

More Info

This is a special edition. It brings the essence of 2,5 years of hard work and new insights.

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SPRING 2018



BRNO

CZECH
REPUBLIC

STRATEGY FOR THE TRANSFORMATION OF THE FRINGE IN RED HILL



English summary of the Integrated Action Plan
in the framework of the URBACT network sub>urban, Reinventing the fringe.

Strategy of the city of Brno for the transformation of the fringe in Red Hill

English summary of the Integrated Action Plan
in the framework of the URBACT network *sub>urban. Reinventing the fringe*

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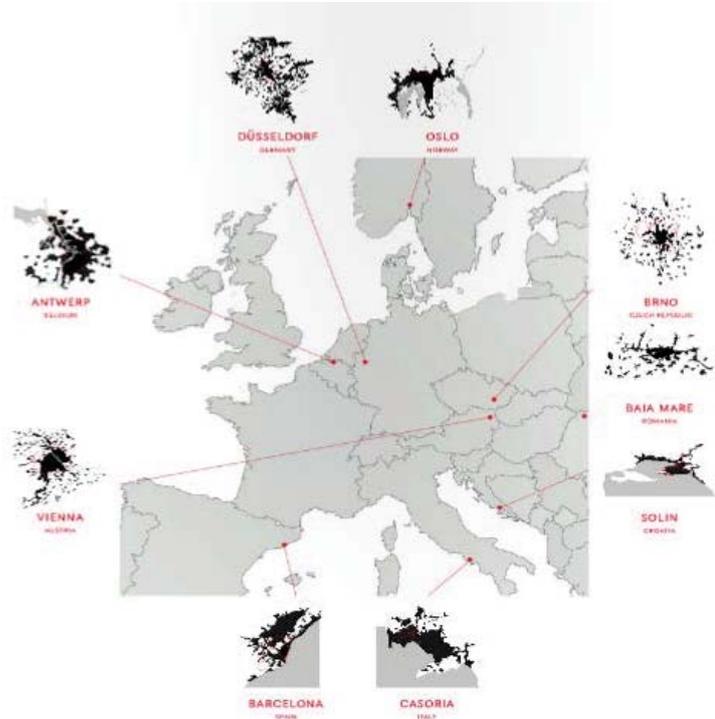
1. INITIAL SITUATION

INTERNATIONAL CONTEXT

Lead Partner: Antwerp (BELGIUM)

Partnes:

Baia Mare (RO)
Barcelona (ES)
Brno (CZ)
Casoria (IT)
Dusseldorf (D)
Oslo (NO)
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SUMMARIZED DESCRIPTION OF THE PROJECT

‘Sub>urban. Reinventing the fringe’ is about countering urban sprawl by transforming the complex periphery of cities into a more attractive and high-quality area for existing and future communities. Through a flexible process and an implementation-oriented approach, we seek to reinvent urban planning. The sub>urban theme unites cities and regions that want to achieve an enhanced quality of life by carefully increasing the densities of 20th-century post-war urban areas at the periphery of the historic centres instead of expanding the urban territory.

The aim of the network is to develop useful strategies by uncovering new processes, instruments and partnerships. In addition to thinking strategically on a city and regional scale, this project is about the implementation of local action plans in pilot sites.

The network has identified five subthemes:

- (1) transforming for intensified use,
- (2) transforming for social inclusion,
- (3) transforming the relationship with the region,
- (4) transforming private space and
- (5) transforming planning.

The main objective is to intensify the use of poorly used space, increase the quality and availability of houses and amenities, find effective and transparent ways to deal with private and fragmented ownership, improve the connectivity and the identity of the urban fringe. Since these fringe areas

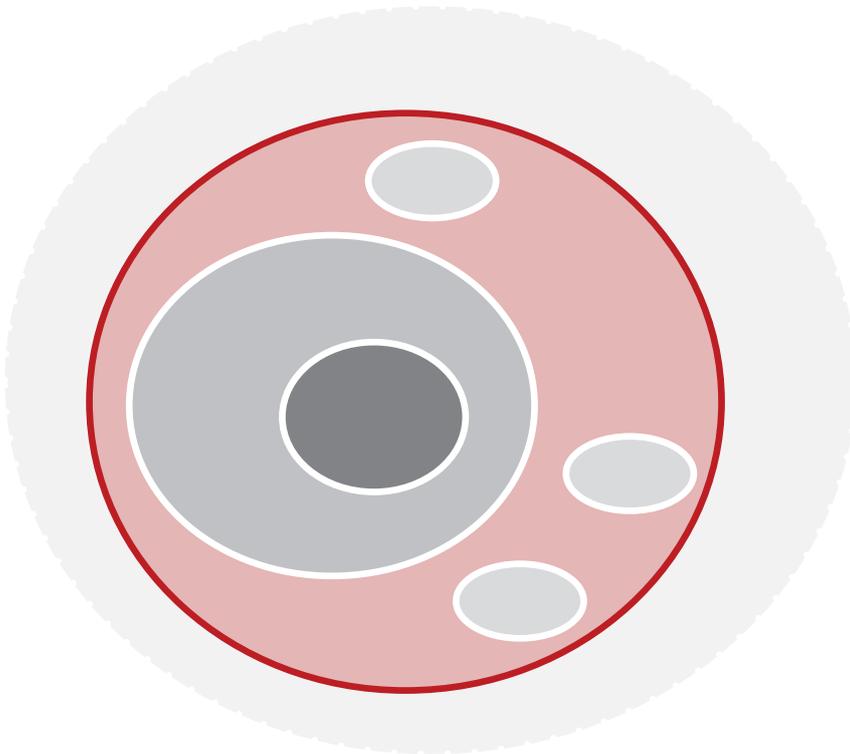
and their restrictions are very different from the inner city, an entirely new approach toward urban planning as a whole will be required.

WHAT KIND OF AREAS ARE WE DEALING WITH?

The „fringe " represents chaotic and unbalanced used territories, flanking the city's borders, which emerged especially in the second half of the 20th century as vast, rather mono-functional zones and for which it is desirable to find new multifunctional utilizations.

Within the city of Brno, we focus on the areas between the existing contiguous, so-called compact inner city, large housing estates and a relaxed settlement in the neighbourhood of the city of Brno (suburban hinterland of the city).

Brno ‘fringe ‘



WHY DO WE FOCUS ON THESE AREAS?

The city of Brno is currently facing several challenges and set up its urban development objectives accordingly. The solution for these challenges can be found within the so-called fringe areas and their efficient use. These urban development objectives include:

Growth of the population with permanent residence - one of the goals of the city of Brno for the future development is, among other things, the growth of the population with permanent residence (similarly, this objective has been set already by Vienna, that wants to reach 2 million inhabitants in the next years). Population growth is a basic prerequisite for further development of the city, already in the present the limits of the current number of population with the growing shortage of skilled labour for existing and future investors are beginning to show.

Re-urbanization - residential suburbanization has prevailed in Brno and its neighbourhood, and it is now necessary to actively support the development of the city's housing function and to provide its existing and newly arrived inhabitants an adequate offer. The city of Brno wants to create suitable conditions for its development over the next few years.

New development areas - For the needs of further development of the city, Brno must clearly define the development areas within the current territory and in the future in the metropolitan area as well. The city needs to support the "healthy" thickening of the urban structure (including the mapping of the existing reserves in the territory) with respect to the preservation of important landscape features.

Revitalization of brownfields - as far as the physical structure of the city is concerned, Brno has not yet managed to deal with the consequences of deindustrialisation and existence of large brownfield sites. In the future, the city should coordinate the development of these territories.

Polycentric development - the city of Brno should support the polycentric development of its metropolitan area in the future in such way that the neighbouring cities will represent fully-fledged urban units, not only villages filled with "night inhabitants". This development of functions in neighbouring municipalities and cities of the Brno metropolitan area will contribute to improvement of the quality of life of their inhabitants, for example, by enhancing the economic development of the entire territory or limiting residual mobility, it means by limiting traffic load and reducing the negative effects of transport.

All the above-mentioned urban development objectives can be addressed by a more efficient use of the Brno "fringe" – i.e. the area between compact housing development, large housing estates and the outskirts of the city and its more systematic development.

WHY WAS THE PILOT AREA OF RED HILL (ČERVENÝ KOPEC) AND ITS NEIGHBOURHOOD SELECTED?

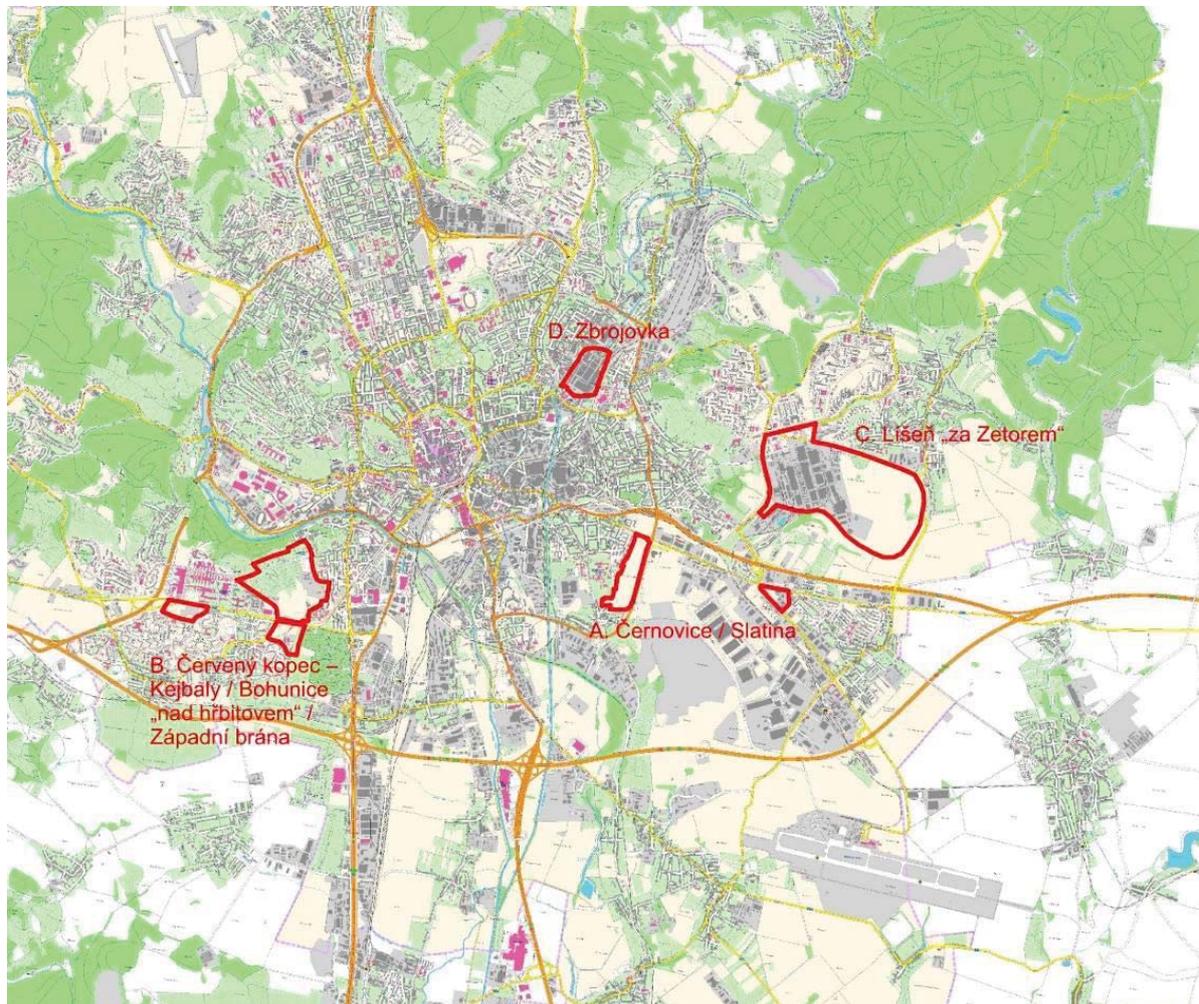
During June 2016, the employees of the Department of Spatial Development and the Department of Development Localities processed so-called **passports of locations potentially suitable for new development** in the outskirts of Brno. The suitability of individual locations was assessed during discussion in the light of a set of criteria resulting from the focus of the project on fringe areas that deserve special attention to be developed for various reasons.

SELECTION CRITERIA:

- **PLACE** - the area between the compact city and the suburban hinterland, in the previously unclearly defined and insufficiently utilized area lining the outskirts of the city ("Brno fringe")

- **MASTERPLAN** - the location also under the current masterplan plan is designed for development - the condition is that the site does not require a major change of the masterplan or only partial changes
- **OWNERSHIP** - mix of ownership and actors in the territory - establishing contacts, communication and development of cooperation with various partners in the area, part of the land ideally in the ownership of the city (not only private property)
- **FUNCTION** - mix of functions including key housing features
- **SIZE** - reasonable - not level 1 brownfield x not whole city district
- **INITIATIVE** - the project will help to start the development of the area, that has not been solved for a long time, it can help to change the current **status quo** in the area

PROPOSAL OF THE LOCATIONS WITHIN BRNO FRINGE:



Several locations (including area of Žlutý kopec (Yellow Hill) in continuity of the BWV site or Agro Tuřany) were considered as part of this assessment. From the discussed options, two potentially suitable larger development areas were chosen, linking several sub-locations - the area around

Černovická terasa (Černovice / Slatina) and the area near **Bohunice campus MU** (Červený kopec - Kejbaly / Bohunice „nad hřbitovem“/ Západní brána), in which a field survey was then carried out.

Based on further discussions within the Mayor's meeting, the area of **Brno's Zbrojovka** was added to the rating. These options were then consulted with the **main project expert** at the first international project workshop in Antwerp.

Based on a consultation with the Deputy Mayor of the Smart City area, the list of sites under consideration was further supplemented by an area in the city district of **Líšeň, linking to the areas of the Zetor factory**.

The discussion with the staff of the involved departments and subsequent consultations with the main foreign expert of the URBACT project came up with recommendations for the selection of the **„Červený kopec – Kejbaly / Bohunice „nad hřbitovem“ / Západní brána“** ("Red Hill - Kejbaly / Bohunice" above the cemetery" / West Gate).

OVERVIEW OF SITE SELECTION CRITERIA:

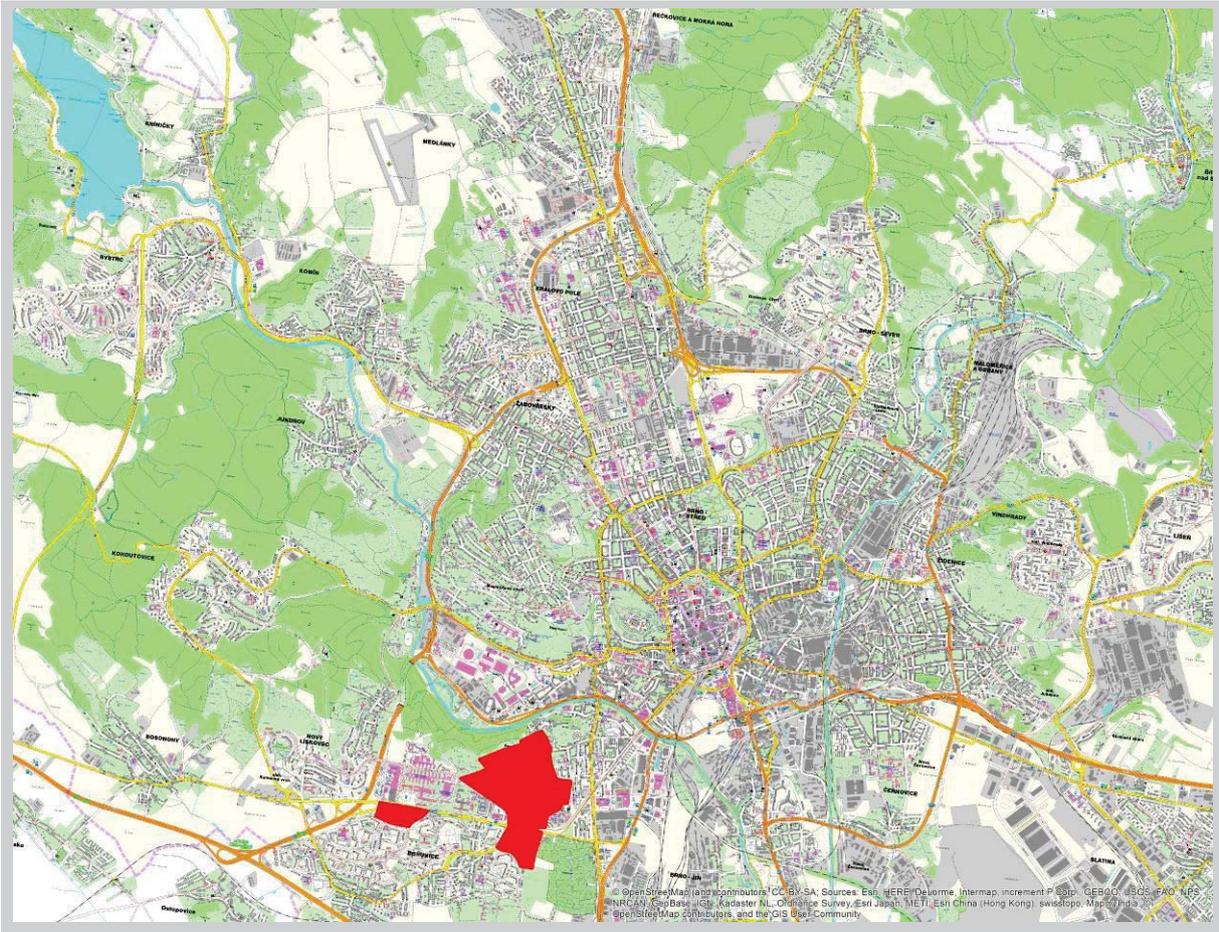
	Slatina / Černovice	Č. kopec – Kejbaly / Bohunice „nad hřbitovem“ / Z. brána	Líšeň „za Zetorem“	Zbrojovka
Place - within „fringe“	yes	yes	yes	no
Masterplan of the city of Brno – compliance	yes	yes	no	no
Ownership – mix	1 major owner/ developer of residential construction + mix	yes	mix natural person and legal entity, legal SmB 2 %	1 major owner / developer for the whole area
Function– mix, housing	Yes (except sand pit)	yes	Without housing	yes
Size– reasonable	yes	yes	yes	1 brownfield, not big
Initiation– change of the status quo	no – residential construction in solution	yes	yes	no – the solution between the developer and DoSD

Specific problem	IPP litigation in "Kaménky" site - developer stopped the preparation. Financially expensive revitalization of Černovické landfill.	Some landowners' efforts for a housing development. It is necessary to solve the sewerage and transport connection.	40 % of the area listed as agricultural land fund	Necessary change of Local plan for different functions and transport connection.
Match within internal PS	Not recommended	recommended	Not recommended	Not recommended
Consultation with the expert from URBACT	Not recommended	recommended	Not resolved	Not recommended

The selected area connects the three city districts–Bohunice, Brno-střed and Starý Lískovec. It includes three sub-areas that we want to address in a coherent way:

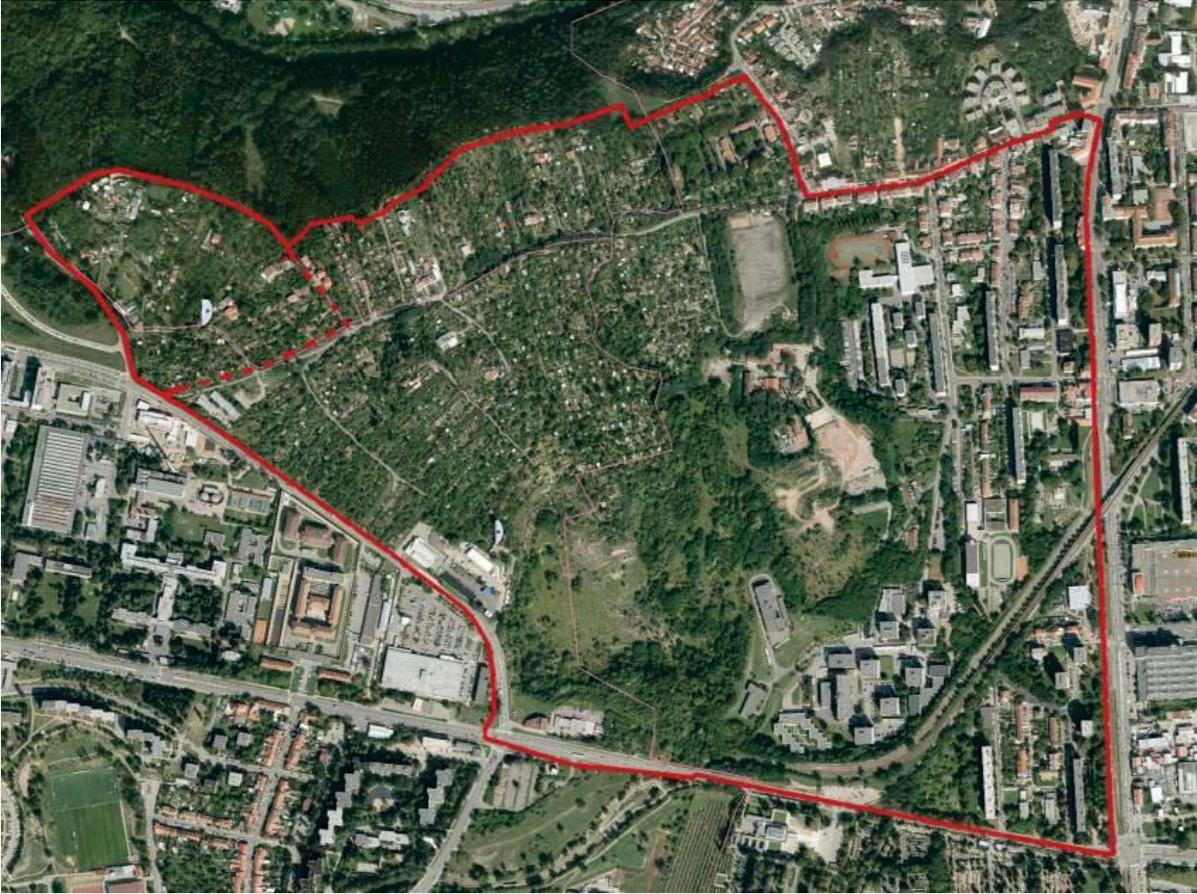
- **Red Hill-Kejbaly (Červený kopec – Kejbaly) - 65,8 ha – main focus of the project**
- **Bohunice „above the cemetery“ (Bohunice „nad hřbitovem“) - 12,5 ha**
- **West Gate (Západní brána) - cca 10 ha**

Red hill - Kejbaly	Size (ha):	65,8
	Nr. of current inhabitants:	max. 150
Proximity (distance to centre):		2,5 km
Location		
<p>The area lies between a contiguous area close to the city centre on the one hand and large housing estates on the other, neighbouring a rapidly developing university campus and related science and research centres. The area of all three parts together covers almost 70 ha. The area is intended for development according to the existing local plan, we respect the local plan and we want to help it gradually to be fulfilled, not to change it completely.</p>		



Function, physical conditions and connection

- gardens with objects for individual recreation, playground, free green areas
- partially used for housing
- business premises, warehouse areas and brownfield site
- Masterplan - living areas, mixed areas, education, recreational areas, a large proportion of green areas and urban greenery, areas of roads



sub>urban. Reinventing the fringe

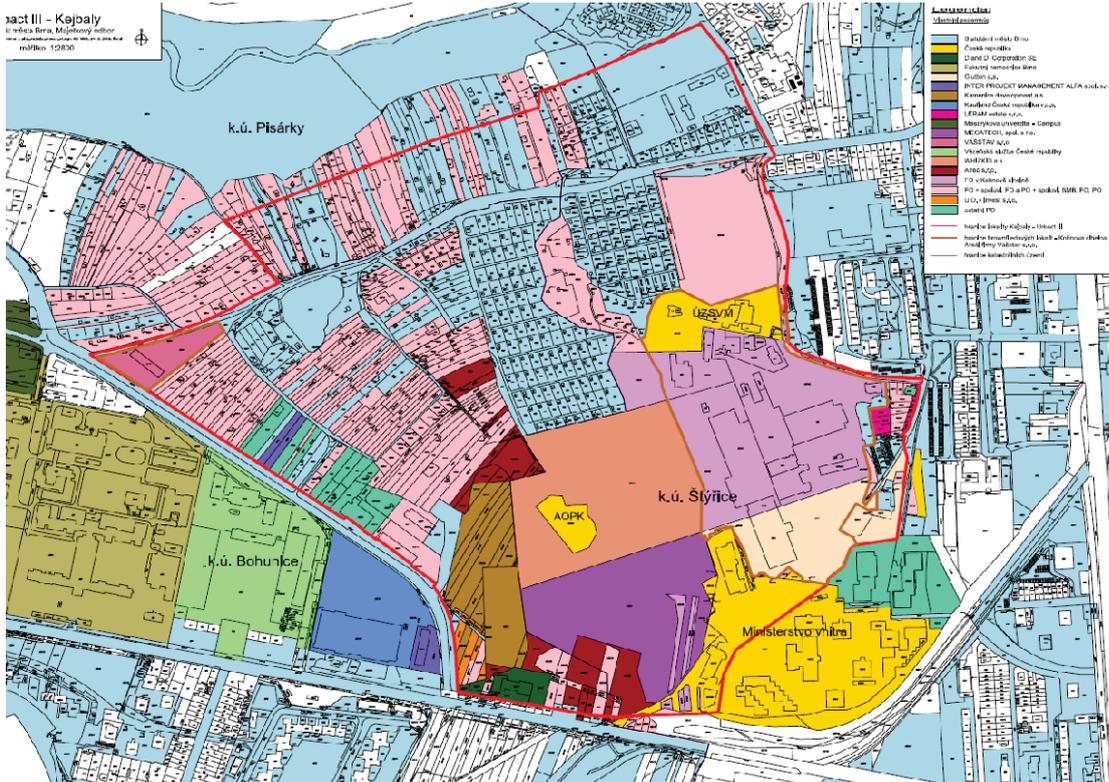


Land owner group(-s)

The ownership structure is very complex, there are several landlords and tenants, large institutions, land owned by the city, private companies and many individual owners or tenants.

- the land owned by the city prevails on a slope destined for greenery (today's gardens),
- majority of the land owned by individual private owners and 3 bigger companies

ship map of Red Hill – Kejbaly (blue owned by the city, other colours private owners)



Main local stakeholders

POWER

Brno City municipality
 University
 Building permit office
 Brno Transport company
 Central city district
 City district Starý Lískovec
 The department of home affairs

Developers
 Gardening associations
 Kohn brickyard restitutes
 Nature conservation agency
 City district Bohunice

City public transport organizations
 Faculty hospital
 Masaryk university
 Bohunice prison
 Chief architect 's office

City district authorities
 Local owners, citizens
 National authorities (as land owners)
 Housing department
 Environmental NNO
 Kaufland

INTEREST

Challenges & Potentials

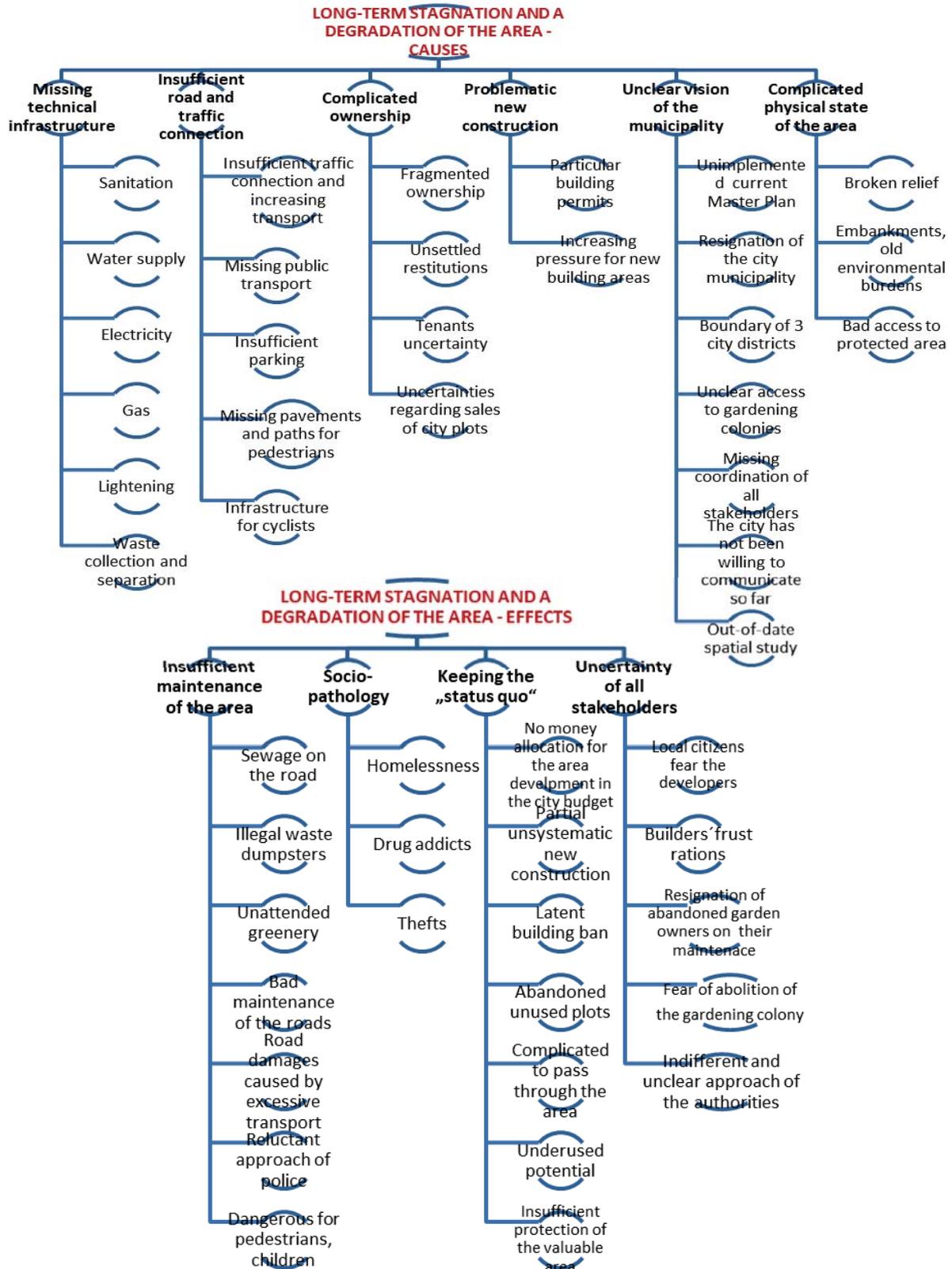
- Owners' efforts for an uncoordinated individual construction on their land - necessary coordination, setting of rules
- It is necessary to solve the drainage and transport connections of the site
- In the preparation of a new territorial study for the location

Particularity

Let's get started with the development of one of the hidden gems of Brno – a territory that is not systematically solved for a long time. It can help change the current status quo in an area that is gradually deteriorating. In the future, there may be an area in which greenery, housing and accompanying services will be connected, including those of the social and health.

2. OBJECTIVES FOR THE TRANSFORMATION

Before setting up the transformation objectives, we have applied the method of a **problem tree analysis** for the Red hill pilot area:



SHORT AND LONG TERM GOALS DISCUSSED BY THE INTERNAL ULG

For the Red hill area the internal ULG predefined these goals during the project phase:

- **Create a stable network of stakeholders** - involve all main internal and external stakeholders, harmonize their intentions and actions in the area within an established network of stakeholders
- Get the **representatives of the local government involved** in the preparation and realisation of Integrated Action Plan
- Establish the **common vision** of the area development based on the spatial study and the Integrated action plan that will be **shared by all stakeholders** (maybe possible basis for a new Spatial Plan)
- Create new Urban Study for the Red hill area (the completion of the study in spring 2018)
- Create a **basis for systematic transformation of allotment garden to the area for housing** - open the discussion about the allotment gardens with all partners
- Incorporate the **natural protected area of „Red hill”** into the overall territory concept as an **important landscape element** enabling the improvement of the quality of life
- **Explore the possibilities of temporary use** before the big development will take place
- Prepare the site for future realization of **transport and technical infrastructure**, which is conditional for the development of the area – create the foundation of the **backbone network** (investment of the city), then it will be easier to develop the area
- Help to stimulate the **property settlement** of the land ownership in the area

In a long run (long term goals by 2030+) the location should be ready for the construction of housing so that there will grow an adequate multifunctional part of the city (continuation of the nearby university campus development area with following housing and free time activities, public amenities, public transport and road connection). The area should become an integral part of the compact city.

RELATION TO THE PROJECT TOPICS

The objectives and intended achievements in our pilot location can be related to these project topics:

- **transforming for intensified use** – we are dealing with an area of the city, that is designed for more intensified use in future
- **transforming private space** – we are dealing with extremely fragmented ownership in the pilot area, only part of the land is owned by the municipality, other parts are owned by bigger as well as smaller private owners
- **transforming planning** – during the project, we are trying out new approaches and methods in planning that are not part of the standard development process of the municipality (especially closer communication and cooperation with private owners and general public during the planning process)

SHORT TERM AND LONG TERM GOALS DEFINED TOGETHER WITH EXTERNAL ULG

	SHORT-TERM GOALS 2020	LONG-TERM GOALS 2030
Vision of the city	<ul style="list-style-type: none"> ▪ Vision for the whole area (combining various functions: greenery, gardening, protected natural park, housing, amenities...), clear plan for the development of the area ▪ Clarification of existing Master plan ▪ Vision of the area integrated into new Master plan 	<ul style="list-style-type: none"> ▪ The area is a multifunctional part of the city combining greenery, free time activities, housing and amenities
Technical infrastructure	<ul style="list-style-type: none"> ▪ Problem with sewage water solved ▪ Project for complex technical infrastructure in the area is ready (sewage, water, gas, electricity, lighting), building plan prepared ▪ Money for construction ensured 	<ul style="list-style-type: none"> ▪ Complex technical infrastructure on-site ready
Traffic connection	<ul style="list-style-type: none"> ▪ Traffic ban is observed / situation solved ▪ Better maintenance of the road, services ▪ Safer area for pedestrians and cyclists ▪ Better accessibility of the area for pedestrians from Kamenice street ▪ Project for traffic connection including public transport, plan of construction phases is ready ▪ Money for construction ensured 	<ul style="list-style-type: none"> ▪ Traffic connection built, trolley bus line working ▪ Appropriate mix of car and public transport ▪ Pleasant area for cyclists and pedestrians
Physical environment	<ul style="list-style-type: none"> ▪ Cleanup of the area, waste dumpsters removed ▪ Better waste collection and haulage ▪ Area without homeless people ▪ Accessible natural park ▪ Regular maintenance of the area including the greenery maintenance ▪ Basis of the forest park with natural playground for children, playground revitalization ▪ Pleasant and calm free-time area ▪ Sightseeing spot, view tower 	<ul style="list-style-type: none"> ▪ Functional connection of forest park and protected natural park ▪ Calm area ▪ Children playground, sport center and other free-time infrastructure
Ownership	<ul style="list-style-type: none"> ▪ Clear ownership of plots ▪ Restitutions solved ▪ Sales/ repurchase of city plots solved ▪ Plots for necessary technical infrastructure and transport connection purchased 	
New construction	<ul style="list-style-type: none"> ▪ Greenery protection and planting ▪ Delimitation of the extent of urban gardening (support of hobby gardening) ▪ It is possible to get building permit ▪ It is possible to start the process of individual family houses building 	<ul style="list-style-type: none"> ▪ Accessible community gardens ▪ Living in greenery ▪ New villa district ▪ Variable housing types, new forms of flats establishment ▪ Functional amenities and services
	<ul style="list-style-type: none"> ▪ It is possible to start development projects 	

3. ACTION PLAN & TRANSFORMATION TIMELINE

Field of action	Actions until 2020	Responsibility	Cooperating	Timeframe
Vision of the city	Completion of Urban Study	OÚPR		June 2018
	Approval of Local Action Plan	OSPL		June 2018
	Setting of the location Red hill as a strategic project of the city	OSPL	OÚPR, KAM	June 2018
	Appointment of project manager	OSPL		September 2018
	Project team establishment	OSPL	All departments	September 2018
	Preparation for the change of Masterplan	OÚPR		September 2018 - December 2019
Technical infrastructure	Wide communication and the promotion of the vision of the city for related area	OSPL	OÚPR, KAM, MČ	September 2018 - December 2019
	Verification of possibilities of short-term solutions for missing sewage system at the street Vinohrady	OSPL	OVLHZ	September 2018
	Processing of assignment for the selection of processor of technical documentation	OI	BVAK	October 2018
	Competitive tendering for processor of technical documentation	OI	BVAK	January 2019
	Processing of technical documentation	OI	BVAK	June 2019
	Securing of funding from the city and municipal companies (BVAK)	OI	BVAK	September 2019
Transport connection	Setting rules and the agreement on the co-financing from private owners	OI	All departments	September 2019
	Active control of compliance of no-entry in the area	City Police	OSPL, OD	September 2018
	Verification of possibilities of repair work at the street Vinohrady and measures for enhancement of pedestrian's and cyclist's security	OSPL	MČ, OD, BKOM	September 2018
	Processing of assignment for the selection of processor of technical documentation	OI	OD, BKOM, DPMP	October 2018
	Competitive tendering for processor of technical documentation	OI	OD, BKOM, DPMP	January 2019
	Processing of technical documentation	OI	OD, BKOM, DPMP	June 2019
	Setting rules and the agreement on the co-financing from private owners	OI	All departments	September 2019
	Securing of funding from the city and municipal companies	OI	BKOM, DPMP	September 2019
	Regular voluntary cleaning of the area	OSPL	MČ, OŽP	April 2018, 2019
	Efficient solution for collection and transport of waste in the area	OŽP		September 2018
Physical environment	Preventive measures to prevent illegal landfills	OSPL	OŽP, land owners	September 2018
	Permanent removal of illegal landfill in the area governed by The Office for Government Representation in Property Affair (ÚZSVM) and other areas	OSPL	OŽP, land owners	December 2018

	Active collaboration with probation officers in the area, relocation of homeless people in immediate vicinity of National Natural Monument (NPP) Red hill	OSP	OSPL, MČ	December 2018
	Improvement of pedestrian access to NPP Red hill	OD	OI	December 2019
	Preparation of nature trail in the area	AOPK	OSPL, MČ, local schools	December 2019
	Initiation of preparation of lookout point/ observatory tower within NPP Red hill	OSPL	AOPK, MČ, general public	December 2019
	Promotion of NPP Red hill towards the broad public	AOPK	KMZV, TIC	December 2019
	Preparation of the proposition for complex park solution following the NPP Red hill	AOPK	OSPL, KAM, OÚPR	December 2019
	Temporary utilization of former football playground for leisure activities	OSPL	Private owner, general public	December 2019
Property relations	Initiation of meetings with the representatives of the Kohn Family and monitoring of the process solution restitution cases of Kohn family and private owners in the area	MO	OSLP	September 2018
	Analysis of alternative possibilities for garden tenants on the municipality's land	MO	OSLP	December 2018
New construction	The land consolidation and purchase for the construction of technical and transport infrastructure and public spaces	MO	OD, OI	December 2019
	An effort to utilize the current long-term care buildings within newly prepared construction of the medical-social facility	OSPL	KAM, OSP	May 2018
	Individual construction permit in accordance with the urban study	Building permit offices	OÚPR	June 2018
	Co-ordinated approach to the detailed proposal of developer construction and plan for public spaces and greenery in the area	OÚPR	OSLP, BO	December 2019

4. MANAGEMENT & GOVERNANCE STRUCTURE FOR THE TRANSFORMATION PROCESS

PROJECT PERIOD

Internal ULG – led by City strategy department, with representatives from other relevant municipality departments – Urban planning department, Investment department, Transport department, Housing department (approx.. 10 members)

External ULG – organised by City strategy department, all stakeholders from the area who are interested are invited for the meetings, including general public from the surrounding areas (approx. 30 – 90 participants, based according to the topic of the meeting)

- 2 city quarters and 2 building permit offices
- 3 big private developers
- Dozens of individual private owners (residents, gardeners)
- 3 allotment garden associations
- Agency for natural protection
- Health care provider
- State property office
- Ministry of defence
- Masaryk University

AFTER THE PROJECT PERIOD

RED HILL AREA AS STRATEGIC PROJECT

=

**PROJECT MANAGER AND HIS TEAM
COORDINATING ALL THE STAKEHOLDERS**

DECISIONS TAKEN BY THE STEERING COMMITTEE

INTERNAL ULG

By June 2018 the decision about the responsible Deputy Mayor has to be taken. There are 2 main possibilities . Either the Deputy Mayor for the Smart City since his Strategic Planning Department is responsible for the project under URBACT III and Integrated action plan. The other possibility is the Deputy Mayor responsible for Housing, since the main function of the area should be housing. Based on this decision, the relevant project manager will be appointed. The project manager will then set up the working team, that will consist of people from various relevant departments across the municipality organisational structure.

- **Steering committee of the strategic project – decision making level**
 - o Mayor
 - o Deputy mayors

- **Team of the project manager – working level**

- Urban planning department
- Chief architects office
- Investment department
- Housing department
- Transport department
- Property department
- Brno water treatment and sanitation company
- Brno transport infrastructure company
- Brno public transport company

EXTERNAL ULG

For the continuation of the external ULG – to stabilize the network of stakeholders that was formed during the project period – we suggest following two formats of meeting after the end of the project period in May 2018:

- **Organisational meetings with the private investors** – at least twice a year organise a meeting with the representatives of the biggest land owners in the area and other relevant representatives of the individual private owners concerning the practical issues of the development of the area and its progress.
- **Annual meetings with all stakeholders** – at least once a year organise a meeting with the general public in the area concerning the progress of the actions listed in the Integrated action plan.

5. GENERAL IDEA DEALING WITH THE TRANSFORMATION OF THE ENTIRE FRINGE IN THE FUTURE

For the development areas within the whole fringe area the internal ULG would like to set up a systematic approach of the city to development areas (suggestions of possible improvements for internal and external processes) so that the city could act systematically while solving other development locations using the approach tested within this project.

Internal processes and communication within the frame of Brno City Municipality departments and organizations

Current situation

- Strategic development areas not clearly defined, ad hoc approach of the municipality and sometimes complicated negotiations with the city districts.
- The department of development areas closed down in 2016 without replacement.
- More systematic approach to development areas currently introduced by the working group for the “obstacles of housing construction”, however this does not include the development areas for other functions besides housing.

Proposal of possible improvements

- Identify and declare strategic development areas throughout the whole city in a clearly formulated strategy. Identify relevant politician and a department, responsible for management of this strategy.
- Each strategic development area should become a strategic project of the city, with responsible project manager and his team working across the standard municipality structures.
- Include this strategic development areas into the new masterplan.

Participation of stakeholders outside Brno City Municipality

Current situation

- Participation process of general public usually up to the activity of the city districts.
- Stakeholders and land owners not discussed during the designing of urban studies, if so, then only ad-hoc consultations of the architects.
- Co-financing in form of individual planning contracts.

Proposal of possible improvements

- Plan your participation process for involvement of the stakeholders as an integral part of the plan for of the development of the area.
- Map and consider the needs and wishes of various stakeholders from the development area and its surroundings.
- Consult the stakeholders and main land owners already from the stage of preparation of urban studies (non-binding basis for possible changes in the area or more detailed building plan).
- Be clear about the scope of the discussion – what is and what is not negotiable, and about the timescale of the whole development process.
- Inform them about the result of the participation – how it was taken into account.

- Set up the discussion between the municipality and private investors about new possibilities and forms of cooperation and co-financing.