective they are in helping cities achieve sustainable urban development. Further research is needed, but entails the cooperation between different disciplines, academics and governments. The recognition of cultural practices in all their diversity, as well as the role they play in the sustainable development of cities, is crucial to recognize and assess the role of culture in relation to the other domains in sustainable development.

SMARTER URBAN GOVERNANCE

Smart urban governance is at the core of smart cities' initiatives. When defining the success factors in smart cities initiatives, Chourabi et al. (2012) identify eight clusters of factors: (1) management and organization; (2) technology; (3) governance; (4) policy; (5) people and communities; (6) the economy; (7) built infrastructure; and (8) the natural environment (Figure 4).

Figure 4. THE SMART CITY INITIATIVES FRAMEWORK

Source: Chourabi et al., 2012



Chourabi et al. (2012) noted an imbalance in the available literature per cluster of factors. In particular, there was little literature on smart cities addressing issues related to urban governance. These studies did reveal a growing number of cities worldwide leading projects and initiatives for a smarter urban governance (Griffith, 2001). Many of them aim to better serve communities and improve their quality of life. Chourabi et al. (2012) identified eight key factors that determine the success or failure of governance. These are respectively: (1) collaboration; (2) leadership and championing; (3) participation and partnership; (4) communication; (5) data exchange; (6) service and application integration; (7) accountability; and (8) transparency.

To innovate and become smarter, urban governance needs a normative drive addressed in policy. However, changes in urban policy are considered more ambiguous, as policy decrees both institutional and non-technical issues, and creates conditions to enable sustainable urban development (Yigitcanlar and Velibeyoglu, 2008). They involve laws and regulations, but also norms, actions or behaviours that people accept as good or are used to taking for granted (Sout, 2000).

“ Urban politics, in an era of increasing government activity in planning and welfare, must balance the demands for ever-increasing central bureaucratic control against the demands for increased concern for the unique requirements of local, specialized interests. The welfare of all and the welfare of minorities are both deserving of support; planning must be so structured so practiced as to account for this unavoidable bifurcation of the public interest.

Paul Davidoff, planner and planning theorist

Federal systems, such as in the United States, Canada and Mexico, present additional challenges derived from the particularities of the relationships between different levels of governance. Challenges related to multilevel governance became the model for many cities worldwide, with inter-related levels, ranging from supranational to national and subnational stakeholders, involved in urban governance.

While in the past governance was primarily national, today, intergovernmental and supranational institutions are increasingly steering regional and global development. Simultaneously, a stronger interdependence is developing among national and subnational governments, with local governments taking the lead and even cooperating directly with intergovernmental institutions.

Local governments are increasingly aware of the role of culture in local development (see Chapter 9). However, local governments know they will not succeed alone. Subnational, national and supranational governments, civil society and private sector actors are all expected to play a role and co-create urban governance. Collaboration, coordination and fostering synergy between the different stakeholders are, therefore, becoming the norm.

The active participation of local communities in the drafting, implementation and reform of public policies has proven to lead to greater inclusiveness and respect for the diversity of cultural and social practices in cities worldwide. Collaborations with academia, involving students and scholars in the reform of public policies, as well as the development of innovative public-private partnership mechanisms have also proven successful. However, a step forward is needed, not only by making such cooperation the norm, but by empowering the varied stakeholders with enabling methods and tools.

CASE STUDY 107

Istanbul (Turkey)

Navigating the urban policy and legislative landscape

Since 1985, several sites within the historic centre of Istanbul have been inscribed as the UNESCO World Heritage property Historic Areas of Istanbul. Integrated management, including tourism and visitor management, has become of vital importance to Istanbul as one of the most popular tourist destinations in Europe.

The beginning of the 2000s brought about changes to the city's urban policy and legislation, including a new framework with a direct effect on urban renewal projects and the cultural life of the city. The city's current municipal laws introduced in 2004 and 2005 have expanded the jurisdiction of the greater municipality, thus giving it control of the district municipalities. The Law for the Protection of Dilapidated Historical and Cultural Real Estate Through Protection by Renewal (no. 5366) was passed in 2005, together with further laws aimed at enabling the urban transformation of the city by giving the municipalities the authority to implement urban redesign projects without having to face the standard regulations in the legal system. Concurrently, it has facilitated the establishment of partnerships and collaboration between municipalities and private companies, which has sometimes led to the approval of 'mega-projects'. Urban mega-projects in Istanbul have met with substantial public criticism. Some groups have contested the projects, alleging that the projects exacerbate socio-economic inequalities, that the public are not involved in the decision-making processes, and the majority does not benefit from them. In 2013, plans to build a large-scale shopping complex at Gezi Park were halted following massive public protests.

The shifts in policy and legislative frameworks have also sparked grassroots arts initiatives, along with partnerships between civil society, non-profit organizations and cultural associations across the city. This has served to broaden the cultural offer and develop the creative industries in the city, such as through adaptive reuse of abandoned buildings for the arts, developing mixed-use spaces for creators, and building creative cooperatives.

Source: IUAV, report for Study Area 3

**CONCLUSION**

A smarter urban governance is desirable and possible. Steps have already been taken in supranational governance with the adoption of the 2011 Recommendation on the Historic Urban Landscape and the targets to strengthen the use and conservation of cultural and national heritage to achieve SDG Goal 11 to make cities inclusive, safe, resilient and sustainable. Fostering greater knowledge of urban resources and heritage, in particular, enables an informed and evidence-based approach to urban planning that fosters respect for cultural identity and the environment. This cultural dimension of the city and its sustainable development perceives cities as a dynamic urban ecosystem, and relies on new forms of urban governance towards an integrative framework for smart urban governance. The key is to understand how this approach helps cities to further develop and become more sustainable, in particular while fostering the role of culture.

To lay the basis for a smarter urban governance, the commitment of all stakeholders at all levels is needed. The role of local authorities and cities networks is important as platforms for knowledge exchange. Urban policies must be adapted to facilitate the inclusion of culture and heritage in urban planning methods and tools, with adequate and innovative financial means, eventually through public-private partnerships (see Chapter 12). The knowledge gap in the role of culture in sustainable urban development should be addressed at all levels of multi-level governance. Partnerships with universities can help identify urban resources and develop indicators, monitoring tools, financial instruments, as well as training and education programmes for urban professionals. Building on previous experiences of older cities, quantitative and qualitative indicators could be elaborated to measure direct and indirect spin-offs of culture on urban policies. Those indicators should encompass the varied components of public policies (e.g. economy, education, tourism and science) and address various urban resources and heritage in particular (tangible and intangible heritage, cultural and natural, movable and immovable). The motto is to define and use urban governance and urban planning more proactively, and leverage resource management and heritage management for a long tradition of reactive problem-solving.