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Complex Evaluations for Hybrid Landscapes

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URBAN DESIGN, INSTITUTIONAL CONTEXT AND DECISION-MAKING PROCESS. TWO CASES OF WATERFRONT REGENERATION IN APULIA (ITALY)

Raffaele Attardi, Antonietta Canta, Carmelo Maria Torre

Abstract

The procedures for the assignment of design tasks for urban transformation plans distinguish between direct assignment and public competition. The paper examines two case studies of waterfront regeneration in Apulia Region (Italy) which are characterized by two different procedures for the assignment of design tasks. A set of criteria for a multidimensional assessment of the urban transformation processes is defined, in order to understand to which extent the quality of the decision-making process – including the assignment of design tasks – can be a guarantee for the increase of the "complex social value" of the coastline, as an element of local identity for Italian port cities.

Keywords: design task assignment, decision-making processes, waterfront regeneration

PROGETTO URBANO, CONTESTO ISTITUZIONALE E PROCESSI DECISIONALI. DUE CASI DI RIGENERAZIONE DEI WATERFRONT IN PUGLIA (ITALIA)

Sommario

Le procedure di assegnazione degli incarichi di progettazione per interventi pubblici di trasformazione della città si distinguono in assegnazione diretta e concorso pubblico. L'articolo, prendendo in esame due casi di rigenerazione dei *waterfront* in Puglia (Italia) che si distinguono per differenti procedure di assegnazione degli incarichi progettuali, individua i criteri per una valutazione multidimensionale dei processi di trasformazione urbana, al fine di comprendere in che misura la qualità del processo decisionale – includendo anche le procedure di assegnazione degli incarichi di progettazione – può essere garanzia di un incremento del "valore sociale complesso" che contraddistingue il mare e la linea di costa quali elementi identitari delle città portuali italiane.

Parole chiave: assegnazione incarichi, processi decisionali, rigenerazione dei waterfront

1. Introduction

The procedures for the assignment of design tasks for urban transformation/regeneration distinguish between direct assignment and public competition. In terms of urban management, such procedures are aspects of decision-making that can influence the outcomes of urban transformation/regeneration, in terms of environmental, social and economic impacts.

Great ideas have always been put at the center of urban design as elements that can increase attraction, can build identity and recover the architectural heritage, in order to promote economic development and social welfare (Fusco Girard and You, 2006). Finally, the environmental protection has been associated to social welfare and individual wealth, though influenced by the lack of a universally shared concept of conservation and enhancement of architectural and cultural heritage.

Urban transformations are usually complex decision processes in which data are not always reliable, values are under discussion, stakes are high and the decisions are – often - urgent (Fusco Girard and Nijkamp, 1997).

Even if the interests put into play by these processes are high, the level of uncertainty of the data is variable and it is a function of several parameters, including the quality of decision-making (monocratic, pluralist or democratic) leading to the selection of a design proposal, and the expertise of the assignee of the design task.

This paper will thus clarify to which extent the quality of the decision-making process can influence the effectiveness of urban transformation/regeneration, taking into account different procedures for the assignment of design tasks allowed by the Italian regulatory system.

The topic of the assignment of design tasks has been the subject of a long debate in Apulia Region (Italy), so as to achieve the enactment of a law – the Regional Law 14 of 2008 – which prescribes the use of public competition even for works of architecture or urban design, whose total amount is below the threshold set by national legislation for the assignment through public competition (so as to ban the direct assignment).

Starting from the analysis of this local context, this paper aims to study the relationship between the project effectiveness in meeting the objectives of the urban regeneration and the quality of decision-making; in particular, the relationship among the institutional context, decision-making principles and the irreversibility of the impacts induced by the transformation actions is analyzed. Moreover, starting from the analysis of two processes of regeneration of urban waterfronts in Apulia region (the neighborhood San Girolamo in the regional capital Bari and the waterfront of Mola di Bari, in its province), an appropriate set of criteria for evaluating the effectiveness of urban transformation- and thus its feasibility- is identified. The case studies examined differ in:

- quality of decision-making;
- procedures for the assignment of design tasks;
- institutional context where they occur.

The choice of two case studies is related to the regeneration of urban waterfront and it is based on the following assumption: the sea and the coastline hold use value, non-use value and intrinsic value which are able to foster a sense of identity and are in close connection with the human, social and cultural capital of the city, so as to be able to hold together the members of a community (Fusco Girard and Nijkamp, 1997).

In the peninsular territory of Apulia, which has about 800 km of coastline, the history of the

towns and villages began exactly from the sea, with the colonization of the ancient Greeks who made the Apulia part of *Magna Graecia*. Although the value attributed by society to the sea as an infrastructure and environmental and cultural heritage has always been high, the urban development of the town in Apulia has been characterized by several conflicts. In the cities of Brindisi and Taranto the localization of metallurgical plants and of energy production stations created itself warning environmental consequences, that nowadays lead to social tensions among different groups of interest, claiming for instances of environmental democracy (Attardi *et al.*, 2012) and, therefore, the repossess of the coastline by the community. Moreover, in many smaller coastal towns, including Mola di Bari, as well as in the regional capital Bari, the conflict is instead linked to economic issues of the real-estate market, and physical and visual impacts of waterfront buildings that tend to create an impenetrable wall between the city and the sea. The case studies considered in this paper are the regeneration of the waterfront district of San Girolamo in the city of Bari, in which a public competition took place for the assignment of design tasks, and the redevelopment of the waterfront of Mola di Bari, a town located 15 km south from the capital. In the latter case the design task has been directly assigned to an internationally renowned designer by the municipality.
In the following, after defining the relationship between design and evaluation (section 2), and describing some assumptions of the decision context (section 3), the topic of waterfront regeneration in the international context is described (section 4) and two experiences of regeneration of urban waterfronts in Puglia are analyze: section 5 deals with the Apulian legislative proposal for the commitment of architecture and urban design tasks, while section 6 specifically analyzes the two case studies, namely the district of San Girolamo in Bari and Mola di Bari seafront. In section 7 a list of criteria for the compared evaluation of the case studies is drawn and, finally, in section 8 some guidelines and perspectives for the management of urban regeneration processes are proposed.

2. Design process and evaluation process

Design and evaluation are inverse problems respect of the use of criteria (Zeleny, 1993): the design process starts from criteria and, through a creative process, it identifies a solution that can achieve the goals of the urban transformation; the evaluation, however, starts from the analysis of design solutions and identifies criteria to assess the quality of the project and its ability to meet the needs expressed by the various interest groups. In this approach, the criteria are guidelines of the design creative process (ex-ante criteria) and analytic parameters in the evaluation one (ex-post criteria). However, in real planning and designing processes of the natural and built environment the "decision-making context" is much more complex and fluid than a mere theoretical and schematic framework. Moreover, phases, evaluation and selection of proposals may overlap and alternate. In fact, in such a context information does not often meet real needs, the impacts of the transformations are uncertain and difficult to predict in quantitative terms, the number of stakeholders involved (public, private and civil sector) is high; each of them possesses specific goals, interests and values, which may be in conflict with each other or that may vary in time and in their lists of priorities, and the same range of alternatives is likely to change under the pressure of competing interests (Fusco Girard and Nijkamp, 1997). In this complex scenario, the exchange of information among the actors of the process is therefore an essential tool to ensure an urban transformation process that generates added value for the local community.

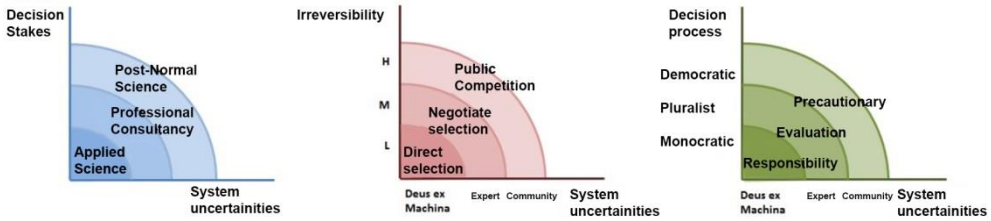
The choice of design alternatives and the assignment of design tasks are mediated by principles that lead the decision makers to almost rational choices. In the case of a monocratic decision (conducted by a promoter leader usually belonging to the "public"), the "principle of accountability" is used, as there is only one person who assumes responsibility for the selection and who reasonably will make a decision paying attention in his future credibility. When the decision is pluralistic (conducted by a developer leader and some representatives of the community), the "principle of evaluation" of the proposals is used, according to appropriate criteria to assess the fulfillment of the expressed objectives. The evaluation in the case of assignments of architecture and territorial transformation can take place ex-ante (assessment of the curricula of the proposers) or ex-post, i.e. the evaluation of project proposals. Finally, in the case of democratic selection (conducted by representatives elected by the community), the "precautionary principle" is used, through an open competition, in order to avoid further tensions among parties in conflict situations and to minimize negative impacts on the environment and on the local community.

3. Some assumptions of the decision context

Every action of urban transformation is the beginning of a complex process in which data are not always reliable, values into question, stakes high and decisions urgent. In such situations, the decision-making process is very complex and often it can not be supported only by rationality in making decisions (Funtowicz and Ravetz, 1991). For this reason the model of Post-Normal Science has been proposed. This new model has to be applied in cases in which data are uncertain and the effects of decisions are indeterminate and potentially irreversible. In this model proposed by Funtowicz and Ravetz, there are multiple levels of uncertainty and multiple levels of stakes. When both the uncertainty and the stakes are low, the paradigm of "normal" science can be applied, in which the exact choice is the most rational. Otherwise, when both uncertainties and stakes are high, the problem lies within the range of Post-Normal Science, in which risks are high and decisions are out of rationality in a traditional sense (Fig. 1). Therefore it is necessary to identify appropriate analytical and mathematical tools which lead in decision-making, in defining a list of priorities, needs, and evaluating alternative proposals for the solution of a problem. In the case of interventions of urban transformation, the uncertainty coincides with the quality of the urban and architectural design, which also depends on the expertise of the designer and on the characteristics of the decision-making process. The stake instead may be associated to the social and economic relevance of the intervention and to the irreversibility of its effects (Fig. 1). In terms of expertise of the designer, the situation of minimum uncertainty is the highest responsibility of the designer (*deus ex machina*, the scientist); the intermediate corresponds to the experienced designer with proven expertise and well-known capabilities; the maximum uncertainty corresponds to the choice of an experienced technician certified by ordinary guarantees. When the stakes are the assignment of a design task, the decision may be monocratic, pluralistic or democratic. In the logic of "normal" Science, the decision should be democratic and it should lead to the selection of the highest expertise (*deus ex machina*), compared to the high risks associated with the intervention to be designed. When the stakes and the responsibilities of the decision-maker grow in value (and social and environmental effect are taken into account), the necessary role of analytical methods of the Post-Normal Science becomes more noticeable, in order to appropriately evaluate design alternatives. These analytical methods cannot provide a

definitive solution to the problem, but they must rather be tools for the preliminary study of the problem in all its complexity in order to enable all the actors of the decision-making process to increase their knowledge about the problem (De Marchi *et al*., 2000).

Fig. 1 – Post-Normal Science and urban transformation processes



The multi-criteria and multi-group evaluation methods seems to be the more suitable to the research and comparison of alternative solutions (as in negotiation processes) because they are helpful in the expression of all the values in stake and they consider the objectives and priorities of all social groups involved in the transformation process (Fusco Girard and Nijkamp, 1997; Cerreta and De Toro, 2012). Thus, multidimensional and multi-group evaluation should look for a connection between the complexity of the decision-making context and the uncertainties regarding the effects of urban transformation in terms of environmental, social and economic impacts.

4. Waterfront regeneration: processes, good practices and values in action

The perception and the configuration of waterfronts in contemporary cities are the result of a long evolution that urban development and town planning has spanned for centuries. The sea and the coastline have always been among the most powerful driving forces for the growth of new urban centers or for the expansion of existing towns; they conferred prestige, wealth, development and progress. Port cities have, thus, always been advantaged by the presence of flows of imports and passengers and by the development of the local economy (Hoyle and Pinde, 1992).

The decommissioning and relocation processes of port areas in the Twentieth Century caused a shifting of attention to regeneration practices of those areas close both to the sea, and to the city, which have now changed their status from a port to a waterfront harbour. The theme of regenerating port areas is highly active today and many internationally renowned designers have ventured to it, with more or less satisfactory results, not only in formal terms, but mostly in terms of economic impact on the city in a short to medium term. The first experiments of waterfront regeneration in the world date from the '70s and ’80s and they are linked to programs for public space and real estate development or sometimes to social housing initiatives, as happened in the United Kingdom and in The Netherlands. In other cases, such as Canada and the United States, interventions on the waterfront often invested a regional scale – see the case of Vancouver, which gave a new face to its se-front thanks to the 1986 Universal Exposition, or Toronto, which followed a step-by-step program and involved in different parts of its large port basin. The most

striking interventions in Europe have been based both on criteria of environmental, social and economic sustainability and on large spectacular intervention by creating real landmarks (see the cases of Barcelona, Valencia and London South Bank).
Contrary to what happened in Europe, in Italy the urban opportunity represented by the waterfront regeneration has been took only in rare cases and at a much lesser extent. Municipalities are dealing with waterfront regeneration only since the late 80s and this topic soon manifested conflicts and complex issues that nowadays are still unsolved from an operational point of view.
At a first analysis, the particular configuration of Italian port cities, usually built around the port, did not leave a space for interaction between the city and the sea. At a second analysis, the Italian cities have almost never followed the path of relocation for the expansion of their ports, so as no issues of regeneration arose: the ports, except in rare cases such as Genoa and Trieste, are still operating in the heart of the city, making it difficult and conflicting the attempt of urban renewal on the coastline. Only two cities completed the operations for the regeneration of urban waterfronts in Italy: Genoa - with the redevelopment of the old port designed by the internationally renowned architect Renzo Piano - and Savona (Liguria Region), albeit on a much different scale than the European cases.
It seems thus far a trend towards revaluation of the borderline areas between land and sea only in economic terms and real estate income. The sea and the coast has, however, not only a social value, but also a primary intrinsic value, that can stimulate the sense of identity in close connection to the human and social capital, so as to be able to hold together the components of a community. Therefore, a "complex social value" (Fusco Girard and Nijkamp, 1997) of the coastline is recognizable, reflecting its use value, non-use values and intrinsic value. One can then argue that the "social complex value" should be the evaluation parameter of for waterfront transformation or regeneration alternatives. The advantage of an alternative could therefore derive from the following formula:

$$V_{present}\,(B_{transformation} - C_{transformation}) > CSV$$

where CSV (complex social value) is a function of use values, non-use values and intrinsic value; B indicates the benefits induced by the regeneration; C its costs. However, one should question if the identification of the above mentioned categories of value, can be based only on a formula, or if the assessment of the "complex social value" depends on a *tout court* evaluation of the processes that interventions of regeneration of the waterfronts should generate, with repercussions on local the social and economic structures and impacts on natural resources to be protected (the marine ecosystem and shoreline) and considering the involvement of citizens and stakeholders in the decision-making. What makes the difference and ensures development - in terms of increased complex social value - is the creative approach to the design of the urban areas, which cannot be predetermined only by the local government, but requires the active participation of potential users (Magnaghi, 2006). Participation guarantees the activation of a dialogue for evaluating design alternatives, balancing on the convenience of the different social groups that, after reaching an agreement, allow the creation of added value, which is source of development for the whole community.

5. Institutional blueprint in Apulia Region (Italy)

In Apulia Region (Italy), the long debate on the quality of architecture and urban

transformation processes (see section 1) led to the enactment of a regional law, about the quality of architecture with the following aims:

1. understand and meet the needs of individuals, social groups and communities as regards spatial planning;
2. implement the principle of accessibility and usability of the built environment;
3. give response to the needs of the city and of the multi-ethnic society.
4. improve the quality of urban life and preserve the landscapes and the cultural heritage.

This law, with many other laws, in the field of architecture and urban planning sustainability, depicts a picture in which on the one hand the project, especially in public field, becomes a synthesis of technological, environmental and formal solutions and a debate with a society that seeks for justifications of public spending in "cities at the time of the crisis", caused by works highly incisive on the community budget (Nijkamp and Riganti, 2009). The evolution of cultural debate have often gone through a series of dichotomies: branded-architecture *versus* the context as a social expression; economic feasibility *versus* the justification of public spending, technique *versus* talent.

In this never fully reassembled context , one must question which evaluation methodology might be the most effective in selecting ideas, foster them in an executive design, and compare them with economic and environmental impacts in order to identify the collective benefits of urban-planning decisions (Pearce *et al*., 2006).

The Apulia regional law (see section 1) prescribes the use of public competitions even for works of architecture or urban design whose total amount is below the threshold set by national legislation for the use of direct assignment. Therefore the intention is preferring competitions rather than direct assignment, in the belief that the comparative evaluation of several project proposals ensures with greater likelihood the achievement of the objectives of the transformation, shared in the community.

6. A comparison between two waterfront regenerations on the Adriatic coast in Apulia

In last decades, the coastal areas in Apulia have been the place of interventions that aimed strictly at the real-estate rent, or otherwise they were not used to be included in the local political agenda and, therefore, they have been subject to physical and environmental degradation. Although strongly affected by the signs of deterioration, coastal areas remain a strong element of collective identity for local communities who crowd the coast in summertime or have well established maritime traditions (economic activities related to fishing), as in the case of Mola di Bari.

In this context it's interesting to compare two experiences of waterfront regeneration: one on the west side of the center of Bari, in the district of San Girolamo, and the other one in Mola di Bari, a town 15 km south from Bari. At the same time the city of Bari announced public design competitions for the reconnection between the area behind the port (that includes the historic center and the Swabian Castle) and the main railway station, through the pedestrian area of Via Sparano, which crossed the central Nineteenth Century district called "Murat". The intent of the local promoters is not to enable a simple functional and physical redevelopment, but to start medium to long term processes, that could trigger a sustainable socio-economic development, starting from the physical regeneration of urban public spaces.

It must be pointed out that the strategic plan "Terra di Bari" – which included the municipality of Mola di Bari – is claiming the important environmental role of Central

Adriatic coast overlooking the province of Bari, dealing with the upgrading of a "waterfront of eighty kilometers" which includes:

- five cities – Giovinazzo, Molfetta, Bari, Mola di Bari, Polignano a Mare – featuring valuable, historical centers and ports integrated in various ways in the economy and in the history of their respective urban centers;
- a well-structured system of mobility and accessibility (motorway and railway line along the Adriatic coast, commercial ports and the international airport of Bari);
- a very dense and widespread urban system, with large residential areas;
- a coastal environment mainly characterized by low cliffs and sandy beaches in the northwest and marine karsification in the Southeast, assaulted by erosion, pollution and that has been often vandalized;
- residual coastal agricultural landscape still productive, with particular value in the stretch between Mola di Bari and the municipality of Polignano a Mare (Regione Puglia, 2008).

Therefore, the coastline is a territorial infrastructure allowing an increasingly positive and fertile exchange between the local scale and the national and international dimension of the Euro-Adriatic basin. Unfortunately, all the facilities - accommodations, harbor, cultural, recreational, sports and bathing - which sit on coastline strategic location - are poorly integrated and badly structured or under-served.

The city of Bari, the regional capital city, can be taken as a paradigm of the relationship between citizens and the coastline that is a strong presence in the collective identity. However, actions to upgrade and enhance the coast of Bari have always got little attention in the political agendas or have led to controversial and conflicting solutions. In the last two decades, the controversial affair of the buildings of 300,000 cubic meters in the area of Punta Perotti (south-eastern waterfront of Bari) has had much relevance in the local and national context. It consisted of skyscrapers oriented so as to constitute a visual obstruction of the south-eastern waterfront (Fig. 2). In 1997 it was recognized the violation of environmental constraint (prescribed by the national law n. 431/1985: "Urgent measures for the protection of areas of particular environmental interest" for construction within 300 meters from the shoreline and in 2006 the buildings were demolished. In an area of the port, called Marisabella (Fig. 2), a new dock of about 10 hectares has been built; it has separated the coastline from the waterfront promenade causing a debate on the perceptive fruition of the sea and the coastline. The aim of this new dock is to decongest the port infrastructure, creating a new area for storage of vehicles and wares (Pace, 2003).

What seems to be missing is an integrated approach (Carta, 2007) to the redesign of urban areas on the border between land and sea, in order to activate a virtuous process that, starting from the recovery of the places and of the morphological and functional characters, can produce socio-economic development through the sustainable use of local resources.

The results of the project proposal in the two case studies can be interesting because they differ in the commitment.

The regeneration of the waterfront in the district of San Girolamo and of the public spaces in Murat district are projects (Fig. 3) selected through democratic procedures and whose designers are technical experts with well shown skills in prior works.

However, the democratic nature of the process does not correspond to an involvement of the community. Moreover, the architectural and cultural heritage of the city is involved: via Sparano, one of the focus area of the project, is also the main axis of urban development of

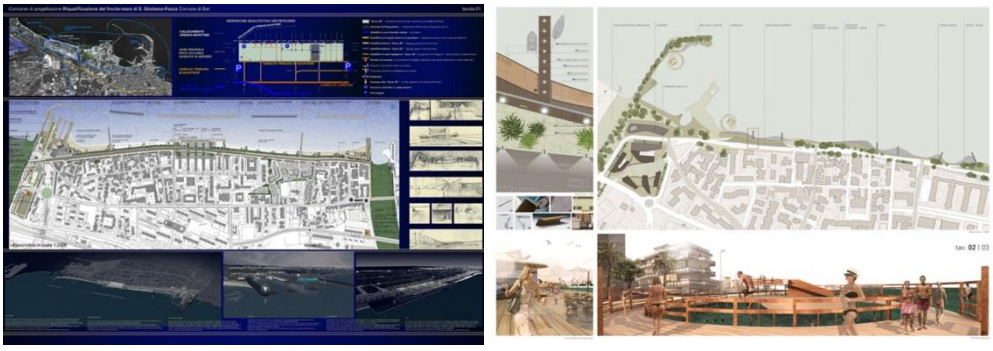
the district, as in the nineteenth-century plan by the architect Gimma (Fig. 4) who planned the new expansion of the city of Bari outside the medieval walls. The purposes of the intervention of regeneration of the waterfront require that the project proposal should affect the landscape and environment, triggering processes of economic and social regeneration, setting up new public spaces of the waterfront, expanding and upgrading areas for bathing, recreation and promenades (www.comune.bari.it).

Fig. 2 - Criticalities on the waterfront of Bari

a) *b)*

Source: a) www.statoquotidiano.it; b) www.discorsivo.it

Fig. 3 - Public competition for the regeneration of the waterfront in San Girolamo district, Bari

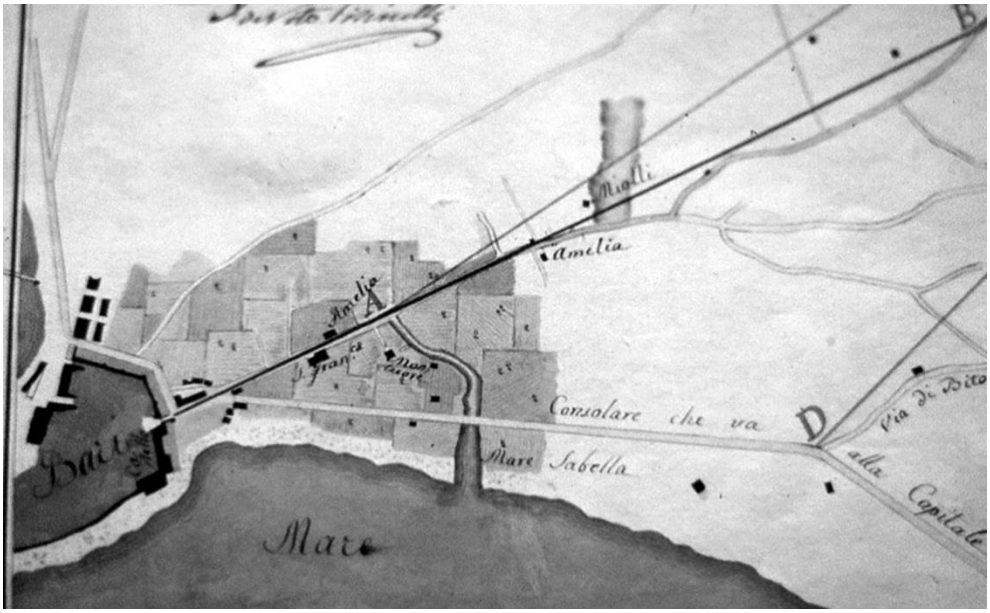


Source: www.europaconcorsi.com

The marginal position of San Girolamo is one of the main causes of the functional, architectural and environmental deterioration currently affecting the waterfront. Consequently, the objective of the project must be the creation of a new image for the district, using water to enhance the beauty of the urban landscape. In particular, great care must cover the incentive for economic and social initiatives, which can restore the

centrality of a suburban district. The development of the waterfront is part of a wider urban renewal program for the district, which pays particular attention to the upgrading of social housing buildings overlooking the sea, the creation of facilities for its inhabitants, and the enhancement of urbanization infrastructures (www.ambienteambienti.com). Among the strategies for creating a new image there is the introduction of an architectural and urban landmark, that is, an aquarium with an annexed new marina.
The town of Mola di Bari in the '90s concluded a period of economic and social decline, in which occurred and exploded all the consequences of a long unwillingness to investment by the private sector, emigration, poor driving forces by the local government, the inability to create adequate conditions for new economic activities and new employment, the lack of monitoring natural resources, which are linked to the traditional fisheries and agriculture.

Fig. 4 - Nineteenth Century plan by Gimma

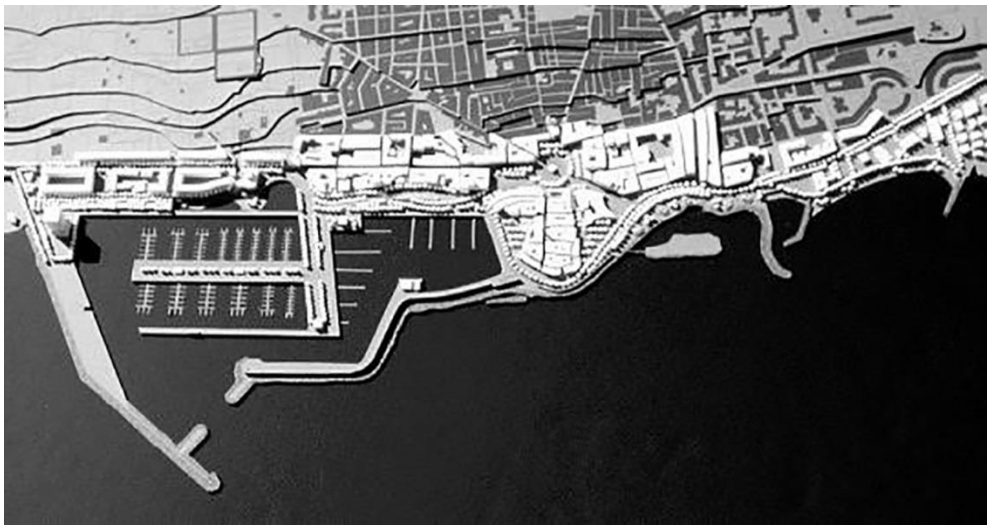


Source: Archivio di Stato di Bari

Over the last decade the territory of Mola di Bari has been interested by different types of urban transformations, mainly due to the ability of local government in mobilizing actors and local resources to attract new financial resources offered by European programs for local development. Among these, PIC-Urban II, promoted by the European Union, funded the redevelopment of the waterfront. The overall objective of PIC-Urban II is to promote "interculture" between institutions and social groups, as a factor of socio-economic regeneration of the city (Comune di Mola di Bari, 2004).

The regeneration of the waterfront of Mola di Bari (Fig. 5) is the result of a direct assignment of design task, by the municipal administration, to a designer with undeniable skills and, therefore, with unlimited trust. Afterward the assignment, a real long-term process started, including a first project proposals, which followed disputes, negotiations and a new proposal. This process involved the whole community with real participation in decision-making. Consequently, although the choice of the designer has been monocratic, the decision-making process has been really complex and conflicting, including different stages of negotiation and community information, who seemed to be really interested in the transformation of its identity places, and paying attention to the cultural heritage, consisting of many buildings and historic public places (the Angevin Castle and the central square) that create and strengthen the identity of the community. The project starts with the same assumptions of considerably larger waterfront regenerations in other European countries (like Barcelona, Hamburg, Valencia, etc.) and it aims at the development of traditional productive activities, such as fishing, and services related to the "life of the sea". The main elements of the transformation are a new and larger marina, a promenade of 17 thousand square meters, a round terrace with a rollaway railing, a floating wooden beach on an artificial islet (in order to watch the city from the sea), an amphitheater between the sea and the old Angevin Castle, a bike path of 800 meters, a tower on the sea. Obviously some conflicts arose when dealing with the historical landmarks of the city: the dialogue between "old" and "new" is made difficult by the modernity, as in the case of the replacement of the existing paving stones with concrete blocks or the neoclassical lighting elements with new modern ones.

Fig. 5 - The project for the waterfront redevelopment in Mola di Bari



Source: www.urbanfile.org

7. Brand design vs public competition: criteria for a comparison

The comparison between the two case studies is possible starting from the identification of a number of criteria for the evaluation of the process of urban regeneration (Tab. 1). The main difference between the case studies is the quality of the process that they generated: in the case of Bari, a real socio-economic redevelopment process was not activated, as citizens seems not to be aware of urban regenerations actions and, in parallel, they are not really involved in decision processes, although dealing with areas characterized by socio-economic and environmental degradation. Probably this criticalities are due to the absence of a unifying idea in a polycentric city, which includes peripheral suburbs areas, annexed only in the last century to the main city. San Girolamo is one of the above-mentioned suburbs and hence the redevelopment of its waterfront remains a stand-alone action, which fails to create a unifying idea of homogeneous city.

Tab. 1 - Criteria for a compared evaluation of urban regeneration processes

Criteria	Bari	Mola di Bari
Technical Feasibility	Complex buildings (aquarium); hydraulic Interventions on the coastline	Coherence with the nearby existing city; conflict between the new modern waterfront and the architectural heritage
Construction of urban and social identity	Regeneration just involving a specific district in as polycentric city	Unifying project: a new city identity
Interest of construction market	Neighborhood and urban facilities	High stakes; planned residential and tertiary buildings (the waterfront tower)
Opportunities for local economic development	Development of local tourism; greater receptivity; improving maritime infrastructure	Development of local tourism; greater receptivity; improving maritime infrastructure
Environmental sustainability	High impact near the coastline: alteration; Submarine Environmental Site of Community Importance (European Union)	Submarine Environmental Site of Community Importance (European Union); expansion of the harbor
Democracy	People unawareness; social conflicts only after the approval of the design proposal	Controversies, negotiation, new project proposal towards a shared vision
Selection criterion	Pluralist	Monocratic
accountability	Not yet considered	Long-term people sharing a common vision
Context consistency	Low impact in the historic site and requalification of public spaces for sociality; trying to create identity in degraded suburbs	Inclusion in the strategic plan; contrast with the preexisting urban context (modern shape of renewed public spaces)

In order to obtain the maximum benefits from the waterfront redevelopment, it should be included in a strategic vision of the city and then reconnected to other initiatives for the

redevelopment of the whole city waterfront, which includes the port areas close to the city center, the exhibition center Fiera del Levante and the south-eastern coast.
However, in the case of Mola di Bari the urban regeneration project has triggered a complex process that involves the community and, in parallel, a critical debate on the technical feasibility of redevelopment, on the preservation of heritage, on environmental sustainability of transformations, leading to a new project proposal that attempts to mitigate the impacts and that seems to move towards a long-term acceptance by the inhabitants.

8. Brand design or public competition? Guidelines and perspectives

The analysis of the case studies, although is a minimum experience related to a well-known context for the authors permit to highlight some remarks on decision-making process and on evaluation in urban regeneration projects.
The choice of a precise formula that ensures an increase in the "complex social value" through the right choice of a procedure for the assignment of design tasks does not seem to be the only necessary prescription for a process of revitalization and development of the city or one of its districts. The activation of a participatory decision process for urban strategies is more desirable, than the activation of simple projects located throughout the city. This process should reach transparent decisions and it should guarantee the participation and negotiation in order to gain a future vision shared by all the social groups involved. It should also be guided by a local government able to critically evaluate alternative design proposals and aware that social conflict is symptomatic and essential when interest and awareness are generated in the community.
Therefore, the effectiveness of a project depends on the decision making process to the extent that it develops a certain procedural rationality to be applied in the evaluation phase; However, the evaluation stops with the act of decision, but it is not always true that the evaluation itself can guarantee the effectiveness of the project. The effectiveness of a project also depends on its implementation (trivially, it could be argued that a project is effective if it is executed, that is going from decision to action). Therefore, the evaluation process supports the effectiveness of the project because it gives a proof of its procedural background. In other words, through the application of the principles of democracy the decision-making process guarantees the attribution of responsibility for the decision. However, this is not sufficient to make a project effective because it requires the allocation of economic resources (which, for example, didn't occur *a priori* in the case of the waterfront in Bari).
Public competition and direct assignment of design tasks differ in the decision-making principle (principle of valuation in the first case, responsibility principle in the second one), but their suitability depends on the context: if one is moving in a context that already has an executive/action plan and which consequently has financial resources properly allocated, the direct assignment may be more convenient since it allows, as in the case of Mola di Bari, to question and redefine the project proposal on the basis of the instances of different interest groups. However, if there is not any action plan for urban regeneration, the public competition can definitely make possible the acquisition of the best ideas available, thus ensuring a greater degree of freedom in the formulation of design proposals.
It follows that the decision process must guarantee a coordination between urban planning and urban design, as a large urban project is an action involving a transformation of the metropolitan area and it requires a structural change in planning (Bentivegna, 2011a). This coordination infers two evaluation steps of the project: the consistency and compatibility

assessment, which recall, respectively, the consistency between the project and the strategic vision of the city and the coexistence of the design architecture and of the territory in which it is located (Bentivegna, 2011b).

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