

**PROCEEDINGS**  
of the  
**INTERNATIONAL CONFERENCE**  
on  
**CHANGING CITIES V**  
*Spatial, Design, Landscape, Heritage & Socio-economic Dimensions*



Changing Cities V, Corfu, 20-25 June 2022

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*Corfu Island, Greece, June 20-25, 2022*

**Organised by**  
Department of Planning and Regional Development, University of Thessaly  
Laboraty of Urban Morphology and Design

**in collaboration with**  
Department of History, Ionian University, Greece

**Under the aegis of**  
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*University of Thessaly, Volos, Greece*

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## FORWARD

The series of international conferences on *CHANGING CITIES* aspires to bring together urban planners and designers, architects, landscape designers, urban geographers and historians, urban economists, urban sociologists, and urban policy makers, and investigate new challenges concerning cities and their future. The conference aims at becoming an international forum of transaction of ideas on cities' transitions. We have so far organized five conferences, with peer-reviewed Proceedings, taken place always in June, in venues with unique urban and natural landscape.

- *CHANGING CITIES I: Spatial, Morphological, formal and socioeconomic dimensions, 18-21 June 2013, Skiathos Island, Greece.*
- *CHANGING CITIES II: Spatial, Design, Landscape and socioeconomic dimensions, 22-26 June 2015, Porto Heli, Peloponnese, Greece.*
- *CHANGING CITIES III: Spatial, Design, Landscape and socioeconomic dimensions, 26-30 June 2017, Syros Island, Greece.*
- *CHANGING CITIES IV: Spatial, Design, Landscape and socioeconomic dimensions, 23-28 June 2019, Chania, Crete Island, Greece.*
- *CHANGING CITIES V: Spatial, Design, Landscape, Heritage and socioeconomic dimensions, 20-25 June 2022, Corfu Island, Greece.*

All Changing Cities conferences have been welcomed by the academic community worldwide, usually attracting over 300 presenters from more than 50 countries - Greece and Europe, USA and Canada, Latin America, Middle East and North Africa, Asia, Far East, and Oceania.

On this basis, we believe that despite the difficult conditions of the pandemic crisis, the energy crisis, and the war in Ukraine, the 5th Changing Cities conference will also be a successful academic event. This year, 400 abstracts from Greece and other 32 countries around the world have been submitted, while 13 special sessions have been pre-organised by distinguished academics. Besides, the relatively high percentage (about 40%) of contributions by scholars from abroad indicates the international character of the conference. The 5<sup>th</sup> Changing Cities conference puts an emphasis on transformations of cities caused by COVID '19 pandemic; the main theme is '*Making our cities resilient in times of pandemics*'. It also highlights issues of *heritage management in cities* validating the co-organisation of the conference with History Department, Ionian University. The strong interest in the 5<sup>th</sup> CC conference by academic communities, yet under difficult global conditions, allows us to have thoughts about organising the 6th Changing Cities conference on another Greek island in two years' time.

I would like first to thank the Organising Committee, the keynote speakers, and the members of the international scientific board who supported enthusiastically the academic organization of this conference. I would especially like to thank those colleagues of the Scientific Committee who have also pre-organized special sessions in this conference. I would like to thank all the academic and state organisations which supported this conference in many ways: University of Thessaly; The Ionian University in which the conference has been hosted; The Greek Ministry of Environment and Energy - The Green Fund; The Greek Ministry of Maritime Affairs and Insular Policy for offering their aegis and financial support.

**Aspa Gospodini, PhD**

Professor of Urban Planning & Design,  
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of the series of Changing Cities Conferences

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**Changing Cities V, Corfu, 20-25 June 2022**

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- 7. Christos Voskopoulos**, Architect, Mayor of the Municipality of Kaisariani, Athens – Greece

## KEYNOTES SPEECHES

# CHANGING CITIES



Changing Cities V, Corfu, 20-25 June 2022

# The role of the design disciplines in times of pandemic. Relationship between legislative planning and urban form

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## Abstract

Covid-19 has imposed a profound transformation on our lifestyles. As the months go by since the beginning of the Pandemic, the need to use public spaces, green areas, social spaces, and proximity services, has become fundamental. This new awareness imposes the need for a careful analysis of urban dynamics that does not relate to “here and now” but reflects on a medium-long term time perspective.

During 2020 there were some moments in which we thought that the words “lockdown”, “social distancing”, and “pandemic” were only transient; now we understand how wrong this assumption was. Instead, 2021 was the year of awareness, the moment in which we became conscious that our way of inhabiting the earth was radically and structurally changing; the concept of “times of Pandemic” or “times of Crisis” has suddenly taken on an unexpected and unpredictable temporal value.

The awareness of the need for a substantial change in our development paradigm was further shaken by the recent news related, to the war in Ukraine which highlighted the fragility of the current model of society, especially in the urban context.

Thus, the concept of “Climate-Proof” or “Healthy Cities”, must be associated with that of “Pandemic-Proof” or “Crisis-Proof”, a city able of being resilient to unforeseen events ensuring the continuity and capillarity of services on the territory, both in terms of welfare and socio-economic and cultural dynamics.

To do this, it is necessary to rethink the urban policies and instruments of the city government.

But how? Which model can be taken as a reference framework?

The answer is “Sustainability”, and the tool is constituted by the coherence processes of public policies for sustainable development.

This paper is part of the research field that investigates how the role of design disciplines is changing in times of pandemic, with the aim to understand the relationship between legislative planning and urban forms for a new model of sustainable cities development.

*Keywords: Covid-19; public policies; design disciplines; sustainable development.*

## 1. INTRODUCTION

The metropolisation processes of the last decades have profoundly changed the Italian and European territories, giving rise to medium-large polarities in the territory (Ricci, 2021) whose consequences - in terms of pollution, land consumption, lack of infrastructure, and a general sense of insecurity - are evident and represent a central issue of the international political agenda.

These critical issues are also associated with data on the progressive worsening of climatic conditions; the latest summary report of the IPCC (IPCC, 2021), in fact, reaffirms man’s responsibility for climate change and how cities are, at the same time, the main cause of these changes and the place where will occur the worst socio-economic consequences of global warming.

For many years, international organizations, political decision-makers, and the scientific community have been engaged in programs and strategies at the international, national, and local scale to

pursue sustainable and resilient development of territories and cities in particular; an example is the *2030 Agenda* for sustainable development (UN, 2015) - declined, in Italy, in the *National sustainable development Strategy* (MiTE, 2017) - the *Sendai Framework for Disaster Risk Reduction 2015-2030* (UNDRR, 2015), the *Green New Deal* (COM, 2019) the *European Urban Agenda* (European Commission, 2016).

The *leitmotiv* of these plans and programs is the need for a radical paradigm shift in our development model and, as far as cities are concerned, the overall rethinking of the urban model. These issues have become even more meaningful following the events of recent years as the Pandemic emergency, whose effects have grafted on the structural deficiencies of the contemporary city, exacerbating the consequences in terms of negative repercussions on settled communities and widening the gap between rich and poor (Secchi, 2013).

Furthermore, in recent months, the “Times of crisis” has been associated with the “Times of pandemic” in reference to the war in Ukraine that brought out other new/old issues such as reconstruction, welcoming refugees, complete the energy transition to renewable resources (already consolidated debate, but which is occupying a large part of the European and national policies and programs during these days, following the need to find independence from Russian gas).

So, for two years now we have been forced to experiment, with ourselves, with the concept of “resilience” by adapting it (and adopting it) in every aspect of our life. During 2020 we had hoped that “lockdown” and “social distancing” were transient elements, but for some months now, arisen the awareness that, even after the pandemic crisis, it will not be possible to return to the model of society (and city) to which we were used to. We will have to imagine a new paradigm in which sustainability, in all its meanings, is a fundamental element and in which the adaptive capacity and resilience represent the fundamental characteristic of the new “image of the city” (Lynch, ...).

To support change and rethink the city structure, it is necessary to rethink all the instruments and tools in a transversal way (from urban planning to financial economics) and to define a strategic reference framework within which to insert them. This approach has foundations, at a national level, for example, in the National Strategy for Sustainable Development or the Plan for Ecological Transition (MiTE, 2021).

The process of territorialization, by the Regions and Metropolitan Cities, of a Sustainable Development Strategy and Agenda (SRSvS - AMSvS) constitutes an extremely innovative approach by the local public administrations as it defines a reference framework within which guarantees both an effective interaction between different policies and tools, and integration of targets and goals.

This contribution fits in this field of reflection.

## 2. CONSOLIDATED ISSUES AND EMERGING TOPICS

The “urban shortcomings” that we could define as consolidated are associated with many emerging social, economic, and cultural issues, that require the need to implement a new welfare system for communities that guarantees fundamental rights to health, education, environment, public mobility, housing, city (Camera dei Deputati, 2017).

For example, is emerging the need to overcome the «concept of standard aimed at a mere quantification and localized distribution of areas for public services, in favor of their effective acquisition, construction, maintenance, management, and use» (Ricci, 2021), both through the introduction of new categories of standard areas (for activities related to the management of the waste cycle, the production of renewable energy from alternative resources, the creation of sustainable mobility systems, areas responsible for mitigation and adaptation to climate change), and through an updating of public space design criteria that take into account new vulnerability indicators to promote a new concept of multifunctional and adaptive public space, able to adapt to the ever-growing challenges of contemporary society.



Considering the simultaneous presence of “shortcoming issues” and “emerging” ones, and recognizing the evolutionary nature of these phenomena, it appears necessary, as a preliminary action to local public policies and urban strategies, to define a new vision and a reference framework within policies, tools, goals, and targets aimed at interconnecting them. Assuming the principle of sustainability as the focus, it may be useful to assume new “indicators” (for example vulnerability indicators) to define the path to be taken. This could be possible primarily through an inductive analysis of best practices: an example of this approach is the *I-City Ranke 2019* indicators (Forum PA, 2019) or those provided in the *BES 2020 Reports* (ISTAT, 2020) which illustrate, respectively, more than one hundred indicators aimed at drawing up a ranking of most innovative Italian cities (I-City Ranke 2019) and a set of twelve domains, sub-divided into respective and specific indicators, which indicate the state of health of the country beyond GDP (BES Report, 2020).

These references are also reflected in the twelve thematic priorities of the European Urban Agenda 2030:

1. Inclusion of migrants and refugees;
2. Air quality, urban poverty;
3. Social housing;
4. Circular economy;
5. Adaptation to climate change;
6. Energy transition;
7. Urban mobility;
8. Digital transition;
9. Public purchases;
10. Jobs and skills in the local economy;
11. Sustainable use of land and eco-based solutions.

The elements expressed above while finding reference in documents drawn up before the outbreak of the pandemic is still reflected today in the urban complexity.

These analysis highlight the need to rethink cities in their entirety, but to do this it is necessary to redefine the role of the design disciplines assuming the need for these to be accompanied by other complementary ones, such as political and social sciences, economics, geology and so on.

### **3. URBAN DIMENSION: THE RETHOUGHT ROLE OF THE DESIGN DISCIPLINES**

In the light of what expressed so far, the very central role of the design disciplines in guiding the “resilient change” of the contemporary city is undeniable; indeed, this change requires a unitary and integrated strategy of public governance revolving around the concepts of polycentrism, sustainability, and accessibility, in favor of a single, unified and fair “public city”, even in terms of urban welfare (Ricci, 2021).

It is worth underlining the role of the design disciplines also in light of the recent programmatic measures implemented by the European Union to deal with the socio-economic crisis exacerbated by the Covid-19 pandemic, such as the Next Generation EU program (funds available to member states to get out of the crisis). To access these funds, Italy presented its 223.91-billion-euro investment and reform package (PNRR, 2021-2026) articulated into six main missions with the aim of relaunching the country's economic and the social structure leveraging three main ambitions: digitalization (27%), ecological transition (40%) and social inclusion (more than 10%):

1. Digitization, competitiveness, culture, tourism;
2. Green revolution;
3. Infrastructures for sustainable mobility;
4. Education and research;
5. Inclusion and cohesion;

## 6. Health.

Therefore, it is clear, how the PNRR (National Recovery and Resilience Plan) represents an unprecedented opportunity to structurally address long-term issues affecting contemporary cities for many years, which are added all the new ones, expressed so far. In this sense, the theoretical and applied research of the disciplines that deal, in various capacities, with the government of the territory must be able to intercept the funds allocated by the PNRR. Starting from this assumption also the Italian PNR 2021-2027 (National Research Program), in line with the objectives of the Horizon Europe 2021-2027 (program which outlines the lines of research that will be funded by the European Union over the 2021-2027 period), highlights six priority “research areas”:

1. Health;
2. Humanistic culture, creativity, social transformations, a society of inclusion;
3. Security for social systems;
4. Digital, industry, aerospace;
5. Climate, energy, sustainable mobility;
6. Food, bioeconomy, natural resources, agriculture, environment.

Within these areas, the second “Humanistic culture, creativity, social transformations, society of inclusion” refers directly to the urban regeneration actions, especially within section 6: “Urban welfare, public city and rights”, and section 12 “Strategies and tools for urban regeneration and territorial governance”.

The background of all the guidelines mentioned so far is certainly the 17 goals of the 2030 Agenda for sustainable development (SDGs), with particular attention to goals 3 “health and well-being”, 10 “reduce inequalities”, 11 “sustainable cities and communities”, 13 “fight against climate change”, 15 “life on earth” and 16 “peace, justice, and solid institutions”.

Therefore, it is clear how the only approach to the regeneration of the contemporary city, must meet the principles of interdisciplinarity (understanding the design disciplines as the structural part, and the others, such as social sciences, public welfare, law, energy, sustainability, digitization, like complementary subjects), interscalarity (considering the effects of the regeneration actions on a national, regional, metropolitan, urban, and local scale), iterative (ensuring a process by phases divided into contextualization, operation, and experimentation), integration (considering the public city in its entirety).

In this sense, in times of crisis the role of the designer change and becomes a “leader of change”, that is the one who guides and coordinates all the other disciplines to ensure that the improvement of the urban quality meets an improvement in quality of life.

## 4. NEW INTEGRATED POLICIES FOR REDESIGNING CITIES

The eleventh goal of the 2030 Agenda for Sustainable Development “Sustainable Cities and Communities” says: «Making Cities and Human Settlements Inclusive, Safe, Long Lasting and Sustainable» (UN, 2015), and is divided into 10 targets that define all the essential elements for a sustainable and well-integrated government of the territory and cities.

However, this concept is confirmed in many documents that dealt with the issue of sustainability in various fields subsequently harmonized into a single Agenda Objective (the eleventh).

Among these, the main one is certainly the “Charter of European cities for lasting and sustainable development”, better known as the “Aalborg Charter” of 1994, in addition to the “Declaration of healthy cities” signed in Milan in 1990 or the “Agenda 21 Local” whose principle “Think globally, act locally” represents a true guiding principle in the action of cities with respect to major international challenges.

However, if the principles and goals are clear and defined, the debate around policies and tools to achieve those objectives is still open.

In fact, it is necessary to start a process of coherence of public policies for sustainable development, that is, the integration of the goals of the 2030 Agenda in all public policies and the tools associated with them; this would ensure the harmonization of rules, policies, tools, targets, and goals to achieve a “better governance”.

This model is being implemented in Italy, starting from 2017, through the National Strategy for Sustainable Development - a declination of the 2030 Agenda - which provides for a territorialization process of the 17 SDGs in regional Strategies and Metropolitan Agendas; the latter is the one that metropolitan cities should adopt as recognized by law 56/2014 (so-called "Delrio law") and could represent an extremely innovative approach by local public administration in defining a harmonization of tools to promote an integrated approach of different policies. Through the 2030 Agenda, in fact, the urban planning and regeneration tools, the adaptation measures to climate change, and the socio-economic and cultural territorial development measures have a reference framework within which to guarantee an effective interaction between different policies and tools and the integration of targets and objectives. Currently, the construction of Sustainable Development Agendas represents a competence only attributed to Metropolitan Cities, but this does not exclude the possibility of a subsequent step in which even the Provinces or Municipalities (other Italian constitutionally recognized territorial institutions) can equip themselves with provincial or municipal Agendas.

## **5. CONCLUSIONS**

This contribution does not have the ambition of proposing a possible solution to define a new organization of the legislative and programmatic instruments and tools of the cities or their integration for a new integrated governance but wants to emphasize the need to start a trans-disciplinary and intersectoral debate from which a shared solution can emerge.

For too long the theme has only been used for propaganda purposes but has never been properly implemented under a regulatory profile.

We had the proof of this during the pandemic emergency, during which we realize how the sectorization of disciplines and policies causes malfunctions; for a long time, the design disciplines had highlighted the need for a new integrated dialogue between skills and functions of different disciplines, and now the theme has been put at the centre of the political and administrative debate.

On one hand, this awareness represents a positive element for a resilient transition, on the other hand, there is the risk that the “haste” in giving immediate answers does not allow the definition of long-term policies.

The theme is to foster sustainable and lasting development and to do this, especially in the urban environment, it is necessary to strengthen the Relationship between legislative planning and urban form through the reference framework of the SNSvS and its territorialization through Regional Strategies and Metropolitan Agendas.

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