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## Chapter 1 : Closing the Gap: Territorial Cohesion through Polycentric - Nordregio - calendrierdelascience.c

*The Vienna-Bratislava-Győr Triangle: The European Model of Society in Action, Gabriele Tatzberger Unraveling Europe's Spatial Structure Through Spatial Visioning, Wil Zonneveld.*

In the Netherlands the publication of a new policy document on spatial planning is always a milestone, as the national government is such an important Journal of Housing and the Built Environment. Instead of emphasizing spatial quality as usual it concentrates on easing the restrictions on spatial development. Central government wants to take a step backwards in favour of allowing the local authorities, and in particular the provinces, to play a key role. Although the liberal approach to development control is revolutionary, most of the spatial concepts in the National Spatial Strategy are based upon traditional ideas about spatial organization. Introduction In the spring of the centre-right coalition, which came to power in the Netherlands in , published a brand new policy document on spatial planning. This document accepted by the House of Representatives of Parliament in May marks a radical departure from traditional spatial policy. The government wants to change the division of responsibilities between the three tiers of government in the country. It also wants to put far less emphasis on urban containment compared with previous governments. They present an indicative image of the spatial structure of the country. They also identify the issues for which central government thinks it is responsible. A national report therefore announces strategic as well as operational decisions for this distinction see Mastop and Faludi, This paper discusses in principle the strategic frames outlined by the National Spatial Strategy, focusing on the spatial planning concepts. Spatial concepts express, in a condensed and synthesized form, through words and images how people in this paper: For this reason national spatial concepts are not just forming the frame for operational decisions taken by national government itself. The high degree of consistency between the spatial policies of various governments throughout the years can be explained by the working of spatial concepts. A tradition of half a century of national government reports on spatial planning is in many ways decisive in this respect. This paper is mainly about the urban spatial concepts of the National Spatial Strategy. The main questions considered here are whether these concepts express a new vision on the changing spatial structure of society and whether the new strategy is doing justice to the complex spatial patterns of housing, working and leisure, patterns currently becoming highly fragmented over space. The paper begins with a short introduction to the Dutch planning system and the changes foreseen by a revision of the Spatial Planning Act. We then turn to the philosophy of governance of the current National Spatial Strategy. This is followed by the main body of the paper, discussing the urban concepts of the Strategy. The Dutch planning system: Since that time the idea has always been that planning should be conceived of, above all, as a co-ordination activity. Financing came mainly from policy sectors such as transport, housing or agriculture. The instruments of the planner were primarily communicative: The original planning act has been amended several times and is now more or less unworkable see also Wolsink, The act gives each tier of government the authority to lay down a strategic plan. This results in a complex system of interrelated plans from the national level to the regional, from the regional to the local level. These are a the national spatial planning key decisions, such as the National Spatial Strategy, which undergo public consultation and need to be approved by parliament b the provincial regional plans although this is not a requirement, statutory plans are in operation in every province and c the municipal structure plans. These plans are indicative. Although the municipal structure plan does have some judicial consequences, this is strictly limited to the municipality itself. The only legally binding plan in the Dutch system is the municipal land-use plan bestemmingsplan , but this is purely passive: To a large extent the trick of planning lies in extensive intra-governmental negotiation and consultation. The density of discourse is probably the most fundamental characteristic of spatial planning in the Netherlands Hajer and Zonneveld, Provincial plans serve as the lynchpin between national planning key decisions and local zoning plans. The provincial structural plans, like national planning key decisions, are to be replaced by structural visions which

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will be politically binding only upon the authority itself. Provincial and central government will be able to issue regulations which bind authorities at lower levels. As the new spatial visions will only have political repercussions at the level where they are produced, the burden on the coordination role of plan-making could also be lowered. At the same time there could be more scope for a societal process of plan-making in which governments seek to involve stakeholders right from the outset of vision-making processes. Besides all these potential improvements of the Dutch planning system, the Dutch Council of State, which advises the government and parliament on legislation and governance and is also the highest court in the country, has issued a stark warning about the proposed amendments to the Spatial Planning Act RvS, , p. It emphasizes that the provincial structure plan has become an important point of reference for local plan-making. As the new provincial visions will only have repercussions for the provincial authority itself, this function is likely to vanish. Only a few papers have been published in Dutch professional journals. They seem more eager to accept possibilities for a more pro-active, less regulatory role. Preceding the national spatial strategy In the spatial planning in the Netherlands was dominated by the concept of the compact city. Considered nowadays as best practice in many countries see for instance CEC, , the compact city also presents a vision of the way cities function. This perception of the way cities and urban regions internally function has been heavily criticized. In reality socio-spatial patterns have emerged in which work, recreation and dwelling are spread across space and with little stability over time. After long and protracted deliberations, a new, Fifth National Policy Document appeared in These urban networks would form integrated and self-contained housing and labour markets with excellent internal connections thanks to a well-designed system of regional public transport. The new element, which marked the Fifth Policy Document as a watershed in nearly three decades of national urban policy, was that, from now on, the entire territory of the network city would form the search area for new urban developments. So much for the novelties. The Dutch government took the view that urban networks should only develop in explicitly designated areas. So, decisions had to be taken on which cities would be included and which not. This meant that all twelve provincial authorities in the Netherlands would have to add contours to their spatial plans of which six had already done so. It has some avid supporters, especially among environmentalists and nature and landscape conservationists. The future spatial policy according to the Fifth Policy Report seemed to be doing the splits: By then, the Fifth Policy Document was about three-quarters of its way through the procedure which national spatial planning key decisions have to follow. It only awaited a parliamentary reading and a formal decision on wording and maps. The new national spatial policy was a controversial issue. The new, centre-right government, which took over in , decided to unite two planning key decision procedures, the other one being for the Second National Structure Plan for Green Areas Tweede Structuurschema Groene Ruimte. So, there was only one policy document. The amalgamation of the two documents also sent out an early signal that the new government would be less strict in separating town and country. This was in contrast to its predecessor, which had developed the contour system as the centrepiece of its spatial policy. One of the most essential elements in the new strategy is the concentration policy, which the government is passing on to the local authorities. The municipalities will do the work, but it is the provinces, above all, which will orchestrate things. Basically, what most of the criticism boils down to is that the municipalities are all too eager to build and the provinces are politically far too weak to resist the pressure from below. The distrust which many people feel towards the new philosophy of governance behind the National Spatial Strategy is exacerbated by statements in the document itself. On the one hand it is a good thing the Strategy drops contour-like restrictions on spatial development which are based upon outdated conceptions of spatial organization. It is interesting to notice that discussions in the House of Representatives of Parliament have led to an important change in the wording. This overall goal is split into subsidiary goals. By then it is crystal clear to the reader where the priorities lie. In interpreting the basic values underlying the National Spatial Strategy, however, municipal and provincial authorities, who receive the burden of new responsibilities, are left in the dark. In the face of opposition, the minister was forced to promise that developments will be monitored and a method will be devised for assessing basic quality. On the

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level of spatial concepts or principles of spatial organization, which normally are more concrete compared with the level of policy goals, the Strategy is often again anything but clear. We now turn our attention to some of the most important of such concepts. The new urban concepts 5. The urban network Concepts are underpinned by more fundamental values: One of the key principles in Dutch spatial policy is cohesion, i. In elaborating spatial cohesion, traditionally the emphasis has been put on proximity. This eventually resulted in the concept of the compact city. The principle of spatial cohesion has come under heavy pressure: Proximity as an organizing principle is substituted for connectivity, although to a different extent for distinct activities. The concept of the urban network seems to pay tribute to such development but only half-heartedly. The imagery speaks for itself: The lines represent actual infrastructural connections, but at the same time are symbolic of cohesion and complementarity. In provincial planning documents this is the dominant way of visualizing urban networks. The National Spatial Strategy partly adopts the approach of the preceding Fifth Policy Document and partly rejects it. A new vision of urban structures: This would clearly contradict the governance philosophy embraced by the Strategy. The maps bear this out. The urban network is no longer portrayed as a molecule. All that we see is a rough indication of the location and the boundaries see Figure 2. Adjusting the new vision of urban structures: However, the representation of the urban network is far more in tune with current reality compared with the images of the Fifth Policy Document that suggest clear-cut relations between cities and a hierarchy between the larger cities and their surroundings. That may well be the case here. However, we could also say that the Strategy is refreshingly honest in this respect: Accepting this was clearly one bridge too far for the makers of the Fifth Policy Document a few years earlier.

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Chapter 2 : Vincent Nadin | Delft University of Technology - [calendrierdelascience.com](http://calendrierdelascience.com)

*calendrierdelascience.com 10/13/06 pm page chapter 10 unraveling europe's spatial structure through spatial visioning wil zonneveld he making of.*

In the s, the practice of spatial or territorial planning in many parts of Europe had deserted conceptions of the strategic development of cities and regions. Instead, the emphasis was on large projects of renewal and transformation of urban landscapes, justified through arguments about the need to break out of strategic spatial organizing ideas locked into the urban plans of an earlier era Healey et al. There are many reasons for the resurgence of interest in strategic spatial planning. Articulating a strategic orientation with a spatial dimension may have direct material benefits in capturing resources from a higher government level. Strategic spatial planning efforts are demanding in terms of the institutional processes of their articulation and there has been much discussion of these processes Volume Published by Blackwell Publishing. I am grateful for helpful discussions at these events and thoughtful subsequent comments from Ole Jensen, Enrico Gualini, Wil Zonneveld and Brendan Murtagh, as well as two anonymous referees. These issues of representation are an important part of the persuasive capacity of strategic planning. They have impacts in carrying framing concepts from the arenas of policy articulation to the arenas where decisions are made about specific investments and regulatory norms and permits. It is therefore important to examine both the concepts of space and place mobilized in strategic spatial planning episodes and the institutional work they perform Fischler, ; Healey, Strategic is sometimes used to mean a higher level of administration, or a more general or abstract level of policy. But it is also used to mean an overview, or more specifically, a framework. It implies selectivity, a focus on that which really makes a difference to the fortunes of an area over time. It implies that it is possible to decide between appropriate actions now in terms of their potential impact in shaping future socio-spatial relations. This future imagination is not merely a matter of short-term political expediency, but is expected to be able to project a transgenerational temporal scale, especially in relation to infrastructure investment, environmental management and quality of life. There has been much less analysis of the nature of the concepts of place and space being deployed. Others have explored the selectivity of spatial policy articulation, but from the point of view of competing economic, environmental and social agendas Jensen and Richardson, There has been very little analysis of the nature of the spatial vocabulary being used in these episodes. In this article I examine the frames of reference, organizing concepts and metaphors used in three recent episodes of strategic spatial planning, all of which are regarded as explicitly mobilizing spatial concepts and all of which are to some degree contested. In the next section, I set up an evaluative frame with which to analyse the concepts of space and place being used in the three examples which follow. I then consider the institutional work the concepts are being used to perform, before turning to the three cases. The article thus uses the tools of interpretive policy analysis to analyse the discourses and practices of episodes of strategic spatial planning. Policy discourses of space and place In the geography and planning literature, there has been a longstanding critique of mid- twentieth century planning concepts of spatial organization Boyer, ; Dovey, ; Liggett and Perry, ; Graham and Healey, ; Graham and Marvin, Articulating the spatial vocabulary for a spatial strategy is therefore a highly political process, involving struggle and selectivity, not just between different interests and power blocs but within the terrain of the mode of analysis and representation of the spatiality of phenomena. Significant relations affecting the qualities of territories may stretch in many directions and link to many and different scales. The social relations which transect a specific piece of territory may each have a different spatial reach, just as they may have different temporalities. The qualities of places exist both as experienced materialities and as mental constructs related to the construction of individual and collective identities. As the academic articulation of these ideas has gathered momentum, the criticism of spatial planning practices as being trapped in an out-worn essentialist geography has mounted. Within this contemporary urban world. It is largely incapable of dealing with the decentred, fragmented and discontinuous

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worlds of multiple space-times, of multiple connections and disconnection, of super-imposed, cyborgian filaments, within the contemporary urban world Graham and Marvin, Episodes in strategic spatial planning in Europe in the s have therefore faced a paradigmatic shift in geographical imagination. Are the new geographical conceptions having any influence on conceptions of spatiality and place qualities? Is an old geography being rolled forward into new contexts? Or are the two geographical discourses co-evolving as both seek to make sense of the reality emerging around them? And what difference does it make which geography underpins the spatial vocabulary deployed in a strategic spatial planning episode? This raises the question of how to analyse the spatial vocabulary mobilized in a spatial planning framework and the discursive struggles which surround its articulation. Drawing on the geographical literature especially Lefebvre, ; Dematteis, ; ; Gregory, ; Massey, ; Thrift, ; Brenner, , I develop the criteria presented in Figure 1 and discussed below. In Figure 1, I contrast an essentialist and a relational approach against each criterion. The first criterion relates to the treatment of scale. The new geography emphasizes the potential multiple scales in play at any site of interaction Thrift, ; Brenner, The essentialist approach emphasizes both hierarchical organization and the organization of space into distinct areas, with clear boundaries and borders. It is primarily concerned with internal organization. Connections to areas outside are governed by transport routes with simple distance-decay characteristics. A relational approach, in contrast, focuses on the way places and sites are positioned in particular relational networks, and how near and far they are, in relational terms, from nodal points in relevant networks. Position is thus not a geographical point, but an institutional site with an angle of vision. In a relational geography, a city has potentially multiple positions, depending on the site of observation and the relational webs within which an institutional site is situated Amin and Thrift, ; Healey, In the classical model, geographical areas are divided into zones of activity and related property values, ordered so that more intense and higher value-generating activities are at the core and lower ones at the periphery. This structure is supported by integrated infrastructure systems. Nodes and borders, in this conception, are not derived from some clear model of socio-spatial organization but are continually emergent, as nodes are actively constructed by mobilization effort and boundaries established by mental maps of place qualities. The fourth criterion focuses on the treatment of the materiality of spatial relations and place qualities, their imaginary content and the ontological role of images of space and place in constructions of identity. The relational approach adopts a social-constructivist perspective which recognizes that, however real are material objects and needs, our recognition of them is always filtered by how we perceive them. In developing understandings and dreams about the future of places, this approach recognizes that the imaginative content of strategic spatial planning episodes inevitably organizes the way the materialities are thought about. A relational geography emphasizes the dynamic complexity of the relations which shape the material flows through which physical objects and patterns are brought into being, and the significance of mental constructs in shaping actions which contribute to this complexity. The future is understood as continually emergent and unknowable, but yet shaped by the interaction between imaginative work and materialization. Thus, the creation of material objects and the construction of conceptions of objects are co-generative processes. Essentialist geography and its planning manifestation treated time as linear, and development as a linear trajectory from less-developed to more-developed states. In contrast, a relational geography emphasizes that what are recognized as place qualities are shaped by multiple forces, producing multiple development pathways, with different places having different options and potentials because of the specific interplay between local histories and wider relationships. The final criterion relates to the manner of representation of the ideas of spatiality and place qualities Beauregard, This is partly a matter of the metaphoric content of the spatial vocabulary. Or it can be part of a narrative of multiple social relations with multiple space-times, sometimes flowing co-terminously but not necessarily with any integration. Consequently, a slice of, say traffic flow, may be made up not merely of different types of journeys in terms of spatial and temporal reach, but used as a route in lives with quite different times and spatialities. However, the issue of representation is not only about the symbolic structure within a narrative. It also involves consideration of the chosen form with which to express a narrative. In the

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traditional planning approach, the privileged format was the two-dimensional map or three-dimensional perspective, within which each parcel or zone was allocated a function and even a physical shape within the integrated whole Fischler, The relational approach opens up a wide possibility of expressive forms, from text, icons, pictures still and moving to musical expressions and fragrances. Thus the sights, sounds and smells of places recorded in artistic works become available as aids to understanding, mobilizing and dreaming Sandercock, They involve complex multidimensional interactions between the institutional context of a planning episode and the creative force of agency in realizing it. They result, if successful in arriving at some kind of conclusion, in new frames of reference embodied in governance practices. These frames may find expression in documents called plans, guidance documents or development strategies of some kind. Such frames are deeply shaped by the specific policy relations of their production and the purposes to which they are directed. This recognition directs attention to the institutional contexts in which concepts of place and space are mobilized and the institutional tasks these concepts are being called upon to perform. This reflected an authoritarian conception of power, the ability of a government agency to command certain actions and control their implementation. A strategy sought to achieve specific material outputs, such as better living conditions, or property market stability, and served to legitimate the investment and regulatory actions of state bodies. But power may also be exercised in a generative way Dyrberg, ; Giddens, ; Gualini, , to release potentialities and to innovate. The stabilizing force of an enduring spatial frame may suppress some tendencies for example, urban sprawl , but it may also nurture others reduce uncertainties about land and property for small firms, for example. In some contexts, efforts at strategic spatial planning may help to generate a different kind of politics, focused around struggles over different kinds of issue. Most strategic spatial planning episodes which are able to accumulate sufficient power to have significant effects combine both authoritative and generative aspects of power, often in a complex tension between stabilizing and restraining forces which re-mould the spatial relations of territories and releasing and innovating forces with the objective of transforming these relations. In the analysis which follows, I aim to draw out both the way the concepts of space and place used arise from the institutional context of their use and the mix of authoritative and generative force which the strategic spatial planning episode seeks to mobilize. Developing new vocabularies of spatiality and place in strategic spatial planning The emerging experience of strategic spatial planning in Europe since the mids provides an increasingly rich resource for the analysis of the spatial vocabulary of planning episodes. An early forerunner was the French urban region plans produced under the impetus of decentralization in The plans for Lyons and Lille are the most well-known, but these were part of a general movement in French planning at this time Motte, By the s, city regions in Germany were also reworking spatial strategies in new ways Salet et al. This influential advocacy document moves between the scale of the city region and the overall spatial organization of the European territory. The concepts developed within it have interacted with the articulation of national and regional spatial strategies in several parts of Europe Faludi, , including two of the examples discussed below. However, its final version avoids any diagrammatic expression of these ideas except in the form of iconic sketches, because of political disagreement over the content and manner of spatial representation Faludi and Waterhout, At the sub-national level, in the UK the regional devolution impetus has been linked to the production of spatial strategies for Northern Ireland and Wales, and proposals for their production in all the English regions as well as in Scotland. At the city region level, by the late s examples were appearing in many parts of Europe Albrechts et al. In this article I examine three experiences, moving from the level of a smallish country in the economic core of Western Europe to a region with a difficult geopolitical position, and to a large metropolis with a buoyant economy, the dynamism of which is slipping away from its urban core to the surrounding areas and municipalities. My sources for these cases are plan documents, interviews with some key actors, critical evaluations by local commentators and subsequent discussion with key actors and commentators. Spatial planning has a strong and well-developed tradition in the Netherlands, and spatial organizing concepts have had an important leverage on national, provincial and local policy Faludi and van der Valk, ; Hajer and Zonneveld, ; de Vries and

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Zonneveld, This focused on concentrating development in the Mainports the port of Rotterdam and Schipol Airport, Amsterdam and the Randstad ring of urban centres in the centre of the Netherlands. In this way, the promotion of economic competitiveness at a European and global scale was combined with deeply-embedded planning concepts of urban form de Vries and Zonneveld, By these policies were coming under sustained criticism see, for example, WRR, ; Hajer and Zonneveld, The growth had been accommodated, but the growth locations identified lacked the supporting investments and quality of development hoped for them. It sets out a new spatial development approach and strategy. The Fifth NPD, even in its English summary version, is extraordinarily rich in its spatial content, expressed verbally and visually. But the impact of the analysis in its translation into policy concepts has been limited by both the power of traditional Dutch planning concepts and by the weakening ability of spatial planning concepts to influence infrastructure development. I first discuss the concepts developed and then review the coexistence of a new geography discourse and an old planning one in the spatial vocabulary of the Fifth NPD text. The focus is shifted to the different space-time and transnational dimensions of the key relationships.

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## Chapter 3 : Spatial development principles for the European continent

*Unraveling Europe's Spatial Structure through Spatial Visioning: Is There a European Territorial Model of Society? Wil Zonneveld* References [if all placed at the back] Contributors Index About Lincoln Institute Library of Congress Subject Headings for this publication: Regional planning -- Europe. Land use -- Europe. Intergovernmental cooperation -- Europe.

His research focuses on strategic planning at Department of Urbanism, Chair of Spatial Planning and the regional and national level, the role of concepts and Strategy. She is experienced in the field of regional and visions in strategic planning and the interplay between metropolitan design. In her research she investigates visioning and project decision-making. This was true for the Netherlands, but also for many other countries in Western Europe that subscribed to the welfare state model. We can see how this model is now being replaced with new models of governance and with new implicit ideas and ideologies concerning the relationship between the citizen and government. In this theme we wish to discover and analyse how spatial planning and urban design has been affected by the governance and political environment from where it comes; to understand how changes in this model lead to different practices in the fields of spatial planning and urban circumstances. We treat the fields of planning and urbanism therefore both as symptomatic of broader changes in society and the way it is being governed, and as active tools that can play a role in giving shape and form to these transformations. We do this in a multidisciplinary environment in which economy, geography, history and political and social sciences have an important place. We focus on different levels of scale with a particular emphasis on the regional level. The mismatch between the territorial organisation of governance and the spatial structure of cities and urban regions is particularly felt on this level. In the Netherlands this is especially the case in the Randstad. Research To what extent can regional design serve as a catalyst for territorial transformation and what are question necessary governance conditions? The theme is led from the section spatial planning with contributions from the chairs of urban and regional planning and design as politics. Eds Soft Spaces in Europe: Re-negotiating Governance, Boundaries and Borders. This map clearly shows that many cities in North-West Europe are clustered to form polynuclear urban regions. Planning and design is adapting to this situation. Territorial Approaches for New Governance. Key research The theme group is preparing the Randstad Reader: Regional Design The three lines of research mentioned above serve as the primary guidance for the recruitment of PhD candidates. We have identified two key priority topics for PhD research. It is often used as a way of overcoming conflicting rationales and images of desired spatial development and spatial futures. We would like to develop research that focus on the performance of regional design in various institutional settings in different countries and urban regions. Research MIRT territorial agenda, policy integration and capacity building. In various regions across the agenda Netherlands so called MIRT territorial agendas have been developed serving different purposes: We are interested in the making as well as the performance of these agendas. Courses are amongst others aimed at making more explicit the political intentions and the vision of a society that planning and design projects entail. The theme also contributes to the Berlage theory seminar and the European Post-master in Urbanism. International Planning and Developing Regions This theme undertakes comparative analysis of varying forms of intervention through spatial planning and territorial management in Europe and developing regions in the world. There is an emphasis on building valid methodology for international case studies, comparison and policy transfer, and in understanding how plans and strategies can tackle urgent problems in international urban development. Her latest academic publications include Regional Development. Much of his research and studies of ICT-related and knowledge-based development teaching focuses on issues of policy and governance at European level, and studies of metropolitan related to urban and regional development. He has transformations and housing policies in cities of Latin published widely on sustainable urban development, America from a spatial planning and urban geography Europeanisation and policy transfer, spatial planning and perspective. The need for more

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effective intervention through spatial planning and broader territorial governance has never been greater, whether tackling fragmented metropolitan development in Europe or the needs of widespread informal settlement in developing regions. International cases and comparisons have an important role in providing theoretical insights of overgeneralisations and domination of western theory. International comparisons can reveal the importance of national conditions otherwise taken for granted. Many researchers need to address the methodological and ethical questions arising from international working, especially in developing regions where rapid urbanisation is especially unsustainable and unfair. We work in three broad geographical regions: The theme develops comparative methodologies and understanding of the varying cultural contexts for urban development and spatial planning. We are also extending our research in territorial governance and planning tools in the more testing conditions of developing regions including the relation in terms of democracy and the struggle for rights, social justice and participatory planning. To what degree are approaches converging or diverging? How does this affect international policy transfer and learning processes? Track record The international nature of the Urbanism research group with staff from more than 20 countries provides a strong basis for international case studies and cross-cultural comparison. The group is actively involved in academic networks connected to the topic. Key The team has a solid track record of publication and involvement as editors or board members in key publications journals including European Planning Studies, Habitat International, Journal of Planning Literature, Planning Practice and Research, and Regional Studies. Polycentric structures in Latin American metropolitan areas: Regional Studies, 48 Opening up the Compendium: European Planning Studies 21 Land Use Policy 28 4: Convergence, Divergence or Constancy of Spatial Planning? Connecting theoretical concepts with empirical evidence from Europe. Journal of Planning Literature 28 1: The Ideologies of Informality: Third World Quarterly 34

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## Chapter 4 : Territorial cohesion and the European model of society - Planum - The journal of Urbanism

*Strategic spatial planning is not about making spatial plans or formal policy documents, instruments that regulatory system foresees in, but rather about visioning, framing and providing informal governance contexts for 'communities of practice' (Healey).*

Wil Zonneveld Environment and Planning C: In many parts of Europe, but also at the level of the European Union and the much higher level of the Council of Europe, the creation of spatial visions is now underway. However, these spatial visions often lack an essential ingredient of spatial planning, namely maps. This omission may seem paradoxical, because maps are essential for communicating ideas with a spatial dimension. The vast spatial and political complexities at transnational and European levels are addressed by elementary processes of visioning and mapmaking. Because maps are social constructs, no single, optimal map will exist. Transnational visioning therefore implies the creation of multiple maps and multiple visions. Concepts, particularly when accompanied by maps, have often led to political discussions, even controversies, because they convey perceptions of an area that are not universally accepted. This is the consequence of spatial concepts being constructs or images of existing realities compare Harvey, , page Spatial planning concepts bring in another dimension, leading to considerable potential for conflicts. Such concepts present images of a desired spatial structure, so their normative content is even larger. At the cross-border and transnational levels it seems almost impossible to reach a broad consensus on spatial planning concepts, let alone maps, which in some respects constitute the pinnacle of conceptualisation. The reason why we find hardly any planning maps at these levels is simply because maps, like spatial concepts in general, leave out certain characteristics and qualities while emphasising others. Maps construct the world, they do not reproduce it, and they therefore bear considerable power. Although cartographic visualisations can help overcome language barriers Kunzmann, , for these same reasons, producing images of a large-scale territory is a highly sensitive matter, especially when different countries and planning cultures are involved Zonneveld, We have become aware of this sensitivity from efforts to arrive at spatial visions at the European or transnational level. The thorny nature of conceptualisation at this level is mirrored in the authorship of many of the documents that are produced. In the first part I discuss the nature of planning and mapmaking. In the following section I discuss the constructed nature of maps, starting from the definition that a map images either the existing or the desired spatial structure of an area. The next four sections present examples of transnational and European trajectories of visioning. In the final section the various strands are drawn together and a new approach proposed: Multiple visioning is also needed because the complex spatial reality of today cannot be approached using the current vocabulary of cartography. There is a need for a multiplicity of visual languages. Their main argument is that the spatial planning concept of the Green Heart a relatively open area within a ring of cities called the Randstad is fiction but nevertheless immune to criticism. In their persuasive paper Van Eeten and Roe assert that alternatives to this Green Heart policy are not given a fair chance. In trying to explain the hegemonic position of the Green Heart they point to the communicative power such a metaphor can have. Of course, this was precisely the reason why the Green Heart metaphor was invented in the first place Faludi and Van der Valk, ! Van Eeten and Roe conclude that planning must renounce that which has proven to be the most powerful weapon in planning discourse, namely mapping. Indeed, maps are useful and powerful precisely because they leave out some details page This conclusion is interesting: However, Van Eeten and Roe are not very clear about the maps to which they refer. When the Green Heart concept was originally proposed in the s, its visualisation was quite simple and therefore very powerful. We can see the graphic representation of this area becoming rather complex at the end of the s and early s. This was the period when the Green Heart became part of a strategy to present this area as an asset of an urban region involved in the increasing international competition between regions in Europe. To present the Green Heart as just a green belt was considered insufficient. Its endogenous and potential qualities had to be re defined. The national

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government started a planning exercise leading to an array of maps, each visualising certain characteristics of the area. Behind the scenes and the pages of the final planning document Stuurgroep Groene Hart, , the power relationships worked themselves out. The exercise was set up as a negotiation process between the representatives of central and provincial government. These in their turn stand for the interests of other stakeholders, agricultural organisations, or nature and landscape conservationists, Multiple visioning 43 for instance. The maps that were being produced reflect partial interests and different perceptions of space. Looking at the Green Heart from an agricultural perspective we can see that the various subspaces particularly suited to certain forms of agriculture stand out and are mapped! Similarly, looking at the Green Heart from a nature conservation perspective leads to a mapping of areas reflecting perceptions of their ecological values and their spatial relations. Nevertheless, we are dealing here with subdiscourses of the dominant discourse, namely to prevent the Green Heart becoming part of the built-up area of the Randstad. It would, however, be far too simple to explain the hegemonic position of this discourse as the result of a cunning exercise in mapping. It is important to look behind maps and behind the metaphors to see what mechanisms are at work. The Green Heart became politically accepted in the late s and early s, because the idea of keeping this area open concurred with the interests of the agricultural sector, which claimed that such an important agricultural region should not fall victim to haphazard urbanisation. As soon as the economic basis of the agricultural sector started to crumble in the s and s the protagonists of alternative discourses seized their opportunity. But in the meantime the idea of preserving a Green Heart in the middle of the Randstad could count on the political support of other powerful interests such as nature and landscape conservation. And, indeed, maps and other images were used in the struggle for hegemony. Does the proposal of Van Eeten and Roe make sense? But simplification, stereotyping, and hegemonic discourse could also be reached through mere verbal language. Directing the arrows at the societal groups using maps and metaphors makes far more sense. And, on top of that, is the making of spatial plans possible without making maps? Faludi , page 94 relates imaging, or figuring, to framing. A more recent example is the 44 W Zonneveld renaming of the Randstad as the Deltametropolis in order to claim global city status for this polycentric urban region Salet, , page At the transnational level, naming is often more subtle, because striking names and metaphors more often stir up controversy than act as a unifying concept. This was the case with such metaphors as Figure 1. The complexity of the policy discourse on the Green Heart is reflected in a multilayered image of its spatial structure source: Stuurgroep Groene Hart, Multiple visioning 45 the Golden Triangle or the Blue Banana, which assigned an identity of centrality to certain European regions. But it is not mapped Waterhout, ! Naming and mapmaking at levels above the nation-state are closely related to spatial positioning. Dutch and German planners designing European planning maps in the late s did so too. Their German colleagues made a similar map, but their vision was shifted several hundred kilometres eastwards, producing an entirely different image of the North West European urban fabric see figure 2, over. Before the s, planning and mapmaking exercises above the level of the nation-states were incidental and confined to the North West of Europe. This situation has changed. The guidelines seek to put countries and regions together and encourage them to cooperate. We could argue, as Gripaos and Mangles , page have done, that the Commission had hoped that superregions would become a coherent economic alternative to the nation-state see CEC, , page Clearly the Commission was opting for new patterns of governance based on cooperation and thereby boosting regionalism. The lines drawn are very different, however. Dutch planners made a similar map at about the same time, with the geographical centre located in the North Sea, suggesting a seaboard megalopolis source: Many of the changes that have taken place since the original division of Europe into trans-national study areas are the result of regions and countries positioning themselves on the European map. Nadin gives an interesting account of regions and countries positioning themselves and thereby redrawing the map on transnational superregions. It is in every sense the quintessential core region of Europe. This is an excellent example of naming, framing, spatial positioning, and, eventually, mapmaking. In the past, nobody would have dared argue that Ireland was part of the European economic core. The Irish government must have thought that, if a core

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area could cross one sea, it could cross another. Fortuitously, as Nadin explains, the negotiation of the boundaries coincided with the Irish presidency of the EU. A distinction was drawn between cartographic rationality and infographic creativity: This view is somewhat softened by the observation that cartography can also mislead, to some extent depending on the consistency of the data used as input and the methods used to transform it into a map; nevertheless, the argument remains that there are two distinct domains: In his paper on framing with images, Faludi rejects the claim that the creative leap is unique to designers. He argues that any distinction drawn between the realms of design and other realms of expertise based on this are fallacious: But there is a more fundamental issue at stake, one that has to do with objectivity claims in relation to cartography. It seems that cartography must deal with more persistent demands for objectivity than other areas. There seems to be a parallel with photography and its introduction in the 19th century, namely that photographs could show reality as it is. A photographer constantly makes decisions on focus, distance, and framing, not to mention the possibilities for manipulation in the darkroom, or on the computer. Robbins shows us how emergent technologies like remote sensing and geographic information systems are not the impartial tools we may expect them to be. Frames like this are inextricably linked to the institutions in which the interpreters operate, their practices and interests. In the case of forest policies in India, Robbins explains how state authorities used their power to produce outcomes that were detrimental to local farmers. By fixing certain interpretations of the environment, certain forms of management are forced, 48 W Zonneveld ultimately leading to a process called reverse adaptation: As a counterstrategy Robbins advocates the creation of competing maps to break through the hegemonic practices of state institutions page An example like this shows that all claims to objectivity are flawed. Surprisingly, some scientific disciplines have protected themselves from these insights. Postwar cartographers might have assumed a stance similar to that taken by the members of the Wiener Kreis during the interwar period these positivists wanted to turn away from the metaphysical and theological thinking of their day, advocating instead neutral, objective systems of concepts and theories. Postwar cartographers, perhaps reacting to the horrors of geographical mapmaking, have emphasised that mapmaking should be based on concrete and reliable facts. But maps, as Wood points out, construct and do not reproduce the world. Harvey can also be said to be highly critical of correspondence theory. This permeates through the content and representations of geographical knowledge.

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### Chapter 5 : Territorial cohesion and the European model of society (Book, ) [calendrierdelascience.com]

*Fundamental ideas about Europe and its distinct "model of society" lie behind the concept of territorial cohesion, which can be understood as a goal of spatial equity that tends to favor development-in-place over selective migration to locations of greater opportunity.*

QU Lei is experienced in research topics related to urban regeneration and liveability in the context of migration and economic transition. In the past 5 years, she has been supervising graduation projects on, but not limited to, revitalisation of deprived neighbourhoods such as urban villages, historical inner-city areas or post-war districts, where housing and public space could be used as tools to cultivate new economies and improve liveability for all. Morphological study on the neighbourhood scale, city-regional level analysis on socio-economic and spatial transformation processes, policy study on the current development modes and institutional design that could facilitate new ways of planning, are essential methods for such research projects. Students Lei has supervised: How can the old residential courts from the 1950s to 1980s in Guangzhou respond to diversified demands in urban renewal? His expertise is in the analysis of planning instruments and the implications for the urban environment. His current research focuses on the impacts of planning codes in urban environments in the Brazilian city, addressing the connections between urban form, planning codes and patterns of segregation. He is interested in social-spatial patterns of segregation and encounter in urban environments, and also in how to analyse the formal and informal processes of urbanisation. He is also involved in exploring the emergence of anti-urban form in building typology. Luiz has earlier onward been a second mentor of graduation projects and can therefore be a first mentor in Planning Complex Cities graduations. He has a background in political science and regional studies, while his research interests range from urban and regional development policies, multi-level and regional governance, stakeholder participation, to urban climate change adaptation and energy transition. His current research focuses on two themes: Students Marcin has supervised: A Research on Chinese Eco-City. An architect by training, her expertise is in contemporary New Towns planned cities in Asia and Africa. A History and Manual is forthcoming. Her current research focuses on the development and application of adaptive planning principles for future New Towns in Africa. She is interested in questions related to postcolonial urbanization processes and the exploration of alternative methods that reflect the complexity of urban development in low-resource settings. Students Rachel has supervised: Young professional friendly liveable neighbourhood Roberto Rocco Dr. Roberto has worked as a researcher at the University of Hertfordshire UK on a project investigating the relationship between design practice and academic research. His research interests include multi-level governance issues in regional planning and the emergence of complex networked city-regions, sustainability and spatial justice. A special focus lies on studies of metropolitan and regional governance of energy and water resources and the sustainability of these governance structures. Roberto is interested in concepts of spatial justice and the right to the city as crucial concepts that allow for a broader definition of planning tasks and for the emergence of new roles for planners in networked governance structures. He is responsible for courses on research methodology and planning and design studios and has published several articles on the subjects enumerated above. More information can be found here. Students Roberto has supervised:

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## Chapter 6 : Strategic Planning - Patsy Healey - [PDF Document]

*1 Introduction(1) When unravelling the spatial structure of Europe for the purpose of spatial planning, with all its analytic and political complexity, one can look back on about half a century.*

This gives the concept of multi-level governance, originally developed in the EU context, more general relevance. It also relates to poststructuralist views of spatiality and territorialisation as seen from a relational perspective putting emphasis on fluidity, reflexivity, connectivity, multiplicity and polyvocality as documented by Davoudi and Strange. This comes down to rethinking the role of strategic, as against statutory spatial planning, drawing on examples from EU where it goes under the flag of territorial cohesion policy and from various member states. So the paper comes in three parts: The conclusions give directions for future research. Introduction The implosion of the territorial order of modern government requires us fundamentally to rethink the basis of effective political intervention, and hence of policy making. However, more often than not, borders sit uneasily with spatial structures, processes and the way in which we use territories. This may be nothing new, but globalisation and the rise of the network societies make this problem appear particularly acute. However, as Hajer Are we talking about the demise of the nation-state? In common with various other commentators e. Swyngedouw, Brenner, Hajer, we suggest not. Policy interventions are still dependent on the institutions of the nation-state, and these form the main reference for governance-beyond-the-state arrangements Swyngedouw. However, both the effectiveness and the legitimacy of nation-state institutions are seriously constrained. Social processes can no longer be characterised or easily be demarcated in geographical terms, let alone in borders. Many processes find their origin in local as well as global trends and everything in between and can hardly be dealt with at one particular geographical scale. The idea of the nation-state having complete control over its territory may have to be consigned to history. The rescaling of governance has been a common response to these socio-economic, cultural and geographical developments. Rescaling takes various directions: A range of formal and informal arrangements exists to adjust to the larger scales at which socio-economic developments take place and are framed. At the urban-regional scale typical answers are municipal amalgamations and the creation of formal and informal platforms where municipalities meet and decide on a number of issues. Similarly, governance arrangements are being created, both with and without EU help, along national borders and at transnational level. Hooghe and Marks for example distinguish between two basic types or models of governance, which they label as Type I and Type II. The former consists of non-intersecting general-purpose territorial jurisdictions arranged in a hierarchical way as in federal systems, while the latter views governance as a complex, fluid, patchwork of innumerable, overlapping jurisdictions. Type I governance is designed around human usually territorial community while Type II is centred around particular tasks or policy problems. Under the Type II model, jurisdictional borders do not determine the development of governance arrangements; the material object at stake does. This material object can vary widely in terms of geographical scale. Type I multi level governance is strongly related to territorial borders and jurisdictions nested in hierarchical fashion but, as many observers once again argue e. Reality veers towards Type II multi-level governance. The nature and scale of governance have important consequences for spatial planning. Spatial planning took shape within the boundaries of the modern nation-state characterised by territorial synchrony i. Most planning systems, therefore, are based on the concept of territory as a neatly ordered space within definite boundaries. Each scale has its own appropriate instruments such as land-use plans, strategic spatial plans and general guidelines. Indeed, the territorial synchrony of our states seems at odds with these observations and the immediate consequences may be serious: In general, the shifts and changes in spatial planning can be understood as attempts to gain or regain control and effectiveness. Whilst the geographical ordering of administration has its advantages and will remain necessary in order to provide, amongst others, for legal certainty to citizens as regards land use, forms of territorial governance that are organised around fixed scales gradually lose their steering capacity. These are the spaces where various

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activities converge, but which do not correspond with administrative units. Currently, soft spaces and fuzzy boundaries are mostly being dealt with in pragmatic ways. The question for the future is how to deal with them in a more fundamental way. This paper aims to present a broad framework for research into the issue of how spatial planning can adapt to the geographies and governance trends of our times. Before we proceed a short note should be made on the terminology used. The statutory land-use plan has lost its exclusive role. This relates to the rise to prominence of spatial planning in the UK. In the process, misunderstanding is ripe. Thus, spatial planning comes from the German Raumplanung and the Dutch ruimtelijke planning, but in both contexts it is associated with the preparation of statutory plans, so much so that planners there now prefer the term spatial development instead. While definitions of what constitutes spatial planning are diverse the paper as such does not stand on its own and makes part of a sequence of past and future initiatives. For the coming years we hope to be able to proceed on this road and to join forces with other members of the international academic planning community. The current paper forms another building block in this process. As will become clear our interests in the meantime have also shifted towards lower administrative levels, and now concern the broad topic of strategic spatial planning in general. The three broadly defined themes that will be discussed next concern: Such perceptions often form the foundations for planning policies and instruments. Although the array of spatial concepts and their content differ from place to place and from country to country,<sup>2</sup> the vast majority of spatial concepts rest on some idea of spatial order. For example, perceptions of the spatial structure of urban regions can often be traced back to analytical concepts such as the functional urban region (FUR) or travel-to-work areas (TTWA), which assume a leading urban centre and some sort of clearly defined surrounding catchment area, where the FUR or TTWA ends and some other spatial entity takes over so to speak. The reality is more complex than this: Surface-related interpretations of socio-economic and cultural dynamics are increasingly being challenged by contemporary thinking about geographical and spatial-economic processes. The consequences for planning seem profound. Because of the growing importance of networks and the ever increasing geographical reach of these networks due to technological progress (Castells; Brenner), the production of space and place is increasingly understood as a result of a complex interplay of multiple socio-economic processes taking place at multiple and overlapping scales. A place thus can have different meanings and uses for different stakeholders and at different spatial scales. Some years ago Healey explored whether spatial planning is taking on board some of the new, relational concepts proposed by for instance geography and spatial-economics as an alternative to classic concepts. One of her conclusions was that to a great extent planning seems to cling to traditional concepts of spatial organisation. The reasons which may explain this are not discussed here. In this section we confine ourselves to briefly exploring some key developments and the challenges facing spatial planning. The first challenge is the changing relationship between urban and rural areas, the various notions of this and, at a more fundamental level, the meaning of underlying concepts such as urbanity and rurality. The main cause is a combination of developments which can differ from country to country like: Policies and instruments are becoming increasingly difficult to define as these notions are becoming increasingly borderless, hence the emergence of soft spaces, fuzzy boundaries. Aspects that explain the variety of spatial concepts in Europe include territorial diversity, planning history, planning culture and the institutional position of a planning system within the wider system of governance including the ruling social model. This calls into question the validity of a range of policy concepts like for example urban containment, green belts and growth centres. The second challenge for planning concerns urban form as such and is related to the changing structure and shape of cities and urban regions. A key development here is the development of polycentric city regions. Many concepts and ideas have been put forward to explain the changing city form. For example, the concept of the urban field, used three decades ago, was an early attempt to grasp the emergent multi-centred, patchwork pattern of supralocal urbanisation (Brenner). Since then we have seen a range of spatial definitions of the urban form. Many of them are inspired by the morphology and structure of urbanised regions. Exopolis, according to Soja, p. In Europe the multi-interpretable concept of polycentricity (Davoudi; Meijers; Lambregts) is increasingly used to

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articulate new and desired forms of urban centrality. The third issue we would like to identify goes beyond the structure and morphology of cities and urban region, namely their position in a wider spatial-temporal context. This concerns the power and importance of networks, from local to global scale. The combination of global networking and the decreasing importance of national borders, thanks to international trade agreements, leads to further independence of geo-economic power of cities and a disarticulation from the state system Scott ; Taylor It is now widely acknowledged that contemporary cities are embedded in transnational flows of capital, commodities and labour or power. According to Friedmann A mere two- dimensional spatial concept or vision will not be sufficient although such concepts will remain necessary in relation to regulatory planning to demarcate, for example, green belts, open areas, building zones and so forth. At least such concepts and visions should reflect the multiple scalar 6 and space-temporal characteristics and meanings of the places they address. But can this be done? As indicated, recent case studies Healey ; Davoudi and Strange show that planners experience great difficulty with imagining space and place in relational ways and that the sheer complexity outgrows them. One reason for this is the lack of suitable data describing the characteristics of a place and the intricate ways of how it is linked to its wider surroundings. Therefore, contemporary planning practices may actually take us in the other direction by concentrating on a limited number of place characteristics but in deliberate and explicit ways so that no false expectations are created. However, now that, as a result of the changing nation-state, the spatial dynamics become more difficult to control, this traditional position of planning is increasingly becoming questioned. Both from the public and the private domain the governance capacity of planning is influenced. The rescaling of governance and the change of scope and significance of other policies, not in the least European policies, requires planning to adopt bottom-up approaches. Likewise, private stakeholders and investors are becoming of increasing importance as financiers, designers and implementers of planning objectives. Meanwhile, citizens and interest groups increasingly challenge the legitimacy of planning interventions. Important in this process of change is the loss of territorial synchrony and the fragmented pattern of governance in which it results. Diverse institutional configurations and multiple overlapping institutional levels of governance are becoming increasingly apparent across Europe. According to authors such as Swyngedouw Moreover, these shifts also have important implications for spatial planning and add a further layer of complexity for planning policy and practice. Redefining the role of the nation-state. The establishment and gradual expansion of the EU has limited the role of national borders and transferred decision-making powers. In addition, states are challenged from inside, by groups with strong ethnic or regional identities demanding separatism or at least self-government. Strengthening lower levels of self-government.

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## Chapter 7 : Urbanism research programme summary by Urbanism TUDelft - Issuu

*Environment and Planning C: Government and Policy*, volume 23, pages 41 ^ 62 DOI/c37m Multiple visioning: new ways of constructing transnational spatial visions Wil Zonneveld OTB Research Institute for Housing, Urban and Mobility Studies, Delft University of Technology, PO Box , GA Delft, The Netherlands; e-mail: calendrierdelascience.comeld@calendrierdelascience.com Received 1 July ; in revised form 15 May Abstract.

Comment Oct 11, - A discussion of the polycentric development policies of France, Whether the strategy successfully evolves to this stage remains however. Its content remains however rather unclear. This paper contributes to the discussion on the meaning of polycentricity by looking at national polycentric development policies. These policies can be distinguished according to two types of disparities, or gaps, which they try to bridge. The first concerns the gap between different levels of the national urban hierarchy, the most common being the gap between a primate capital city and the next category of cities. The second gap is the one between cities located in regions with diverging rates of socio-economic development. On the basis of a conceptual and quantitative discussion of these gaps a basic definition is presented of what polycentric development policies are about: A discussion of the polycentric development policies of France, Poland and Germany illustrates our findings. The article concludes that for the period "the new EU budget period" a clear synergy is needed between EU and national policies and that without such synergy policies cannot be effective. Contact details of the authors: Thus far, the academic and policy debates have focussed mainly on the spatial scales of Europe, urban regions and cities and not so much on the national scale, which is the focus of this paper. Finally, on the local scale, the development of the many centres next to the traditional downtown centre within an agglomeration has been widely documented and it is now generally acknowledged that all post-industrial cities have become polycentric see for instance Hall, ; Anas et al. The objective of this paper is to shed light on the interpretation of polycentric development at the national scale as this scale has, thus far at least, received only limited attention. There are several reasons to focus on this scale. In the first place, in a majority of the present European Union Member States the pursuit of polycentric development is seen as a major objective in spatial or spatial-economic policy Nordregio et al. Seventeen countries list it as a major policy aim at the national scale while in a couple of others polycentric development is a subsidiary aim. Thus far however, little comparative research has been undertaken on these policies. In the second place, as the concepts of territorial cohesion and polycentric development still need to crystallize out on the European scale, this conceptual debate could well be informed by national approaches to similar issues of unbalanced development, competitiveness and cohesion. Regarding the European spatial discourse, the French tradition is a case in point Faludi, As such then a European territorial cohesion policy will undoubtedly be influenced by national approaches to cohesion and polycentric development. This influence is moreover likely to be strong as formal competencies for territorial development are embedded at the member states rather than the European level. Learning more about national approaches to polycentric development may thus be valuable as an input to the current European debate. On the local and regional scales, the polycentricity concept could be considered mainly as an analytical tool, whereas on the national and European scales it is used as the expression of a normative agenda Davoudi, The main interest in the debate on the lower scales is on the spatial-functional structure of cities. On the regional scale, polycentricity is also associated with competitiveness issues, while polycentricity on the European scale is predominantly discussed in the context of EU Structural Funds mainly in terms of regions and countries lagging behind and thus as a means of achieving cohesion. It should be noted though that EU Structural Funds policy under the influence of the revived Lisbon Agenda pays increasing attention to competitiveness issues. Not surprisingly, on the intermediate national scale, polycentric development often concerns achieving both competitiveness and cohesion. Given the emphasis on cohesion at the European scale and the relevance of the national scale in designing European policies, we will focus on national polycentric development policies aiming at cohesion.

Moreover, we will link both analytical features of polycentricity in the national urban system with normative features of national polycentric development policies. The aim of this paper is threefold: The paper will be structured along these three axes. Starting with a presentation of the research methods, section 2 presents our exploration of the nature and objectives of polycentric development policies in various European countries. Though in many European countries polycentric development is given a country-specific interpretation we focus our attention on finding the commonalities between them in order to induce general patterns in national polycentric development policies. This allows for a conceptual clarification, resulting in among other things a definition of polycentric development policies. Section 3 presents our data on the extent of polycentricity in respect of national urban systems and links these with the presence, and nature, of polycentric development policies. In section 4 we present the polycentric development policies of France, Poland and Germany. These countries represent very well the variety in polycentric development policies, as described in section 2. Finally, in our concluding section 5, we address the potential synergies and conflicts between the European and national approaches to polycentric development. This section begins by laying out the policy context at the European scale. We then relate this context to our findings in the previous sections on the national scale. The diversity of national policies in Europe aiming at polycentricity Research design Information on spatial trends and territorial policies within the EU territory was until recently rather limited. Largely based on the contents of the ESPD, the ESPON programme gathers information through research projects on spatial trends and spatial policies, including the national scale, for the European territory covering 29 European countries. The basis for this inventory was a questionnaire that was sent to key persons in the 29 countries as well as a study of relevant material such as policy documents and literature reflecting on these policies and actual spatial tendencies in these countries. Leaving this definition largely open allowed us to gain an understanding of how planning experts across all European countries comprehend and interpret the concept of polycentric development. Based on our findings, we will construct a general definition informed by these various interpretations below. The focus in this paper is on cohesion-oriented polycentric development policies. Diminishing urban disparities to enhance cohesion is central to 14 European countries. Closing the Gap Although the 14 countries pursuing a more cohesive national urban system have the same overall objective of diminishing urban disparities to achieve cohesion in common, they have different rationales for doing so. These rationales include political norms referring to principles of economic and social cohesion and solidarity, the desire to counterbalance a situation of perceived over-concentration in one place and the under-utilization of resources and potential in others, or the prevention of a rural exodus. There is, therefore, a large variety in the types of urban disparities and cities on which the policy focuses. Our inventory shows that it is useful to distinguish cohesion-related polycentric development policies by the type of disparity, or gap, they try to bridge: Gaps between different categories of cities caused by a limited representation of cities of a certain level of the urban hierarchy. The gap between cities located in regions with diverging rates of socio-economic development. It appears that policy strategies increasingly address zonal differences, thus, between regions, through a nodal approach, focusing on the main cities in lagging regions. Obviously, a spillover effect from these cities to other parts of the region is envisaged. Both gaps do not exclude one another as countries can address both. Table 1 lists the 14 countries aiming at territorial cohesion, stating the gap in the national urban system they are trying to bridge and indicating whether this relates to gap type A or type B, as described above, or a combination of both the first named gap getting the most emphasis. Our labelling is based on what can be found in the text of key policy documents and information provided in response to the questionnaire see Zonneveld et al. It needs to be emphasised that the objective of this paper is not to explain the emergence of these kinds of gaps in the urban system, but rather the policy responses to them. The gap between the top-level cities and the next category of cities in the urban hierarchy is the one most addressed by polycentric development policies. Generally, top level cities include only the capital city, or, in some countries the two largest cities, as for instance in Greece and Portugal. The countries that address the gap between the top level and the next category of cities in the national urban hierarchy include: However, the gap between the capital

and the next category of cities in some countries referred to as medium-sized cities is not the only gap focused on. In Greece, the category of rural centres is also under-represented according to policy-makers. Therefore, polycentric development policies may also focus on the gap caused by a limited representation of medium-sized or rural centres. Gaps between cities that follow from their location in lagging regions are addressed by policies in Germany, Ireland, Italy, Norway, Poland and Slovenia. In these countries, regional disparities prevail for which polycentric development, often amongst other forms of regional policy, is also considered essential. Although regional policy as such does not exclude the possibility of focusing concrete policy instruments on urban centres, it is not its prime characteristic. Regional policy, as the term already suggests, follows a zonal approach: In contrast, the polycentricity concept follows a nodal approach: Of course, the idea is that this will benefit the entire region. Type of gaps addressed in national urban systems and privileged groups of cities. The bottom of the hierarchy is also considered Thessalonica as too weak: Gap between Ljubljana centres, jana and other cities. In the European Spatial Development Perspective, the source of most recent policy documents when it comes to the concept of polycentricity, no clear definition of polycentric development is presented. Picturing polycentricity We can deepen our understanding of polycentric development policies by picturing their envisaged impact on the national urban system. The log linear rank-size distribution can be represented as a straight regression line with a given slope. It can be hypothesised that a relatively flat line represents a relatively polycentric national urban system, whereas a very steep line represents a more monocentric national urban system Nordregio et al. This means that the log linear rank-size distribution can be considered an indicator of the degree of polycentricity of the urban system. Thus, polycentric development implies that the regression line of the rank-size distribution becomes less steep. Given that polycentric development policies aiming for cohesion are widespread, it is obvious that relatively flat regression lines are the most appealing for politicians. However, in the policy domain no exact references are made to rank-size distributions. Instead we find concepts like the ones listed in table 1 third column. We can graphically display the envisaged impact of polycentric development policies aiming for a more cohesive national urban system as an attempt to achieve a flatter regression line in respect of the log-linear rank-size distribution between now  $t_0$  and some time in the future  $t_1$ . To foster such a development, two general policy options can, in theory, be pursued Figure 1: A polycentric development of the urban system. Even though countries address the gap between a capital city and the next group of cities, for reasons of international competitiveness they cannot allow their main asset to lose significance. Even though there is a polycentric development policy in place a leading city or category of cities is often also supported by other coexisting policies. The second option, to disperse growth, was more popular in the past and quite a common characteristic of traditional regional policy carried out in the context of general welfare state policies. For instance the dispersal of national government institutions to peripheral regions was very common. Polycentricity and the basic characteristics of national urban systems In the previous section we discussed the complicated notion of polycentric development policies on a more conceptual level. In this section we provide a more quantitative, spatial analysis. Doing so shows that there is a strong link between those countries striving for a more cohesive urban system and some features of their urban systems. This holds true in particular for those countries wanting to close the gap between different categories of cities. As this most often refers to the gap between a toplevel city and the next group of cities, it is not surprising to find that these countries are the ones characterised by a comparatively high primacy rate, a figure expressing the dominance of the largest city in a country over the urban system. In fact, 9 out of the 10 countries that have the highest primacy rates measured in terms of Gross Domestic Product GDP for Europe pursue a more polycentric development, the exception being Austria Table 2. Apparently, having a dominant top-level city is not considered a favourable situation. Most countries use some definition of FUAs, referring to them as functional urban regions, travel-to-work areas, commuting areas, daily urban systems, city-regions etc.

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### Chapter 8 : Reinventing spatial planning in a borderless Europe: emergent themes | Wil Zonneveld - calen

*Get this from a library! Territorial cohesion and the European model of society. [Andreas Faludi;] -- In this second book in a series on European spatial planning, the authors examine territorial cohesion as a successor concept to the European Spatial Development Perspective.*

At this website there is a summary of the history and background of both proposals. Both proposals are summarised by theme, and for each theme innovative principles are proposed. Written , some later revisions. The last was in Tampere in October It can only supplement or reinforce national policies. Nevertheless, a meeting in Leipzig in established general principles for spatial development. A final version was approved at Potsdam in May It states guidelines for the spatial planning of the entire continent of Europe - the first official document to ever do this. Some other inter-governmental spatial planing declarations are included for the Benelux, the Baltic Sea, the Danubian region. Like the EU, the Council of Europe has no formal planning powers, and the CEMAT is a conference of ministers from nation states, which all have national plans of some kind. It has two sections: Only a complete alternative - in terms of structure, personnel, ethics, principles, and proposals - can make any difference. Anything less, would mean acceptance of the conservative philosophy of both documents. Such an innovative alternative is presented for each section below - without regard to its feasibility in the current social, political and geopolitical structures. However, a lot can be said already, in a very simple way. The ESDP and the Hannover document, and much related EU policy, would be greatly improved if these seven simple principles were adopted: Neither document can be understood without considering the closed and elitist process in producing them. Both documents have a clear anti-immigrant undertone. The process was closed, accessible only to an elite, and therefore selective. Given the general background of planning education, those involved over-represent male non-migrants, from middle to high social class, in each member state. Because of this, the process over-represents those who are satisfied with the existing social and spatial order. Inherently this tends to produce a conservative document - even aside from the institutional prejudices of the EU. The formal rejection of alternative scenarios is one aspect of this - no alternative scenarios were ever evaluated. The ESDP relies on academic or expert status to legitimise its limited view. The CEMAT itself is a committee of ministers, and political preferences entered the process more directly. No draft version was ever published. In the case of EU member states, the same officials were almost certainly involved in the preparation of both documents. However, the politicians at ministerial level are accessible, if not to individuals, at least to lobbyists. In short, they are extremely narrow-minded people, who react with horror to anything which is outside their own limited experience. It is no surprise, that such a group is unable to consider a range of alternative scenarios. These examples of excluded scenarios are not exhaustive For instance, spatial justice is not listed as a goal, nor is its relationship to other goals considered. Such omissions often say more about the underlying values, than the explicitly stated policy aims. The core values of both documents are not necessarily those explicitly stated. It includes three clusters of ESDP policy guidelines Enhancing regional identity and diversity, as a powerful element for social cohesion and regional development Promoting balanced socio-economic development of the regions and reducing the propensity for long-distance migration. Promoting qualitative spatial development Taken together, this implies both a strategy of inter-regional competition to attract inward investment, and a traditionalist heritage culture, in each of these regions. The anti-migration attitude was already evident in the ESDP. Unfortunately it does no more than restate a number of unoriginal planning cliches. Europe is to have more parks, more roads, more heritage and more Internet. The list of objectives Promoting development impulses generated by urban functions and better urban-rural relationships Creating better balanced conditions of accessibility In effect the strategy is: Similarly, the ESDP goal of parity of access to infrastructure fails to define which infrastructure. Strengthening of several larger zones of global economic integration in the EU, equipped with high-quality, global functions and services, including the peripheral areas, through transnational spatial development

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strategies. Promoting integrated spatial development strategies for city clusters in individual Member States, within the framework of transnational and cross-border co-operation, including corresponding rural areas and their small cities and towns. Strengthening co-operation on particular topics in the field of spatial development through cross-border and transnational networks. Promoting co-operation at regional, cross-border and transnational level; with towns and cities in the countries of Northern, Central and Eastern Europe and the Mediterranean region; strengthening North-South links in Central and Eastern Europe and West-East links in Northern Europe. The ESDP makes a distinction between the metropolitan regions in the core, which it defines in section 3. The ESDP advocates several new pseudo-cores. The concept of polycentric development has to be pursued, to ensure regionally several dynamic zones of global economic integration, well distributed throughout the EU territory and comprising a network of internationally accessible metropolitan regions and their linked hinterland CEMAT. The CEMAT also speaks of polycentric urban development. The present inequalities of development give Europe a core-and-periphery structure. The list of maps at the end of the draft document included a proposed map of the gateway cities and main intercontinental hubs. In effect, the list of gateway cities is a list of cities with a future - not being on the list, implies second-class status. Evidently that was too painful a decision: Urban residential densities in Europe are far too low: Experiments should be started with raising this density by a factor ten in some cases: Some new cities should be constructed, as a goal in itself. These projects should be exempt from veto by democratic processes: Cities are for change, not for people. It is explicitly declared to be non-binding. Part A, Section 4. For the EU they are politically acceptable: However the result would be a traditionalist-liberal Europe. Innovative principles on nation states. Nation states should be abolished. The nation state is not a legitimate form of state, and no single nation state is a legitimate state. The member states of the EU and the Council of Europe are therefore not legitimate states: This replacement is a spatial planning issue in itself. There should be no substitution of existing nation states by similar entities, at either a smaller or larger scale. No spatial policy should enforce any national, regional or local community. It does acknowledge the demographic reality, that net immigration is now the source of EU population growth Part B, section 1. It wants to keep the agricultural population in rural areas, and avoid "undesirable massive long-distance migration". In promoting balanced socio-economic development, spatial planning has an important part to play to counteract the propensity for long-distance migration. Significant long-distance population movements have destabilising influence in the field of social structure and cohesion, both for the area they are leaving and for the region or country into which they are moving. It is necessary to Anti-immigration parties in western Europe, and traditionalist parties in eastern Europe, could indeed combine to oppose out-migration from eastern Europe. However, the strategy of small-scale rural development proposed by the CEMAT, will probably not influence migration flows anyway. In most rural areas in Europe, an absolute decline in rural population is already the norm. Innovative principles on migration. Long-distance migration in Europe is not wrong: Out-migration from rural areas should generally be assisted, in areas with majority rural population. If long-distance population movements have a "destabilising influence" on conservative rural areas, then that is a reason to support them. Priority for migrants in employment should be used to encourage migration. The reality of extreme long-term population decline should be recognised. Long-term trends indicate a future, in which the entire European continent has less people than Pakistan or Nigeria. Liberal philosophy is pro-emergent and anti-utopian. The free market is such a liberal structure. For market liberals, the world should be the product of market forces: Political liberalism applies a similar restriction to any world which is not the result of the free exchange of opinion. Cold War liberal philosophers saw planning, utopia, and totalitarianism as equivalent. This liberal anti-utopianism is also present in both documents. More specifically, both are characterised by a passive acceptance of the spatial effects of the free market. They both repeatedly claim that Europe must be run on neoliberal principles, such as competitiveness in a neoliberal global economy. Both promote support for business and the entrepreneur. For instance the policy aims on rural areas, section 3. The region is therefore, the appropriate level for action. This language underlies that the ESDP view of society is essentially a free

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market: It specifies the primary direction of its trade: It calls for "new exchange corridors" in Russia, the countries bordering the Black Sea, and Greece this apparently means the Transcaspian pipelines, which analysts consider of great geostrategic importance. Innovative anti-liberalism Contra-emergent and neo-utopian principles oppose the philosophical foundations of liberalism.

### Chapter 9 : Wednesday Lecture Series : FAU School of Urban & Regional Planning

*After Vink had been appointed chairman in , the organization changed its course. Its main mission became about organizing public debate on the spatial structure of Europe, North-Western Europe in particular.*