

# ABSTRACTS



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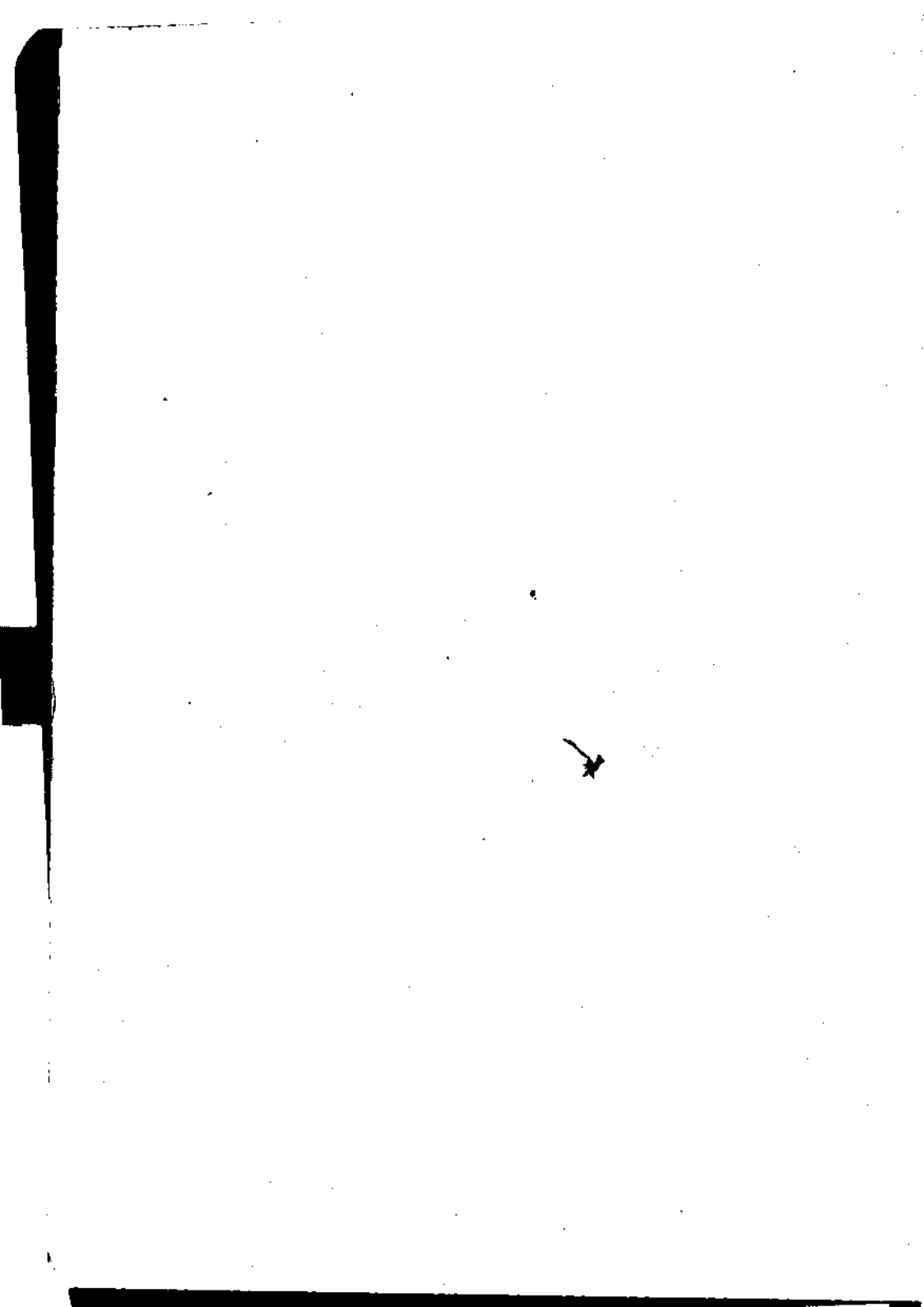
PLANNING, PROFESSIONALS AND PUBLIC EXPECTATIONS



EUROPEAN COMMUNITY  
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# BOOK OF ABSTRACTS



# FOREWORD

This Book of Abstracts is intended to be the accompanying volume of the Congress Programme to help organising your time and participation in the conference.

All the abstracts sent to us for the Thematic Parallel Sessions have been included. They correspond to the titles of the papers listed in the Congress Programme. A few abstracts are, however, not included. They mainly refer to a few of the invited speakers who did not submit abstracts.

The abstracts are organised by topics in the Parallel Sessions and by alphabetic order within each topic. A table with the structure of the sessions is included to give you an overview of the whole Congress. Following the initial programme a few adjustments have been made in order to give a better correspondence between the contents of the papers and the titles of the sessions.

The final list of Thematic Sessions is the following:

- The Future of National Planning Systems
- The State, Contemporary Society and the Design of Planning Systems
- Planning Education, Professional Institutions and the Internationalisation of Planning
- The Challenge of the Social Legitimation of Planning
- Consensus Building in Planning Practice
- Professional Accountability and the Effectiveness of Planning Systems
- Planning and the Environment
- Local and Regional Planning
- Information Technology and Contemporary Planning
- Housing and Social Exclusion - Fannie Mae session
- Urban and Metropolitan Policies
- Urban Design
- Transport and Infrastructure Planning
- Planning Theory
- Planning for Tourism and Recreation

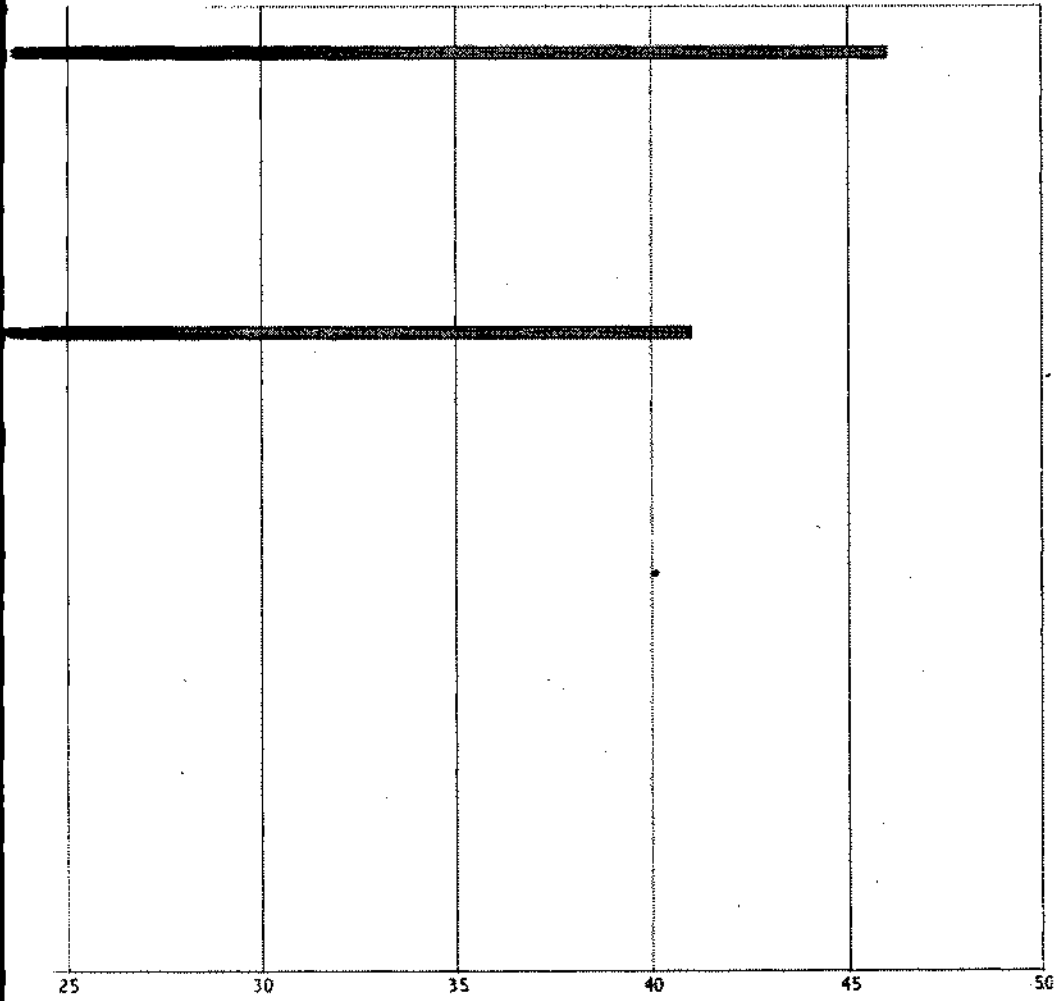
The Organising Committee  
29 June 1998



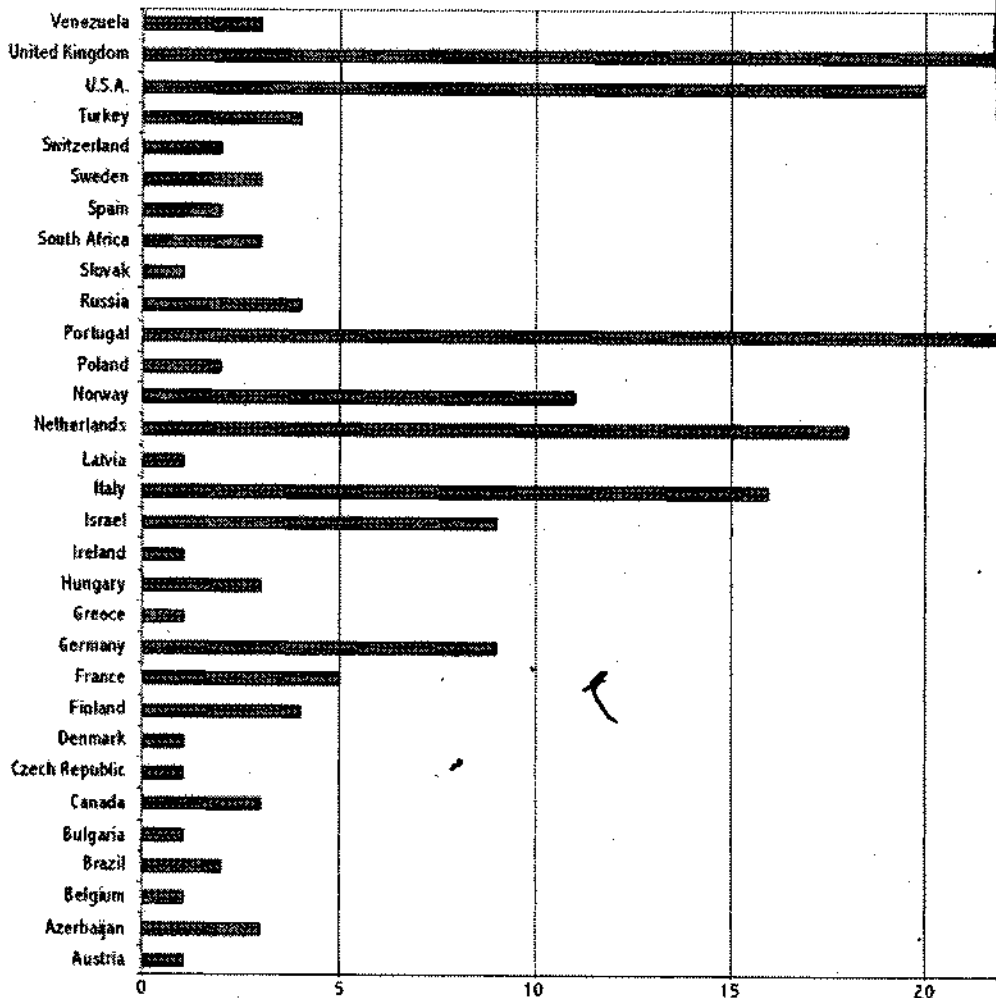
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- Origin of Abstracts
- Structure of Thematic Parallel Sessions
- List of Abstracts
- Index





# ORIGIN OF ABSTRACTS



■ Number of Abstracts Received



6	7	8	9	10	11	omit	Day
Professional Accountability and the Effectiveness of Planning Systems	Planning and the Environment	Local and Regional Planning	Housing and Social Exclusion - Fannie Mae session	Urban and Metropolitan Policies	Transport and Infrastructure Planning	11:30 - 13:00	Thursday 23
Professional Accountability and the Effectiveness of Planning Systems	Planning and the Environment	Local and Regional Planning	Housing and Social Exclusion - Fannie Mae session	Urban and Metropolitan Policies	Transport and Infrastructure Planning	14:45 - 16:15	
Professional Accountability and the Effectiveness of Planning Systems	Planning and the Environment	Local and Regional Planning	Housing and Social Exclusion - Fannie Mae session	Urban and Metropolitan Policies	Transport and Infrastructure Planning	11:00 - 12:30	Friday 24
Professional Accountability and the Effectiveness of Planning Systems	Planning and the Environment	Local and Regional Planning	Housing and Social Exclusion - Fannie Mae session	Urban and Metropolitan Policies	Transport and Infrastructure Planning	14:00 - 15:30	
Professional Accountability and the Effectiveness of Planning Systems	Planning and the Environment	Local and Regional Planning	Housing and Social Exclusion - Fannie Mae session	Urban and Metropolitan Policies	Transport and Infrastructure Planning	16:45 - 17:15	



# STRUCTURE OF THEMATIC PARALLEL SESSIONS

Day	Time	1	2	3	4	5
Thursday 23	11:30 - 13:00	The Future of National Planning Systems	The State, Contemporary Society and the Design of Planning Systems	Planning Education, Professional Institutions and the Internationalisation of Planning	The Challenge of the Social Legitimation of Planning	Consensus Building in Planning Practice
	14:45 - 16:15	The Future of National Planning Systems	The State, Contemporary Society and the Design of Planning Systems	Planning Education, Professional Institutions and the Internationalisation of Planning	The Challenge of the Social Legitimation of Planning	Consensus Building in Planning Practice
Friday 24	11:00 - 12:30	The Future of National Planning Systems	The State, Contemporary Society and the Design of Planning Systems	Planning Education, Professional Institutions and the Internationalisation of Planning	The Challenge of the Social Legitimation of Planning	Consensus Building in Planning Practice
	14:00 - 15:30	The Future of National Planning Systems	The State, Contemporary Society and the Design of Planning Systems	Planning Education, Professional Institutions and the Internationalisation of Planning	The Challenge of the Social Legitimation of Planning	Consensus Building in Planning Practice
	16:45 - 17:15	The Future of National Planning Systems	The State, Contemporary Society and the Design of Planning Systems	Planning Education, Professional Institutions and the Internationalisation of Planning	The Challenge of the Social Legitimation of Planning	Consensus Building in Planning Practice



# LIST OF ABSTRACTS



## **THE FUTURE OF NATIONAL PLANNING SYSTEMS**





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There are four key elements of the current paper.

First: the main experiences in comprehensive planning at the national scale, as realized in selected countries, will be shortly reviewed. [Reference will be given to: (a) the American New Deal; (b) Soviet plans and their counter parts in ex-Communist countries; (c) the post-war "recovery plans" in European countries (oecd-Marshall Plans); (d) developing country plans, with emphasis on the Undp "development decades" (1960s and 1970s); (e) medium-term planning in several European countries in the 1960s and beyond; and (f) the long-term Environmental Plans, in selected countries, (1980)]. Some attention will also be given to planning attempts at the Un (global and regional scale), at the EEC, etc. These experiences will be evaluated from a technical- scientific and within the limits of historical significance.

Second: some requirements of method and

process, on which a national planning system could be relaunched, are discussed. Attention is given to such issue as: logical consistency of the approaches; comprehensiveness; institutionalisation; education and "culture".

Third: particular attention will be paid to the role - technical-scientific and political-institutional - that could be played for a future advancement of the national planning system, from the current, diffused experiences (as realised in Western and ex-Communist countries) in reforming public administration systems [These systems have been variously referred to as "New public management" (Npm), "Performance-based management" and "Strategic planning and management". Additional reference is made to systematic experiences such as the American "Government Performance and Result Act (Gpra, 1993), the "Reinventing Government Revolution" which is ongoing in that country, and the "New Steps Programme" of the British Government]. Intrinsic limits of an exhaustive functionality of these public management reforms are discussed. Also discussed is at which conditions such government reforms could fulfil their full potentials.

Fourth: Selected research guidelines are presented: in order to create the cognitive and operational premises for a really integrate (or comprehensive, or unified) approach to national planning, within the Year 2000 perspective.



## National-level planning in democratic countries as a challenge for planning theory

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National-level planning policies and institutions are not in vogue among planning theorists today. Planning researchers have preferred to focus on the local and regional or sub-national levels. The low level of attention to the national level may also express the growing distrust of planning in the era of deregulation, privatisation, and "reinvention", especially after the collapse of regimes that turned national planning into a coercion tool.

Yet national-level planning persists, and indeed, may in some ways, be of growing importance. In some countries, the rising super-national levels and internationalisation of markets may, paradoxically, re-strengthen national-level planning institutions and policies. In other countries, growing pressures on land, resources, and the environment, have led to a growing need for national-level policies.

The paper presents a comparison of current national-level planning in ten countries: The USA, Ireland, The UK, France, The Netherlands, Sweden, Denmark, Ger-

many, Israel, and Japan. It is based on a comparative analysis of papers commissioned by the author where leading researchers from the above countries presented critical analyses of national-level planning in their countries. They were asked to identify those areas that each country has left to the national level, to analyse the laws and institutions in charge of making the policies, to look at degrees of co-ordination among sectors and facets, and to critically evaluate the implementation processes and outputs.

Why do some countries, such as The Netherlands, Japan, and Israel, place much more attention on the national level than other countries? And what common ground do the USA, Ireland and - yes - today's Sweden - share in addition to their reluctance to entrust much planning policy-making to national-level institutions? The paper will present an analysis of the key differences in approaches to national-level planning.

In the conclusions, I shall attempt to point out some of the implications for planning theory of the new genre in national level planning.



## Planning for an integrated Europe: lessons from the border regions.

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As the European Union prepares itself (in part at least) for economic and monetary union, few of us can be in any doubt as to the nature of the integrationist dream: the Single European Market; a Europe without frontiers; trans-European networks; and, a spatially cohesive European territory. Economics, politics and spatial planning are all now contributing to the multi-dimensional process that is European integration.

Using spatial planning as the lens through which to view this integration process, the aim of the paper is to explore the nature of integrated (border) regions. When is a border not a border? What are the differences between integrated and non-integrated borders? Even more importantly, how can a non-integrated border be transformed into an integrated one?

The rhetoric of the ESDP suggests that transnational spatial planning is important for the integration of both territory and (economic) development, while the Interreg IIc initiative experiments with integrating

planning systems in practice. It is not only that planning can itself further the integrationist cause through the co-ordination of development, infrastructure and environmental protection, but that planning systems must also converge in order to reduce the institutional barriers to a single Europe. Questioning the links between spatial planning and the integration process, the paper examines the permeability, comparability and interaction between the neighbouring spatial planning systems of two different border regions: Kent and the Nord-Pas de Calais, and Euregio Maas-Rhine. What effect does spatial planning have on the integration of the border itself, and can integrated planning systems minimise border barriers?



## **Strategic land-use planning in the UK: an examination of the English structure planning process**

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This paper reports the progress and findings of a research project undertaken by a joint research team of academics drawn from the Universities of Newcastle upon Tyne, Dundee and Manchester which is being sponsored by UK central government (DETR). The objectives of the research are to examine the operational effectiveness and efficiency of the English structure planning process.

It is now thirty years since structure plans were introduced as part of a 'two-tier' development plan system in England and a number of relatively recent changes such as the much more widespread coverage of detailed local plans which has accompanied the introduction of a 'plan-led' system in 1992; the impact of local government reorganisation in the English shires on local arrangements for strategic planning in some areas; and a re-awakened interest in spatial planning at the regional level have combined to raise questions over the continued relevance of structure planning at the county scale. The election

of a new Labour government in May 1997 has also stimulated a wide-ranging re-assessment of the operation of the existing planning system.

Drawing on information gained from a questionnaire survey of English structure planning authorities; interviews with policy-makers, planners and experts from a range central and local government institutions, professional bodies, the private-sector, interest groups and academia; and a small number of in-depth case studies drawn from several different English regions, this research provides an assessment of the purpose, process, and performance of the current English structure planning system. The conclusions consider the continued relevance of structure planning at the county level, as well as outlining the potential scope for, and benefits of, changes to the current system.



## The future of national planning systems: the spanish case

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The verdict of the Spanish Constitutional Court (61/1997 of March, 29) has carried along two very important issues for spatial planning in Spain. By confirming the exclusive capacity of the Autonomous Communities to legislate in the area of spatial planning at the regional level, it has denied the National Parliament the possibility to pass legislation upon that area, even with a supplementary or subsidiary character. As a follow-up the Constitutional Court verdict has provoked two parallel situations. In the first place, it has prompted all Autonomous Communities to adopt specific positions vis-a-vis their own legal stance on the territory: Some have simply re-confirmed their previously exercised legal capacity, prevailing upon pre-existing State legislation on the issue. Others have rushed to pass their own Acts, so far non-existent. Finally, a smaller third group of regional parliaments has simply taken on the existing State legislation (Ley del Suelo or Town and Country Planning Act) as their own, thus becoming their exclusive legal framework for spatial intervention upon their territory.

But, furthermore, the Constitutional Court pronouncement has deprived the State of all re-

sidual legislative faculty. The non-existing Plan Nacional de Ordenación, a national scheme for spatial planning, envisaged in the Spanish Town and Country Planning Act of 1976 and retained in all successive amendments, wholly lacks current constitutional feasibility, and thus, the very remote possibility of it being drawn and passed along the existing legal terms has entirely fallen into oblivion.

The question which provides the setting for this intervention now arises:

"What has been left of the National Planning System?"

A simple answer would be: Nothing, but the truth of the matter is the Central State in Spain still holds quite a few responsibilities bestowed upon it by the very same Constitution which has deprived it of the capacity to legislate on Regional planning nationwide.

The purpose of this talk is to pay a brief review to:

- a) The contents of the Constitutional Court verdict which has established the normative framework for the Autonomous Communities and, hence, the residual one for the State;
- b) The general legislative activity of the Autonomous Communities in the field of territorial planning;
- c) The possibilities left to the State to set up physical plans at national level, without interfering with the constitutional responsibilities granted to the Autonomous Communities.



## **How does planning work? Policy arenas for European spatial policies and the performance of planning.**

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The question of how planning works is the central issue too most planning researches, even if it is not specifically aimed at policy evaluation. The possibilities for developments of European policies in the field of planning are very much determined by the planning systems of the European Union member states. At the other hand, the policy fields within European policies that have spatial impact may create a way of their own. Therefore the question may be partly rephrased in: where does planning perform?

Three spatial issues are commonly recognised as being linked to European integration: structural improvement of regions lagging behind in social and economic development; development of infrastructure networks at a European level; improvement of the quality of rural areas (at the brink of agricultural interests, nature conservation and environmental protection). Around these spatial issues, policy arenas have formed themselves in which decisions are taken that have an impact on spatial developments within the European territory. These policy arenas may include European and national government representatives as well as representatives of regional and local authorities and pri-

ivate actors. Policy arenas are variable and flexible associations of actors that have united themselves in interactions around an issue. These interactions are aimed at identifying and solving the problems that are perceived by the actors around the issue concerned. Planning therefore apparently involves contributing to the capacity of constituting policy arenas around the relevant spatial issues. The challenges for planning in contributing to this capacity will be illustrated for the policy arenas around spatial issues connected to European integration.

The answer to the question of how planning performs should be looked for within the interactions in policy arenas. Actors all have their own reasons and motivations for participating in these policy arenas. They also have their own ideas about the issue around which the policy arena has formed itself, reasoning from their own point of view, according to their own rationality and using their own knowledge base. In other words, within a policy arena it is likely that interactions are undertaken out of differing discourses. As all knowledge is considered to be socially constructed and of equal value and importance, it is essential that within a policy arena the capacity is being developed in interactions to bridge the gap between different sorts of knowledge. The development of concepts on the spatial issue concerned can be a way to learn to speak each others 'language' and enabling interactions within a policy arena. It seems therefore likely that performance of planning is dependent on the extent to which it is able to connect knowledge to knowledge, or at least address different sorts of knowledge. An attempt will be made to illustrate the challenges that are raised in policy arenas around European spatial issues.



## National planning in Venezuela: lessons from four decades of experience

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Planning formally exists in Venezuela since the establishment of the current representative democratic regime in 1958. In these last four decades, the National System of Planning (NSP) has shown continuity through the making of medium term plans, known as the Plans of the Nation.

The socio-political content of the plans has been closely linked to the political discourse presented by the different options postulated, every five years, prior to each new Presidential Election.

Planning has gone through different stages during this period. The first started with the installation of the NSP and its central unit "CORDIPLAN" in 1958 up to the beginning of the first oil boom in 1973. The second stage covers in its near totality the two periods of the oil boom half way through the seventies and the beginning of the eighties. The third stage persists still today a commenced with the debt crisis in 1983.

This paper examines the different stages, which the national planning has gone through in Venezuela, observing its continuities and discontinuities, and its role throughout time.

Such examination is carried out under a historical study taking into consideration official documents as well as the opinion of functionaries and experts on the field. With this end, previous and current personal research and that of other members of the Group of Theory and Methodology of Planning, at the "Centro de Estudios del Desarrollo" (CENDES) of the "Universidad Central de Venezuela", will be contemplated.

We come to the conclusion that planning activity at the national level is formally legitimated by a central unit, as the visible head of the NSP. However, in practice, during the last plans that the system has been getting complex. Additionally, we affirm that the socio-economic discourse presented within the plans is conditioned in its practical sense by the specific political scenario in which the government takes its own decisions.



## **New directions in british planning system and planning education**

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In Britain, the failure of the neo-liberal agenda in the 1980s to undermine planning regulation has led to a widespread view that planning is going to remain in place for a very long time. This may be the case, there will be planning but, what would be the potential new directions in the planning system? How do they relate to the planning education? This paper aims to explore these issues by reviewing and linking together the current debates in three areas: the post-war history of the British planning system, the discourses of sustainability and the planning education.

There is a general consensus that sustainability agenda has provided the overdue and much needed 'vision' for planning. However following Blowers (1997), the paper argues that the different discourses of sustainability provide fundamentally distinctive development paths for the future of planning system. Whilst the 'ecological modernisation' approach to sustainability reinforces the technical and regulatory face of the planning system, the 'risk society' approach calls for a resurgence of its ideological and pro-active face. The former promotes a continuing role of planning as an apolitical, a-spatial, criteria-based corporatist activity. The latter provides the opportunity for a

return to the planning's traditional concepts, emphasising on strategic thinking, holistic approach, social responsiveness, political commitment and participative processes.

Whilst planning as is practised today has little to contribute within the risk society perspective, it fits nearly within what is perceived by ecological modernisation approach as part of the state's legitimate regulatory activities. Given the fact that the ecological modernisation is the dominant discourse in the current economic and political climate it would be difficult not to conclude that the future of planning system will be one of continuation of status quo with some new developments in its quasi-technical role in development impact assessments and its negotiative role in conflict mediation. However, the paper argues that there are increasing pressures, particularly at the local level, for the development of the kind of policy discourses which have strong resonance with the risk society perspective. Given the traditional affiliation of the planning system with 'public interest' objectives, planners can undoubtedly play a major role in responding to such demands.

This brings a new dimension to the long standing on the planning education. The paper argues that while the skills provided through a technically oriented professional training can fulfil the requirements of ecological modernisation path, the research oriented planning education based on critical social science can provide the skills required for pursuing the risk society approach.



## **Constitutional reform and national planning options in Scotland**

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Parliament, and addresses the absence of a strategic national and regional planning framework to facilitate local planning in Scotland in the context of constitutional reform.

The creation of a Scottish Parliament offers important opportunities to consider the planning a policy arrangement appropriate to its needs. In particular, it allows an opportunity to consider the case for the creation of a national planning framework to guide regional and local planning matters within a strategic context. Land resources will be an important asset for the Parliament and there will be a need to ensure its effective regulation, management, use and development. Current planning arrangements focus on the local and the national planning policy framework, which is relatively ad hoc and weak. As the Scottish Parliament represents an innovative constitutional reform, it provides an opportunity to consider, on one hand, the effectiveness of existing planning arrangements and, on the other hand, their robustness to address emerging land development pressures. This paper reviews these matters, considers the alternatives available to a Scottish



## The 're-making' of Europe – New visions for spatial planning in Denmark and the European Union

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agenda. On this background it will be proposed that questions of how social agents make use and sense of space, how European territory is conceptualised and the relation between identity, space & place should be included in this discussion.

The purpose of this paper is to contribute to the discussion of a new EU policy field, namely that of spatial planning. This is done by looking into the main features of the first official draft of the European Spatial Development Perspective and the Danish National Planning Report from 1997, with specific weight on the urban theme. It is suggested that these new discourses, visions and rationales are re-articulating and 're-making' the notion of Europe. The basic rationale of these new discourses is one of political and functional integration by means of coordinated plans for the spatial development of cities, infrastructure and the natural landscape.

However, these discourses are mainly expressions of an economic rationale of new competitiveness. Thus as a tentative attempt to widen the agenda of EU spatial planning, it is suggested to include more 'soft' themes into this



## **The consolidation of transnational property markets, the built environment and its governance**

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The paper will examine the progressive consolidation of a transnational property market in Europe and its implications for the social and economic structures involved in the production and use of the built environment in the cities affected by this process. It will adopt an approach to property markets as social constructs and as part of the system of place- and history-specific social, economic and cultural relationships associated with the provision of buildings.

The paper will focus on the agents who mediate between local and transnational property interests, and generate and diffuse the knowledge and information that allow the integration of different market cultures and practices - i.e. transnational property consultants. It will examine the processes through which this mediation and integration take place, as a window through which to analyse how the integration of a place into a transnational network of property markets changes the way its built environment is produced and used.

and what are the consequences.

The paper will also discuss the implications of these processes for urban governance practices, as changes in the social relationships underpinning the provision of buildings are likely to impact on place-making governance systems.

The paper will draw on 'institutionalist' approaches currently being developed in the planning and the property development literature, and the theoretical arguments will be illustrated with empirical material originated in case studies focusing on two major European cities, Madrid and Milan.



## Rise and death of planning systems - the case of Portugal in a European context

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ning systems under analysis. This paper concludes by pointing out some hypothesis for the evolution of national planning systems, namely the emerging needs for decentralisation, leading strategies and pro-activeness.

The purpose of this paper is to explore the application of a set of characteristics namely on technical, legal and cultural grounds to the apogee period of a planning system and detect the missing elements. An introduction to the approach taken is presented very briefly in three phases: rise, apogee and decline and their corresponding characteristics are tested on the Portuguese National Planning System along the last sixty years. Across-comparison analysis is then portrayed for the Spanish (subdivided in Galicia and Madrid regions), the Dutch, the English and the Scottish planning systems. Evidence from case studies on the above reported areas shows that legislation produced at central level although important may not be the driving force behind planning systems. In fact, the local level stands central to the planning process and that is evident in the apogee periods of the plan-



## Four ministries, four spatial planning systems? On the future of Dutch national planning

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In the Netherlands, the Ministry of Housing, Spatial Planning and the Environment recently sketched four perspectives on the country's spatial development until the year 2030. These perspectives are called 1) palette, 2) flow landscape, 3) park landscape, and 4) town landscape. In the meanwhile the Fourth Report on Spatial Planning Extra describes the current spatial policy. This policy promotes the compact city as a means to preserve the landscape and seeks to reduce the growth of car mobility. The main thrust of the policy concerns the Randstad conurbation and the country's two main ports (Amsterdam's Schiphol Airport and Rotterdam's seaport), as most of the internationally oriented activities are concentrated there.

Parties to the political debate hammer on the need for a spatial planning policy that creates favourable conditions for economic growth while promoting environmental goals. In 1997, the Ministry of Economic

Affairs published a study on making room for economic dynamism, calling for measures to develop economic corridors. The Ministry of Transport, Public Works and Water Management published its perspective on urbanisation and mobility in 1994, calling for networks conducive to a profitable public transport sector. Last but not least, the Ministry of Agriculture, Nature Management and Fisheries presented its perspective on urban landscapes, which is at odds with the principle of the compact city.

Under the surface, these reports show highly divergent opinions on what would be the best spatial-economic structure for the country. In this paper, those opinions are analysed and compared. After this a number of conclusions are drawn regarding the direction in which Dutch national planning is most likely to move in the future.



## National Planning: the quest for integration

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National spatial planning systems in western Europe have long played a major role in shaping future developments of the countries and regions involved and in securing some kind of concerted action: both within government and between government and societal actors. Spatial coincidence and the allocation of land served as mechanisms for the integration of policies and claims on development. It was an important model of the welfare state and could be upheld as long as spatial planning was considered to offer a frame of reference by excellence for the development of integrated policies. Thus in many European countries spatial planning - "land use planning written large" - dominated the "policy integration scene" for some time.

This is no longer the case. In many countries the spatial planning system of the 1960's and 1970's are in dispute, and so are the typical types of framing it offered, its procedures and its typical solutions. Yet strategic planning is not "dead"; neither is the need to deal spatial dimensions of societal developments.

The paper will not go into all the details of these developments. Instead, it will focus on the aspect of "integration", which is the *raison d'être* of national planning and

which in itself is closely linked to the idea of the nation state. It will be argued that "integration" is a multi-dimensional problem - with spatial/territorial, temporal, institutional and functional dimensions - and that classic "land use planning written large" is not able to deal with these adequately. Societal development processes are no longer predominantly interpreted as spatial processes. So space and land are not always the "right" frames of reference to deal with these processes on a national level, yet at the same time spatial quality and regional identity has become a major issue in planning. The nation state as frame of reference also is in dispute: due to globalisation tendencies and - in the case of Europe - the development of supra-national policies and due to developments within the nation states themselves (the global-local debate). Fragmentation goes hand in hand with and is partially offset by new - sometimes temporary - liaisons (cf. Castells' network-society).

Focusing on developments in the Netherlands it is shown how these developments influence the national planning system, how competing frames of reference gain political weight and how one tries to cope with the tendencies of de-integration. The Netherlands is an especially interesting case because over the last three decades one always succeeded in adjusting its - rather sophisticated - system to changing circumstances. The basic model of the 1960/1970's still serves as a frame of reference for interpreting changes and for dealing with these.

It will be argued however that this is no longer valid or "wise". The future of national planning systems based on the model of "land use planning written large" is dead. The paper will conclude by discussing the main features of new types of "integrating policy systems".



## The bulgarian planning system in a dynamic environment

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During the last decade the dynamic political, economic and social environment in Bulgaria brought about an overall reform of the planning system. This reform aimed to preserve the valuable traditions in the town and country planning at national, regional and local level and at the same time to adapt the planning system to the new market oriented economic environment. The reform included several stages:

Institutions building, following the administrative reform in the country and accompanied by a drastic reduction of the institutions dealing with town and country planning as well as lack of sufficient well trained staff for the local authorities.

Legislative changes, resulting from intensive development, discussion and parliamentary approval of new documents, acts and laws for planning, management and developmental control of different territories and zones.

Initiation of new types of plans, whose content, scale, methodology and terminology aim at giving more freedom to the authors

of the detailed plans and at simplifying the planning permission procedures.

Decentralisation of local administrative power in correspondence with the current European trends for expanding the responsibilities of the local authorities in development and management of the countryside and urban areas.

Consensus building in decision making accompanied by increased powers of the control specialists, as well as public participation.

All these elements of the planning reform in Bulgaria are directed towards the transformation of the national planning system, able to respond adequately to the new realities.

It is expected that this reform will lead to the reduction of spatial and social inequalities, to the creation of prerequisites for a balanced sustainable development, to the preservation of the national identity, of the natural, cultural and social values, to the reduction of conflicts between private and public interests, to the creation of preconditions for attraction of new investments as well as to more efficient planning, construction, regeneration and development procedures.



## **Expanding EU Competences in Spatial Planning: The ESDP and national planning systems**

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There is a growing recognition that the EU's is undertaking many activities which have direct and indirect implications for spatial planning within member states. These include 'hard actions' in the form of EU policies, programmes and legislative activities and 'softer actions' through various forms of communications, all of which raises questions about their competences to act in this sphere. In this paper we draw an analogy with the mechanisms the EU has employed to extend its competences in other fields, notably external affairs and environment, to argue there is evidence that spatial planning is moving in a similar direction. One of the key documents in this process is the beginning to emerge European Spatial Development Perspective, which despite not being a Commission document, though clearly shaped by Commission thinking, is already being linked to other European Union measures notably funding and is, at least within the UK being used to shape strategic planning. The influence of this documents already being to emerge even though it has no official European Union status and the Final

Draft has only just been completed. At the heart of the debate is a discuss about the competence of various jurisdictional levels to act, including the European Union in the field of spatial planning. This paper briefly examines such debates and applies these principles to the arguments surrounding the development of the ESDP and begins to what impact such a document might have in the future.



## Europe of the regions and the regions of Europe: the challenge of transnational spatial planning

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the authors into the development of the North Sea and Baltic INTERREG IIC transnational spatial planning programmes, and the institutional and decision-making systems set up to administer them, using as an analytical framework Weiler's concepts of inter-, supra- and in-fra-nationalism.

The paper will set out a detailed typology of the various forms of transnational, interregional and cross-border planning that are now being developed within the EU and across its borders. It will discuss the challenges they represent for local and regional planning authorities in respect of new ways of working, partnership building and understanding of different perspectives and professional cultures. Some implications for the planning curriculum will then be considered, along with suggestions for ways in which they may be met. This will refer inter alia to the SOCRATES European Masters programme under development.

The context is provided by the European Spatial Development Perspective, as it is expected to have emerged after the Glasgow Informal Council, June 1998, and its prospective 'application'. The substantive focus will be on the experience of the North Sea Region, the Northwest Metropolitan Areas and the Atlantic Arc (the latter two still awaiting approvals). The paper will draw upon research being undertaken by



**The future of the planning system in the United Kingdom.  
The future of national planning systems**

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In January 1998 the new Labour Government released a consultation document forwarding suggestions for a fundamental review of the UK planning system. These suggestions included the introduction of new measures to expedite existing procedural arrangements such as planning appeal public inquiries and an outline of the roles for the newly proposed regional development agencies in England and Wales. More fundamentally, however, it also included reference to the possible introduction of tradable quotas, along similar lines to those used in the USA for the control of atmospheric pollution, whereby developers could gain allocations for development in one part of a town if they were prepared to relinquish development plan allocations / planning permissions in another part of a town. The adoption of such a measure would mark a very significant departure from the longstanding and conventional site-specific nature of the UK planning sys-

tem and would allow much greater latitude to developers and local authorities than has ever been the case in the past.

This paper seeks to examine the potential implications of such a proposal, particularly in the light of the wider debate currently taking place within the UK as to how the planning system should seek to resolve the environmental problems generated by the need to accommodate the projected 4.4 million or more new houses that will be needed before 2016.



**THE STATE, CONTEMPORARY SOCIETY  
AND THE DESIGN OF PLANNING SYSTEMS**





## Confidence building in local planning and development. Some experience from Norway

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Scandinavians in my generation are born into the social-democratic "welfare state" with its mixed economy and mixed power-sharing systems between political-administrative levels and public and private organisations. Over time the public sector has taken responsibilities from the private welfare sector and the public production is dominated by national standards not by local needs.

Strategic and mobilising local planning, as well as local development, can be seen as processes which tries to influence both public (the corporate-bargaining state, county or commune), and private planning and decision processes. This is done by introducing new arenas (the strategic planning process), new participants (by mobilisation of inhabitants, leaders of local firms, organisations etc.), new confidence building and new agendas.

Local planning can be complicated, and is often made more complicated than necessary for the express purpose of hindering broad participation. Those in power are not always interested in letting others take over their authority. But if society is to be improved, local inhabitants and especially groups like women, children etc. must be allowed more control over the shaping of it.

For local and communal development, some of the most important actors to be influenced are government agencies and development funds. Together they

have a lot of economics means that can be used for local development. But each agency has its specific goals, tradition, rules etc., some of them derived from a specific department (agriculture, fishery, commerce etc.), and most often in co-operation with a specific interest group (farmer or fisherman's union etc.), which tries to get as much means for their own members as possible. As payment, the agency is given political and lobbyist support for continuous prosperity.

While all departments and agencies recognise and say that they support comprehensive and co-ordinated planning and local influence over sectorial planning, real co-ordination is seen as almost impossible at the national level. Real co-ordination (if any) for local development must be done by local communities and communes themselves by developing local strategies and confidence in active co-operation between local private and public actors. But this also means opportunities. A community or a local organisation which has good knowledge of how this complicated system functions, is confident in their own visions and strategies, who have knowledge to manoeuvre in this landscape, will get access to a lot more means than those who do not. To get access to knowledge and to learn for oneself by trying and doing and by this building confidence, is an important aspect of strategic planning for local development. It is important:

- \* To encourage local initiatives and local self-help,
- \* To find solutions that meet everyday needs,
- \* To strengthen local democracy and local democratic institutions,
- \* To make maximum use of the local society's limited resources and power and
- \* To increase public support for local planning and development strategies.

Cases and experience from various communes and regions in Norway will be discussed.



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Metropolitan Toronto was established in 1953 and has been considered to be one of the most successful examples of Metropolitan government in North America. Recent decisions by the Province of Ontario have altered both the structure and operation of this government. The objective of this paper is to discuss a number of these changes and evaluate these changes in terms of the viable function of this revised government unit from several key perspectives.

The overall organisational structure amalgamated the former six local municipalities of Metro into one large unit, "new" City of Toronto. This structural change will serve as the backdrop for discussing three other changes that have the potential to alter several aspects of the smooth functioning and planning of the new City of Toronto. Those aspects that will be discussed are the provincial wide property tax assessment reform known as "current value" assessment, changes to the funding of education, and the "downloading" the financial responsibility of social housing on local municipalities. Each of these three or four changes, if you include the restructuring, were independent policy choices but do have the potential for

compounding impacts on both residents and business enterprises in the new City.

Briefly, the property tax assessment reform by moving to a form of market value assessment will update assessments that are based as far back as values in the 1940s. The education reform takes decision making power away from local school boards and to the provincial government regarding both policy issues and funding. In terms of "downloading", the financial responsibility for a number of social services including "social housing" has been made a local government responsibility.

The structure of the paper will be first to describe the key elements of each of the policy decisions and secondly to indicate the issues and implications of each individual policy change. This will include discussing the range of decisions that the new council will face regarding each of the topics, if any, and the implications of various potential decisions. In addition to the individual impacts, the potential collective or compounding impacts will be discussed. It is these complex interactions that may not be evident to the political decision makers, if they consider the decisions in isolation.

Finally, conclusions will be drawn regarding the long run implications of the change on the viability of the new city the long run as well as its relationship the surrounding high growth regions that comprises the rest of the Greater Toronto Area, GTA.



## Decentralisation and the urban planning system. Assessing the experience of Ankara

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Reorganisation of central authority, through decentralisation, on behalf of the local, has an important place in democratisation process all over the world especially for two decades.

In Turkey, urban planning authorities, either at national or local levels, have been reorganised by new legislation's to support local administrations in developing their subsidiarity level through contemporary ideas.

One of these regulations is the Act of 3030 "The Greater City Administration" in 1984, and it aimed to decentralise the urban authority in a way that to create more effective and operational city administration system.

In this paper, spatial planning, may be the most important function area of a municipal body at any level in Turkey as a rapidly developing country, will be evaluated in observation of effects of the above mentioned and continual regulations on urban planning system and urban development

in the production and the use of the built environment.

Ankara - the Capital - Greater City and Cankaya District Municipalities will be analysed from the view point of shared authority in plan production/approval/application rights and their reflections on overall planning system and urbanisation with not only physical also economic and social dimensions.

Main topics in evaluating the experience of the last 14 years, will be:

- Main legal regulations in national urban planning system and resultant transformations on spatial structure,
- Problems that arises due to the inappropriate authority sharing;
- Other inefficiencies in both levels of the planning system (deficiencies in co-operative and - may be the most important - non-competitive planning system at each governmental level);
- Effects on development of public participation, localities and subsidiary level.



## **Spaces of regulation, the changing role of the state and the case for regional planning Portugal**

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The Portuguese planning system is undergoing important changes. One of the issues under discussion is the creation and implementation of administrative regions with elected governments. The debate so far has centred around the effects of the forthcoming political divisions. This, it is argued, will create social and territorial divides which will undermine the national identity.

The objective of the paper is to elaborate on the role of the regional level and to devise an analytical framework adequate for discussing the regionalisation project in a more comprehensive manner.

The first part of the paper raises the case for regional planning by referring to arguments in favour of forms of public intervention in the face of changing economic trajectories and patterns of spatial integration. Concepts based on the regulation school will be used, namely the concept of spaces of regulation for an understanding of the changing role of social and territorial formations under different models of

development. These, on the other hand, are associated with different state forms and with different conditions and practices for planning intervention.

The second part of the paper looks at the case of regional development and policies in Portugal using the above concepts and methodology. The main features concerning developments in the role of the regional level and of regional planning and administration under different economic and political regimes will be reviewed. The case for the regionalisation project will then be approached through the construction of an analytical framework relating imperative and conditions for economic development with spaces of regulation and levels and forms of government.



## In search of a new harmony - changing the Portuguese Planning System

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The origin of the Portuguese spatial planning system goes back to the 1930s when the urbanisation plan (Plano Geral de Urbanização) was created as a planning instrument to regulate urban expansion and protect the surrounding rural spaces. However, only in the late 1950s with the Lisbon regional master plan, and in the 1970s with a plan for the region of Porto, the metropolitan areas had an instrument for development control. The whole system was based on central state directives and in the regulation of urban developments. In the 1980s with the creation of municipal planning instruments which included the Plano Director Municipal (master plan covering the area of the municipality), the development of non-urban areas and environmental concerns became an object for plan making. As a result, and following the increasing autonomy of the local authorities, the municipal level gained a determinant role. The difficulties for an efficient planning and management of the

territory at the local level, however, persisted. That was due to a lack of the adequate instruments for intervening in private sector developments, namely legislation on land-use rights and expropriation. The way chosen by the government to overcome these problems was the creation in the 1990s of a series of planning instruments (regional and local) to be promoted and implemented by the central state. The result was a fragmented planning system with conflicting jurisdictions. In 1995 the government tried to unify the system. Lack of public discussion and conflicts with the decentralisation model established by the 1976 National Constitution prevented reaching an agreement for a new legal framework. A new planning legislation (Lei de Bases do Ordenamento do Território e do Urbanismo) was issued in May 1997 and recently approved by the parliament.

This paper describes the content of the new legislation, highlighting the relevant changes and its innovative aspects. This will be demonstrated within a framework addressing the pertinent challenges for the modernisation of the planning system: i) to clarify a complex system, ii) to build a community sense, iii) to create a learning and guidance tool, and iv) to be able to represent the complex nature of modern pluralism.



## **The changing world, planning and Turkey**

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validity, will be discussed. The role of the central and local authorities and the public at large in new planning procedures will be especially focused on.

The paper will primarily deal with the changing conditions, which shape our communities and the urban space, and how the current national and international issues have affected our present cities. Following Peter Hall's classification, the development of urban planning approaches starting with the movement of city beautiful to functional city and renovated city and to the present ecological city will be reviewed. Special emphasis will be given to the change in the world scene from comprehensive planning to structural and action planning and how this movement is shaping in Turkey.

The Turkish legislation on settlement planning will be subjected to a critical analysis. National solutions, which can also be adopted in other countries, because of their



## Interregional co-operation in France: the example of the "Bassin Parisien"

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Since 1982, 22 régions have been created in France and enabled to elaborate their own regional policies. Nevertheless, these régions are much smaller than the real influence area of our biggest cities. Therefore, regional planners have to work on areas, which are not at the scale of the main development processes. This situation rises the question of the coherence of French regional policies and of inter-regional co-operation in the field of planning.

The area of the Bassin Parisien is the first and best example of these co-operation attempts - other French régions have not gone as far by now. The région of Paris (Région Ile-de-France) has more or less the extent of the "big Paris" - it is an urban area with inner urban questions to settle (such as public transportation, environmental concerns, social inequalities...). At the same time, the French capital has a strong, direct influence on the development of the surrounding seven régions and their cities. Therefore, in the early 1990ies, the

cities and régions surrounding Paris have claimed for a better share of development: they do not want to suffer of the Paris' neighbourhood, but to get its benefits.

This trend has lead to the first interregional co-operation experience in France. The paper shall provide information about this experience, its strikes and its limits and about the perspectives for interregional co-operation in the next years in France. The author is currently editing a review folio about the Bassin Parisien.



## Changes in thinking and acting - Restructuring or innovations?

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During the 150 years of industrial development, the social legitimization of planning was closely related to the economic and social development reflecting the influences of innovation perception and distribution.

As the organization of elements, functions and subsystems of the urban reality suffers increasingly from the bottlenecks of modernization processes on different levels of impact. The urban development perceives new impulses from demands for theories of and in planning. Yet, a comprehensively new social legitimization of planning is limited by the characteristics of the current processes of urban development, i.e. by the processes of a final concentration of functions, by the restructuring of elements and sub-systems of transport as well as by the impuls-giving effects of urban development ideas on derelict areas. Whereas planning had been mainly related to technical regulations of public space during the last 100 years, planning enters actually a stage of having to guide the

changes comprehensively on private land, because private uses and built form influence public space tremendously and contribute increasingly to the bottlenecks of urban structure durability.

The paper introduces a confrontation between aims and measurements of "guiding the change" by planning through restructuring and, this way, supporting modernization processes on one side and seemingly "successless" new ways of thinking and implementing global demands through local action on the other side.

The examples of restructuring processes are taken from the investigation of the long-term development of the towns of Duisburg and Aachen, Germany; the examples for new ways of thinking are taken from perspectives for the investigated cases, from interviews and discussions. The paper focusses on the idea that the ideal of a local entity of urban reality which is related to the growth of centralized urban areas might be replaced by the aim of realizing global demands through locational changes within a multisectoral framework.



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Economy of transition period restricts conditions of forming of the economic structure of the country. These conditions influence the process of planning and prognosis for the national economy and the process of forming of an optimal for this period of development system of planning. It is obvious, that the economy of transition period is characterised by the changes in priorities and also the whole planning system.

In this context national planning system is being studied. The said system, in its essence has remained the same disregarding the past changes.

The priorities and the objects of planning have also changed. Consequently, the responsibility for the results of planning has shifted to the different level.

With regard to the present conditions of the transition economy macroeconomic in-

dexes started to serve as objects of planning. If in the past, in the system of centralised planning everything, starting from certain goods and services was planned in advance, then nowadays only the system of macroeconomic indexes is being planned. The said system directly or indirectly is influencing common social and economical indexes/ figures of development of national economy. Inter industrial figures, financial data, foreign trade indexes could be mentioned here.

Naturally, that the system, direction and structure of management of the planning of national economy also been changed. The compulsion of planning on many levels have ceased, i.e. it being carried out by the corporations themselves using their own means to do so. No one can nowadays force someone to produce what he doesn't want. Market dictates what and how to produce. Planning of the national level is serving only as a recommendation only.

In this direction the planning in Azerbaijan is currently being carried out. Consequently, the concept of economical development, which defines the priorities and directions of the whole system of planning, acquires higher importance. Indeed, creation and the realisation of this concept are the implementation of the new planning system of national economy.



*Technological, aesthetic, green environment, rules and regulations,*  
**Planning, professionalism and sector interests - cultural bonds and planning practice**  
*Social science*  
→ *Societal planning*

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A belief in a neutral and objective planner as a servant of the public lost its credibility long time ago. The way we look at the purposes of our planning activity is not only decided by planning law and regulation. Nor is our practising of our planning knowledge only dependent on how we are told to behave by people who are senior to us. We inherit institutionalised opinions on the tasks of planning and how to conduct them, based in our own professional cultural context. Every school of planning has its own way of training their students and emphasises different aspects of planning. Likewise every public institution or sector must emphasise the interests they legally are obliged to represent.

In this paper I intend to explore how such institutionalised cultural and professional bonds affect planning practice by referring to studies on the regional administrative level in Norway. This level consists of a number of separate public bodies distinguished by sector interests. The local level,

the municipalities, is the main level for physical planning in Norway. The institutions on the regional level however, both is obliged to guide the municipalities on matters in their own sector, and to control whether the municipal planning is acceptable according to their sector interests. Institutions on the regional level are by the government strongly advised to co-operate and to co-ordinate their activity towards the municipalities. With poor regional co-ordination, municipal planning is in danger of being torn between different sectorial interests.

The interesting question then is whether such horizontal co-ordination at the regional level is possible, taking institutionalised cultural bonds into consideration. A study on how the regional administrative level interacts with the municipalities shows a strong relationship between where the planner is educated and to which public sector he is attached. Furthermore the approach to both planning practice and theory seems to vary with the sector to which the planner is attached. In the paper these findings will be explored in more detail.



## **Blessings and failures of past and present urban planning practices in transitioning economies**

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Urban planners acted as agents of central governmental economic policies in the centrally planned system. Local drafts had only regulatory functions: strategic planning did not exist, blueprints were merely to develop the spatial (local) framework of decisions of the central government. Although, the latter involved significant changes in urban economies as a result of industrial and infrastructure investments, its consequences, such as migration and increasing demand housing facilities and consumer services were left to local authorities to manage. Local plans made attempts to find technical solutions for the conflicts of the rapid urbanisation. The schemes before the mid-1980ies were the products of the redistributive system and also reflected the only aspect of planning, the architectural one.

The transition of local planning has been started in the 1980ies as a result of exhausting the resources of economic development. Local planning was still focused on the physical problems but the emphasis shifted from promoting industrial de-

velopment towards saving and capitalising local resources. The process was marked by the restoration of historical town centres and development of local institutions and human resources.

Characteristics of urban planning have been changed fundamentally since 1989. The new Act on Local Governments (1990) set up a new ground for administration, distribution and planning. Local authorities were empowered to prepare strategic plans covering all the aspects of economic and social development. At the same time, local governments had to face with insufficient financial resources for their duties, lack of professional staff in the conditions of economic recession and old-fashioned planning practice. Local governments had to adopt the methods of strategic planning in a changing political situation as well: they were forced to implement the orders of the new acts such as selling the local governmental housing stock to the tenants, privatisation of communal services and providing allowance for unemployed persons.

Recently, the majority of Hungarian cities have prepared the their strategic plans, but this first step was scarcely followed by programs. The success of such programs heavily depends on the collaboration of research institutes (that had major part in planning) and higher education (training the future staff) with local governments.



## **Space and territory: the question of social legitimation of planning for society and development**

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Space as ideal form and imaginary or objective and material? In concern the relations between subject and object, individuals or society and space. Space as extension, as base of revealing and location of things and volumes; space related to Nature, the Anthropic space due to human occupation, the Social space. Geographical Space considered as materialized interaction between Nature and Society and as sense of space by meditation of perception which enables communication; space as sensitive intuition, communication attending to the material world as well as the interior-exterior relation. Space - Time meaningful in social terms produced by social relations characterised by a distinguished logic, different from that of individual representation as well as from the specific dynamics of territory as social concern.

Social actors and agents in Civil Society and in Planning authorities at the upper level of National power and at the lower level of Local power. Different Spatial Representations and Geographic Horizons. Planning

decisions and subsequent actions, undertaken by public sector or via contractual arrangements with the private sector, as in the case of Hospitals. The recent location of Universities in Areas of Development not leading to a meaningful impact in regional and local development, as revealed by the kind of curricula, the performance of the professional staff, the students background and the professional path of graduates. Decisions in Planning attending to macro-scale factors which do not take in account the specific problems of the territory at the micro-scale, as in the case of the employment politics. Planning actions decided by the Government at the National level often leading to conflicts at the Local level, related either to location and closing down of a productive industrial establishment or a station for removal of industrial and urban waste.

The recent amount of responsibilities in Planning at the Local level resulted in a profound impact in space, as well as in local activities and ways of living in small communities. Undertaken without deep concerns directly related to the inhabitants, their spatial representations, perception of basic needs and aims to a better quality of life, how can the process of planning contribute to a meaningful development with social and territorial sense and sustainable?

Key words: Space, Territory, Social Actors and Agents, Central and Local Administration and Government, Planning and Development.



## The challenge of urban governance: an insight into the Portuguese situation - The case of Lisbon

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Important structural changes in the urban arena are compelling urban politics to serious and inevitable challenges of established paradigms. The change from urban government to urban governance implies a broader, more pluralistic and multisectoral understanding of policy decision-making, and at the same time poses new challenges for the local authorities, in the management of co-existence in shared spaces. This is learning, structural process, in which the specific characteristics of each city, and its social, cultural, economic and political surrounding environment will decisively shape the paths towards new styles of local politics. Through a series of interviews conducted in the city of Lisbon, there are examined the potentialities, expectations and the main tensions expected to arise around this evolution. It is argued that although some progresses are being made, serious forces undermine the ways to an extended style of governance, notably in the political and the public administration dimensions. A real and effective change will imply a serious political commitment, and strong corresponding influence powers. In a country with a still strong tradition of centralised

political decision-making, it seems that the commitment should come from the upper levels of power. At the same time, the recent decentralisation enforcement might show that other tiers of social power and decision-making could pose an important word in the evolution. The potentialities, but essentially the main constraints upon the construction of a new planning power culture and structure. A structure towards more planning effectiveness, with disclosure and participation, upon a path full of complex legal and administrative webs, hazardous and political bargains, and a structural lobbying and elitist influence environment.



## Designing institutions?

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The rediscovery of the meaning of institutions belongs to the most intriguing trends in planning theory. Planning theory is focused on strategies, on the practical achievement of goals and on the organization of decision processes in the interplay between public and private actors. More in general planning theory is embedded in the world of action. Institutions are part of the world of action as well but their role is different from immediate goal achievement and practical organization. As object of scientific research institutions primarily belong to the conceptual domain of sociology, theoretical or constitutional law and political theory. I believe the exchange between those institutional disciplines and planning theory is very promising. After relying for several decades almost exclusively on the applied insights of management and organization, planning theory apparently is in need of enriching its theoretical body. And conversely the conceptual regime theories on institutions can profit of the rich practical tradition in planning theory.

What are institutions and how do they differ from the notions of organization? Obviously institutions are not meant here in the daily sense of 'organizations' which interact with each other in planning processes. Institutions are perceived in their sociological meaning as general rules, i.e. as general normative patterns of social behaviour. Sociological institutions reflect general cultural and normative codes of social behaviour. Sometimes they are established by law, sometimes they are not. Organization - in contrary - relates to a fixed pattern of functional activity. Society needs organization for the effective implementation of goals and particular tasks. Organization expresses goal rationality and is directed at the deliberate achievement of outcomes. Institutions are not aimed at specific goals and outcomes at all. They express general rules. The difference between institution and organization is extremely important. The difference can be illustrated by the current debate on the design of in-

stitutions. Institutions in the above named sense can not be designed at all, they cannot be constructed in the way mosaics are chosen in a deliberate way. How could one construct 'civility', 'roes public' or 'general interest'? Organization at the other hand has to be constructed in a deliberate way in order to achieve effectively the aimed results. Organization essentially refers to construction of social processes.

Institutions and organizations are different but not separated in practice, they reflect different cross sections of the same social processes. The challenge for planners is to find out how these analytically separated aspects of legitimacy and effectiveness are intertwined. The main challenge in the interface between planning theory and institutional theories therefore is not how institutions could be designed but the question how institutions can be valued prudently in the deliberate process of organizing action. In practice planners often will have to invent this challenge out of their own responsibility as questions by politicians usually do not appear in an institutional form. Politicians and other stakeholders in the decision process just want planners to organize the decision process orderly and effectively. It is up to the planner and his perception of professionalism to treat such pure instrumental questions in a purely organizational or in an institutional way.

One of the most important institutional norms for governmental action is that the power of state can not be used arbitrarily by dominant groups but has to be legitimated as 'res publica'. This basic norm reflects the 'tacti reciprocity' between citizen and state. This norm opposes the organizing of decision processes as a direct exchange of interests or as a sharing of common interests by social groups and government. Institutional planners are bound to look for methods which treat decision processes as processes of normative argumentation in the above named sense of res publica.

Every constitution has its own tradition in organizing this process of normative argumentation. The paper treats the German way of normative deduction according to which decision processes have to fit to very tight legal norms. At the other hand the American system does not trust on deduction of institutional norms. It recognizes norms of a general and indicative nature and then it lets the practical meaning of institutions rise in the particular contexts of action. Some other systems (like the British) don't feel the need of formalising the guarantees for 'res-publican' argumentation at all. Every constitution reflects its own culture. No system is perfect, but in all cases the planner should make it his responsibility and his professionalism to represent the institutional guarantees!



## Transition problems of spatial planning system in Latvia

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**Background.** Latvia is one of the Baltic Countries being incorporated in the Soviet Union after the Second World War. After re-independence of Latvia the previous socio-economic system collapsed and a strong need to create a new democratic spatial planning system going in line with the European planning principles is arisen. At present the system is being developed and there are still serious problems to be solved:

1. **Legislation.** A number of legislation has passed into law also in the field of spatial development, but the quality of legislation, and the required follow-through in terms of implementation, has sometimes been lacking.

2. **Administration.** The state is responsible for preparing the national planning and regional planning for territories of national importance. There is a strong need to define of national interests and special areas of national importance. The contemporary tendencies are characterised by transition from absolutising of economic

criterion to priority of social and human values in the spatial planning. Little by little the ecological criterion and ideas of sustainability break in our common life. Various programmes and sector development plans of national importance will have an impact on land use like communication development policy, housing policy, national environmental policy, etc. However these documents are not well coordinated and rarely have territorial dimensions or implications.

3. **Education and practical planning experience.** Another problem for the developing planning system of Latvia, especially for municipalities is still lacking democratic spatial knowledge and experience. Planners often study abroad, but there is no national planning school established yet.

4. **International co-operation.** Some pilot projects in co-operation with different countries are prepared with direct or indirect implications on spatial planning. Experience of the projects need to be assessed, examining not only separate cases but getting an overview of the whole spatial planning development process.

## The change of socio-political roles in Italian planning practices

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The main political events occurred in Italy in the early 90's have caused some important consequences in the administrative practice. Corruption in institution have affected in a dramatic way the decision about public expenditure, which have been shadowy oriented to the satisfaction of private interest, having as consequence the creation of a greater inequity than in the past. As most of the economic decisions have been regarding the urban development, the phenomenon of corruption interested especially the planning institutions. The consequent action of judges (the well-known "clean hands" affair), showed the entity of the corruption, and favoured the instances of change.

New laws on the relationship between central and local institution have been produced. The need of institutional transparency is sometimes transferred in the legislative framework and/or sometimes transferred in the approach to the administration of institutions and to the planning practice. As regards the planning context, in front of the difficulty of constructing a new planning system, people invested of institutional and social responsibilities have

developed a "non planning" practice which have anyway importance in the urban reality.

These new approaches are especially referring to local realities. This is at least due to two factors:

- \* the lack of new planning practices in some regional contexts (especially in Southern Italy): in spite of the great amount of planning instruments which are provided on a regional level, these instruments have been not at all developed in the whole Italian regional reality; furthermore, the land use is regulated inside local plans;
- \* the emphasis given to the local development and to the local institutions in the early 90' legislative instruments.

Another aspect to be considered is the seek for a new balance between institutional power and public consensus. The traditional system has seen bureaucrats and technicians as main player, which kept an oligarchic and technocratic vision in the planning practices. Contemporary, the rising up sensitivity for the cultural and the environmental issues of planning, have found a positive growth in spontaneous associations. The attention of researches have been oriented to the investigation on bottom-up planning practices and the assessment of non-economic values of urban contexts.

As this paper tries to show, all these socio-political-institutional actions have been finalised to create transparency, to make easy the relation with public bodies, to give less possibility of corruption, to protect institutional actors from private pressures. Results have been both positively and negatively various.



## A new „Organic” paradigm as the basis of social consensus in planning

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To achieve social acceptance for spatial management plans, the mechanisms of solution formation have to be clear and verifiable. Compromise requires a method consisting in stating certain agreed on priorities and a set of conditions justifying those priorities in specific cases, at the very beginning.

Spatial management serves the entire apparatus of contemporary civilisation. This apparatus can be divided into parts in which the requirements and effects differ in relation to the spatial phenomena. The division is into seven domains, forming the following pairs: natural environment with extraction, demography and education with consumption, investment with production, and the last, uniting all the others, the domain of contact distribution.

The pairs practically correspond to the three most common political options: the greens, the populists and the technocrats.

Making a decision about which parts of the area should make one of the pairs the priority, can serve as a good starting platform for discussion and agreement with the local com-

munity (e.g. the solution for the city of Wroclaw).

An equally useful division of this system distinguishes two "nods": installing nod and circulation nod, which resemble the anatomy and the physiology of an organism. It allows clear identification of arguments of different nature and very diverse inertia and flexibility.

Finally, the third division, which also has its equivalent in live organisms, distinguishes between the phenomena and processes subject to self-regulation (vegetative system), such as concentration, spatial diffusions, and rents of location; and the phenomena which are a result of conscious and controlled activities only, e.g. infrastructure networks, some hierarchies and self-limitations.

This division, although not an easy one, seems especially important in the very process of planning as well as in winning social acceptance.

A distinct problem is urban marketing, which is a sort of a dialog with the outside surroundings (including the state government), and makes the functioning within the settlement system easier.

As a consequence, the workshop of a planner should utilise three different representations of the space: geodesic, functional (space of opportunities), and hermetic - personal. It is possible to construct a specific, mathematically defined structure for each of them, which can also facilitate an objective comparative evaluation of solutions.



## **Institutional capacity and metropolitan governance: strategic planning in the Greater Toronto Area**

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Metropolitan areas are changing rapidly as a result of economic globalisation, the transition to an information society and changing attitudes to the role of government. This has fuelled substantially more unequal and dispersed urban form dominated by increasingly competitive and entrepreneurial goals, with success dependant to a high degree on institutional capacity in anticipating, responding to, and coping with change. This paper focuses on the experience of the Greater Toronto Area (4.6 million population), long perceived as a 'model' of metropolitan governance, and possessing a metropolitan authority since 1953 (Metro Toronto). However, over the past 25 years both population and economic capacity has spread far beyond its initial boundary into the wider GTA, generating tensions between the inner core and outer areas. During this time, whilst Metro's population has increased from 2.1 to 2.4 million, surrounding municipalities within the GTA have increased from 0.8 to 2.2 million.

Dissatisfaction with the existing two-tier local government system (consisting of 5 regional and 30 local municipalities), and the effects of severe recessionary pressures during the early 1990s, created pressures for a fundamental reappraisal of metropolitan governance. Critics of 'over-government' stressed the overlap-

ping and poorly co-ordinated fragmentation of responsibilities, whilst 'under-government' arguments centred on the agglomeration's perceived failure to produce cohesive development strategies.

Reconciling growing conflict was the objective of the mandate set for the Greater Toronto Task Force (1996), but before its recommendations were fully considered, the provincial government announced the proposed amalgamation of existing Metro municipalities into a 'megacity' of Toronto (2.4 million). Restructuring was not to extend beyond the new city's boundary however, such areas being targeted for a non-executive Greater Toronto Services Board expected to provide an infrastructural co-ordination strategy. Lacking both powers and resources however, this is likely to be the creature of municipal mayors, its scope for a strategic vision being sharply curtailed.

In terms of land use planning, whilst the GTA has long been the focus of visioning exercises, a complete set of official plans for the city region has only been in place for the last 3 years, with Metro's focusing on a re-urbanisation strategy and the wider city region focusing on growth management. There is no feeling however of a need for a city region based spatial development strategy, with the outer areas in particular focusing their land use policies on municipal priorities and infrastructural capacity. Thus, we currently have 5 strategic spatial plans for the GTA, but little overall co-ordination or focus. An expanded single tier central city surrounded by two tier regional governments for the suburbs, without an executive mandate to deliver regional planning goals, is neither stable nor viable in the longer term, and Toronto's capacity for metropolitan governance may still be at a transitional stage.



**PLANNING EDUCATION, PROFESSIONAL INSTITUTIONS  
AND THE INTERNATIONALISATION OF PLANNING**





## **Planning in the borderless city. A conceptualisation and its application to the case of station area redevelopment.**

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It has been persuasively contended that the main objective of urban policy today is "making a city". But what does "city-making" precisely entail? And how can we urban planners contribute? Reflection on planning practices has in the last decades concentrated on the process and - more recently - on the context dimensions of planning. In the meanwhile the city, the object of our analyses and interventions, has become increasingly open, dynamic, plural. Physical boundaries, however we define them, are continuously negated by growing flows of people, goods, and information. As elaborated upon in the first part of the paper, of crucial importance for urban planners is the dramatic impact of all this on the established relationships between socio-economic organisational patterns and physical forms. Especially intriguing are situations where the existing organisational arrangements do not suf-

fice any more and new ones, also but not exclusively implying new physical configurations, have to be searched for.

Station area redevelopment - one of the most defying tasks urban planners in Europe are currently being faced with - is a poignant exemplification of such a situation, as discussed in the second part of the paper. The more promising approaches share two characteristics. On one side they are founded on an understanding of both the challenges and the opportunities that the increasingly open nature of the city offers to the station area, a place where the potential for socio-economic and physical interaction is at its highest. On the other side, they allow different programmes the freedom to develop autonomously, albeit within a framework ensuring co-ordination, that is, solution of conflicts and exploitation of synergies. This co-ordinating framework, rather than just a physical one, is also an institutional one, an organisational arrangement keeping participating actors in ongoing, effective interaction.



## **From ideas, through plans to build reality. A concept for teaching planning**

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The main intention of this planning course is to enhance the students awareness of the different stages from ideas and images to written and drawn plans to built 3- dimensional physical form.

The course also focuses on the fact that most categories of physical plans are created in a cultural context and they very often have social consequences. The students work in groups of 3 - 5 persons and study a concrete planned and built area. They read planning documents, interview relevant planners and civil servants, and undertake field studies to see how the plans are realized and work. The students are asked to look for traces of ideas, such as zone planning, neighbourhood units, traffic differentiation and so on.

Special attention is given to the issue of rhetoric in planning documents. Students look for the use of different rhetorical figures such as metaphors and metonymies. Basic literature in the theoretical section of the course is based on the "New Rhetoric"

of Belgian philosopher Chaim Perelman. Perelman's "New Rhetoric" is based on three pillars;

Framework of argumentation (the relationship to the audience that is to be influenced by the argumentation)

The starting point of argumentation (prior agreements)

Argumentative techniques (associative and dissociative schemes, the dormant metaphor)

Experience so far has shown that the students look at their physical environment with new eyes and they read planning documents with a more critical attitude. As a result, they are surprised by the great differences they observe between ideology, plans and the realized environment.



## Problems of implementation in planning education: A case study from Turkey

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The rise of the global economy and its social dynamics composed of different localities with different problems, challenges the effectiveness of land use regulation and local zoning mechanisms in a world of continuing change and require the development of structure planning. This planning system is characterised by competitiveness and efficiency in the global scale in the beginning of the 21st century and introduces citizen rights based on the concepts of solidarity and citizenship, and the dynamics of cultural change as the urban designer's primary concerns with decentralised government systems supporting local democracy as the preconditions of an effective and intensive participation.

Turkey is in a transformation period with both of its economic and social developments in order to adopt to the changing face of the world. However, the typical political regime is still comprehensive and in-

terventionist with a centralised decision-making model, a legal framework that has not been developed to enable the implementation of structure plans

The subject of the paper will be testing the process of structure planning from the aspect of education in the case of 2nd year studio at Gazi University, Department of Urban and Regional Planning, Ankara. In this educational programme depending on the rising public expectations such as citizen participation and a sustainable and liveable urban environment, the students are conducted to act as deal makers in organising the needs of local actors.

However, the educational system is confronted with problems of implementation originating from the legal atmosphere in Turkey, which keeps the planning education under pressure as well.

The paper will cover a discussion on the changing planning education in a case study from a Black Sea littoral settlement, in which elements of structure plans will be argued. It will also include how these problems are dealt with in the planning education process stressing on the impossibilities planners' face with, under the circumstances of Turkey's legal structure.



## **Planning in paradise. A joint Portuguese and American summer educational program.**

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The University of Tennessee (UT) School of Planning and University of Coimbra (UC) Institute for Urban and Regional Planning in conjunction with the Commission for Coordination of the Central Region (CCRC) have developed a summer program where UT graduate student work in Portugal to help local committees plan solutions to development issues. In 1993 the students assessed the tourism potential of the Mondego River Valley. The following summer the student worked on issues associated with the protection of the Serra da Estrela Nature Preserve. In year three a group of planning and architecture students focused on the revitalization of Figueira da Foz, an older resort community on the Atlantic coast at the mouth of the Mondego River. Then the students worked through the local government on the development of S. Jacinto an older fishing village and Barrier Peninsula between the Lagoon da Aveiro and the Atlantic Ocean. In the summer of 1998 the students will focus their studies in a wetlands area know as "the land of the ducks" outside of

Aveiro.

The studies undertaken have been beneficial to the local communities as they address development and conservation problems. These activities have been especially important to the students who participated since not only do they have to apply their planning skills but they must also adjust to different cultural and legislative environments. To date, by all measures, the summer program has been successful, so much so that the University of Tennessee and the University of Coimbra have developed a formal cooperative agreement which will enable Portuguese faculty and students to come to Tennessee to assist in studies in the Tennessee River Valley.

The presentation will discuss the projects and studies undertaken so far, highlight the elements of the cooperative agreement and summarize future plans for the program.



## The approximation processes of planning systems and the planning education

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The transition of the socio-economic and political system in Europe has created a new situation for regional and municipal development. The previous centralised planning system in the Eastern European countries has been replaced, to reflect new decentralised and democratic systems of governance but the united Europe brings new contexts for national planning systems in the Western European countries as well. Nowadays the European dimension of regional and spatial planning and economic development grows rapidly and it must be related to national and regional planning and local economic development and land-use. Co-operation with land-use planners and economists in Europe must build on the planning skills and international knowledge by adding their experience and by comparing planning knowledge and planning practice of other European countries. It means to realise a wide approximation process in the planning education and

planning practice all over the Europe, with respect to the specific features of planning-culture of each country.

The administration of regional and municipal planning and development has been changed in the context of united Europe and free market. In the context of the cross-border co-operation and internationalisation of environmental problems. It is necessary to review, in a wider context, the implications of these changes for the responsibilities and competencies on the European, regional and municipal level and to create the basis for effective development of international, interregional and inter-local collaboration and networks. It is therefore very important and timely to bring up-to-date and wider knowledge of the new planning issues (role of administrative staff, planning instruments, degree of discretion and flexibility, involvement of the public and effectiveness of the planning system, standards of professional work in the field of decision-making) to the land-use planners and associated professionals working within new international, national, regional and local contexts.

## The Objectives of Geography for Planning Knowledge in Israel

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Physical planning is one of the aspects of the planning, dealing with land use and rational exploitation of space for man's needs. Physical planning emanates from a certain conception and is subservient to government policy, its objective to fashion the image of a country according to agreed and even changing guidelines and principles.

Geography, on the other hand, is connected with the natural environment and the relations between man and landscape. It is capable of analyzing special phenomena in nationwide and regional perspective through analytical and cartographical methods, and is therefore closely linked to physical planning.

In Israel geography was not recognized for many years as a scientific and practical discipline, but the establishment of the state, with its building and rehabilitation needs on the one hand, and the development of scientific study on the other, created awareness to the issues of physical planning. But, because of differences in the

pace of development, when physical planning was under pressure for rapid implementation, while geography in Israel was still taking its first steps as a science, numerous physical facts were established without plausible geographical calculations.

The adaption of geography to changing environmental conditions and to implication of planning is now calling for a basic change in research and teaching methods. Geography is now adapted to the demands of the future, to make it more practical, with greater ability to forecast and direct and to develop it as a discipline serving the future and not merely depicting past and present.



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Learning from our own experience is perhaps the most compelling kind of learning, relevant both academia and our personal lives. This has been recognised since the time of the early Greek philosophers. Planning education across Europe typically incorporates various ways of learning by doing as part of the curriculum. This paper analyses the educational theories underpinning the concept of experiential learning and explores why it can be a powerful tool in learning. It explores various types of knowledge, the nature of the learning process and the pitfalls associated with experiential learning.

Learning theories give pointers to good teaching practice which helps make learning meaningful. One key is building reflection into the educational process in an active way to bring about change and influence results. Critical reflection is not a simple linear sequence; it is a complex proc-

ess. Research shows that is often lacking within the educational context. Planning courses can help establish lifelong patterns of learning and it is therefore helpful to be explicit about the nature of experiential learning. This can help individuals and organisations deal with change and be more creative in how they evolve strategies to solve problems.

The wider planning profession should be concerned about the interaction between education and practice. Integration can help all sides if carried out appropriately and can involve the wider community as well. Initial professional education is important in meeting future needs of the profession, and these are changing all the time. We can never hope to find all the answers but we can strive to influence thinking and learning patterns to help people deal with the future.

## **The history of the first Portuguese graduation course in town planning, at Lusófona University**

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1. The social need for the course and the budding of a profession.

1.1. From social and societal need to the development of a theoretical and technical body of knowledge.

1.2. International imports and local contributions: periods in portuguese town planning practice.

1.3. From socially recognized need to academic recognition.

1.4. From professional existence "de facto" to formal statutory recognition.

2. The objectives of the course.

2.1. The education and training needed to solve problems of land-use and spatial form at scales ranging from urban design to metropolitan planning.

2.2. Interaction with market needs, private and public.

3. The structure of the course and its evolution.

- sociological beginnings

- problems of form: the invasion of designing and drawing

- current anguishes: designing the city or managing the city; what theory, what

tools?

4. Theoretical problems of course contents

4.1. The essential nucleus of knowledge.

4.2. Ancillary knowledge and the relationship with contributing disciplines.

5. Practical problems confronting this experiment.

5.1. Private higher education and the problems of investment.

5.2. Students intake: quantity and quality.

5.3. Teaching and teachers: learning from experience.

5.4. Relations with professional bodies (ECTP, AESOP, AUP, AAP).



## Village renewal - a new commitment for society in East Europe

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Nowadays, village renewal in Austria represents a dynamic process comprising the renewal, maintenance and advancement of the „vital space village". It is aimed at improving the living conditions of people in the rural area and at providing the required basis thereof. Apart from increasing self-responsibility this process calls for the creation of a sensitive atmosphere allowing for self-development within a community thus enhancing the responsibility of the inhabitants concerned within their immediate vital space. Naturally, inasfar as the idea of village renewal is to turn out a success depends mainly on how well the inhabitants are integrated in decision finding. The co-operation of all those involved in village life (citizens, associations, church, etc.) with the public institutions is necessary; therefore village renewal is to be regarded as a social commitment.

Village renewal has become a major citizen issue throughout all provinces of Austria ever since the early eighties and valuable experience has been acquired within the

field.

In the times of a united Europe this experience and the approved planning knowledge is to be made available to the countries of former eastern Europe, e.g. the „know-how"-transfer from an EU-country to a non-EU-country is to be promoted within the framework of a EU-PHARE-project.

The Lower Austrian Province Association for Village and Urban Renewal (Niederösterreichischer Landesverband für Dorf- und Stadterneuerung) and the Institute for Local Planning at the Vienna University of Technology have joined in this project with the Rumanian School for Social, Economical and Agricultural affairs in Alba Iulia. The co-operation of students and teachers from Austria and Rumania and the team of the Lower Austrian Province Association have resulted in a meaningful mutual learning process.

The project is aimed at founding a „School of Village renewal" for future village renewal counsellors in Rumania and at drawing up a project for village renewal and development in the small village of Garbova in the region of Siebenbürgen taking into account the social, economic and ecological problem situations of this region by approaching specific solutions thereof.

Motivation of the inhabitants concerned is what will really count, as participation throughout the planning process regarding further development of their village is of utmost importance.



## **The system of planning education in Azerbaijan and problems of initialisation of planning knowledge in practice**

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During the past few years the system of planned education in Azerbaijan has changed due to the shift to the system of market relationships. Perestroyka has primarily influenced the system of education. Immediately have been established private educational institutions where most modern and fashioned specialities were thought. Specialities, previously inaccessible by the general population of Azerbaijan started to be thought as well. These were courses related to the international relations. Currently, many specialists are being prepared in the disciplines of economics, international law and international relationship.

All this has influenced the system of cadres' preparation in the planning sphere. Many disciplines started to vanish since there was no economic need in their existence. Such specialities like planning of the certain branches of industry, planning of agriculture, city planning and city architecture and building simply ceased to exist or stopped being taught. Some have re-profiled and now are being taught together with management courses. Of course, all this does not replace those disciplines being related to planning.

The teaching methods have also being changed. Current replacement of an old educational system to the new one, presently used in Europe and USA have resulted in the loss of the whole raw of positive factors and characteristics in-built in the previous system. The time span needed for a completion of and education in

the institutions of higher learning has also been cut off.

However, time has shown that it is still very early to cross out many disciplines related to the planning of agriculture and industry. The need for a fast restoring of such specialities was dictated by life situation. And currently the whole package is being started to be taught again.

For whom are we preparing specialists? National economy, practically all branches of industry are in need of good, well prepared cadres. Therefore in all private and state institutions such disciplines like planning and management, economical cybernetics and some others have started to be taught again.

Certain levels of planning exist in countries with transitional economy. These are ministries, governmental, state, corporate levels. Indeed, the need for preparing for them the suitable specialists able to work in new market economy have also arose. Specialists are also needed for the regional planning. Here we have more complicated system of cadre preparation. Practically, the sphere of their activity is somewhere on the level of municipal and regional levels of management.

There is a sphere where in practice is used previous system of planning, but changed ownership conditions, system of interrelationships on all levels have lead to the necessity of re-thinking of all priorities of planning and their goals. This in return requires forming of new disciplines, writing of the new textbooks and establishing of the new system of education.

Orientation towards the goals of planning establishes the need for re-thinking of all methods and processes of planning, and consequently all system of education for planning personnel.

The report is evaluating the system of economic education and cadres preparation in Azerbaijan State Economic Institute.



## Public transport and tourism - the results of an interdisciplinary study project

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Each year the Department of Planning of the School of Engineering Rapperswil selects a so-called Partner Region or District with the educational objective of pursuing studies and projects within a practice-oriented and thus realistic context. Both urban and rural areas, with their differing spatial needs, are taken into consideration in this process. The region of "Prattigau" has been selected for the current academic year - a touristic mountain region in Canton Graubunden, situated in a valley leading to the internationally renowned holiday resort Davos.

Within the context of a two-week interdisciplinary study project involving final year students, we are currently dealing with regional issues arising from the main theme of "Public Transport and Tourism".

The frequent use of private vehicles for holiday and leisure transport has led to an increased overloading of the road networks. The quality of life in the tourist areas and communities along the access

routes has thus been considerably affected. Such trends lead to deterioration in recreational attractiveness, to a loss of regular visitors and holidaymakers, and eventually to a weakening of touristic competitiveness. For these reasons, an improvement in public transport within touristic focal areas is of equal paramount importance as in the urban situation.

Following a brief but intensive examination of the present and future problems of the Prattigau region, the students are required to develop concrete solutions and formulate related measures covering specific aspects. At the end of the semester, these should lead to a comprehensive statement concerning the recommended proposals.



## **Greek planning education and practice**

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The beginning of spatial planning in Greece has been delayed compared to most other European countries. During the 1980's a growth has been observed in planning practice, which lead to the establishment of the first planning education program at the University of Thessaly.

In recent years, the number of urban and regional plans and programs designed and implemented have significantly increased, while at the same time the subject matter of planning was broaden from strictly urban level to local and regional development plans, environmental management and protection plans and more recently to strategic spatial organisation plans. Planning education has followed a similar course. In the earlier years, planning was limited to a small number of courses in urban design in schools of Architecture. Since the early 1980's, the first graduate studies programs started offering courses in regional development and latter an undergraduate program from an economist's point of view was established. During the end of the

1980's, the first undergraduate program of planning and regional development was established and in the coming September the first graduate program in city and regional planning will start operation at the University of Thessaly. During the same period, other related programs of geography, environmental analysis and management were initiated.

The two phenomena of planning practice and education are obviously interrelated. The broadening of the practice has influenced the demand for education, developed planning research and increased the legitimacy of planning practice. At the same time, external forces played an important role in the growth of planning practice, including Greece's full membership in the European Community, increased public sensitivity on environmental issues and the globalisation trends of the economy. One can reasonably expect that planning practice and education in Greece will continue to grow in the future.



## **Spatial planning as a design discipline and what that means for planning education**

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Spatial planning as a design discipline:  
and what that means for planning education

Spatial planning can be studied as a social activity, in order to understand it better. For the education of planners, however, it is necessary to teach how to practise it better. Spatial planning is seen as the designing and taking of measures and the designing of policy in order to shape the spatial disposition of buildings and built spaces and the activities that take place in and on them, also the activities on the unbuilt land (in short, the spatial disposition of activities, buildings and spaces in a territory). However, the body which commissions and adopts spatial policy is usually not able to implement it directly. The practice involves, then, not so much the designing of a spatial disposition as the designing of a policy for realising a desired spatial disposition. This includes the designing of individual measures, of policies and of spatial plans, of regulations and ordinances, of housing and traffic policies, of procedures by which policy can be made and realised, etc. Attention needs to be

paid as much to designing the procedures for choosing and realising the measures and policies as to designing their content. This approach places special demands on planning education. In particular, the designing of individual measures and of policies should be the line running through the whole course, with all other courses (such as history, planning theory, research methods, etc) explicitly related to that. Other 'policy sciences' also can be seen as 'design disciplines' and spatial planning can learn from them in this respect.



**Curriculum guidelines for special and sustainable development planning  
(Master Course)**

**- An attempt for an integrated and international approach -**

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The aim of this paper is to present the background content and the process of spatial and sustainable development planning education at the Faculty of Sciences and Technology of the New University of Lisbon, on the basis of the experiences carried out by the Master and Post-Graduated Courses on Spatial and Environmental Planning co-ordinated by the author.

It is further recognised by our scientific staff that development is threatened if it fails to consider its environmental and spatial resource base and thus, an improvement in the quality of university education in spatial and sustainable development planning is considered essential in the frame work of the European Union.

A deficiency in education opportunities in this field is acting as a constraint to the development and management of sustainable forms of the different sectorial activities (agriculture, industry, transports, tourism, etc), which may ultimately affect the long term competitiveness of the European

countries, specially the periferic ones.

A problem at present in this process is that has been identified that many development decision-makers (and teachers), namely in Portugal, are unfamiliar with European developments in the concepts and practical applications of spatial and sustainable development planning and are unaware of, or do not have access to, materials and courses in this field. A primary output of this paper will be therefore to provide a framework and materials to inform the development of courses for use by planning teachers, particularly for post-graduate and master level courses in spatial and sustainable development planning. The curriculum guidelines will be provided within the context of this overall goal.



## **THE CHALLENGE OF THE SOCIAL LEGITIMATION OF PLANNING**



## **DENIAL OF THE SELF: Architect-Planners in Search of a Social Science Theory**

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could master of a unique methodology which is historical, non-positivist, and suggestive (as compared to demonstrative) in analysis.

The paper will be focussed on the question of how to best train doctoral students in urban planning with architecture background, as compared to students with prior training in social sciences. The paper will be divided into three parts. First, we will evaluate three claims Architect-Planners usually make about their comparative advantages in Doctoral programs; and we will demonstrate that none of those three claims are supported by evidence. Second, we will identify three major weaknesses of Architect-Planners who seek doctoral degrees in Planning; and finally, we will argue that all three weaknesses can be turned into strengths if Architect-Planners stop seeking to be second rate social scientists and acknowledge that they



## Consensus building in biosphere reserves planning

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The implementation of a plan in a biospheric reserve often requires the bridging of conflicting interests between national conservation groups and local population residing in or living near conservation areas.

The paper describes a plan and a process for the management of conflicting interests among state conservation and national park authorities and the Druze villagers of the Carmel Mountains in Israel.

Initial findings from the Carmel study shows that the most important three initial aspects that helped bring the conflicting parties together are:

- Development of trust in the negotiator among all groups.
- Internalisation by the parties of the idea that planning and common plan making process will help advance the group's interests.

- Agreement of the groups on one set of issues as a common context to be used in bridging their interests.

The three aspects were found to be important preconditions for achieving an initial agreement by the parties on the method and process needed to reach an agreement that would include land parcel exchange, redefinition of boundaries and allocation of land for conservation and for various land uses.

These three primary aspects and the consequent bridging process were found to be indispensable preconditions for the identification and design of the planning and management stages needed for the successful commencement of an implementation of land settlement process within a biosphere reserve region.



## Learning from experience

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Flanders took a new direction in the practice of spatial planning in the 1990's. It moved from an exclusive emphasis on traditional land use planning towards a much more strategic and action oriented structure planning. This new approach was directly aimed at eradicating purely speculative and technocratic town planning. At the same time a new emphasis was put on planning at the national and regional scale. This means that planners (both consultants and civil servants) were not only confronted with a substantially different planning approach but also with a clear shift from the local to the regional and the national scale. These shifts suggest that the commonly used planner's tool-kit and the role of planners and planning have to be adjusted to the needs of this new type of planning.

This paper examines:

- \* how the planners 'on the shop floor' dealt with these challenges;
- \* to what extent the new approach gave rise to learning processes, changes in men-

tality, a larger involvement of the public in planning;

\* to what extent the new approach was reduced to a new formal jargon with the same traditional viewpoints.

From my own experience in planning practice and from my more theoretical work in planning influenced by Healey, Forester, the Fainstains, Friedmann... I formulate a set of skills and attitudes needed to cope with these new challenges. This set of skills and attitudes is then confronted with a selected number of planners through in-depth interviews.

The project provides evidence how planners 'on the shop floor' react and adapt to new challenges.



## New roles of professional planners

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The evolution of the planning profession, together with the proliferation of new planning activities, is determining increasingly diverse roles in planners' activities. These vary considerably according to national, regional and local circumstances, and their effectiveness also varies according to the different contexts.

Besides the academic and professional requirements and training of professional planners for the next century, it is eventually more relevant to discuss now their expected roles, according to the evolving planning culture.

The planning profession needs to move beyond the traditional technician/administrator - the technical expert at the service of elected officials. Planners must also actively provide support for plan implementation, acting as mobilisers of public agencies, investors, and the public at large, directly or through the media.

They also have to act as mediators or bro-

kers combining their technical expertise to devise new alternative solutions, with particular skills to change conflicting interests into supportive coalitions. This implies the identification of common interests which, when addressing the problems to be solved, also bridge the differences.

Planners also need to be entrepreneurial in the sense of gathering support for the plan, not only the necessary political leverage, but also the necessary means (financial, technical, administrative, etc.). This might prove especially difficult for initiatives only yielding medium and long-term results but calls for true managerial skills in a planning context.

Planners also need develop advocate roles, in order to represent special interest groups, essential in ensuring public participation, approaching the administration to those administered, but preventing the blocking of decision making.

Though the relative importance of the different roles vary according to time, space and social contexts, the growing role of planners as facilitators and communicators and the need for their qualifications to give advice seems to be of undeniable importance.

The limits of rationality before the underlying uncertainty of the planning process call for these new roles which will change the face of the profession.



## **Doomed to success: the Guadiana River Valley Natural Park**

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Local communities have frequently objected the creation of Natural Parks in Portugal as they consider it as a heavy bundle of restrictions and prohibitions to development. This reaction is a result of an insubstantial involvement of the public in the planning process, which does not accommodate the emerging public greater demand for active.

Nevertheless, the Master Plan for a Natural Park is intended to foster collaboration among the local institutions and other public or private entities as a way to develop a structural project to address the sustained development of the region in conjunction with the preservation of natural, semi-natural and human landscapes. However, like in other planning cases in Portugal, public participation has been relatively procedural.

The recent trends in the field have shown the solution might be in the involvement of the main stakeholders right from the beginning of the process, using consensus building and collaborative group processes, whereby a common ground for consensus or broad agreement can be achieved. Moreover, by building this kind

of partnerships, implementation has more chances to be successful, as the public feels the Plan emerged out of their own needs and will thereby contribute with useful input to the process.

The case study presented in this paper is the development of the Master Plan for the Guadiana River Valley Natural Park, which occupies about half of Mértola's Municipality area in Portugal. This paper will investigate the reasons why the development of the Master Plan for the Guadiana River Valley Natural Park is probably doomed to be one of the most successful cases of social legitimization of the planning of protected areas in Portugal. It will point out the efforts that are being developed to involve the local community in managing the Natural Park, and how the creation of relationships and networks among the stakeholders will definitely influence the process. It will also explore both the benefits and the problems of involving people with different perceptions of the problem, different sets of values and criteria, different levels of knowledge, and different interests, as means of creation of social and intellectual capital for the process.



## Planning for sale! – are negotiated developments efficient and equitable?

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Planners usually consider the impact of their plans on the public best. Will a certain plan help preserve and improve the quality of life, urban development, or the environment? Yet, planning has other effects, too.

Planning affects the land market and can decrease or increase the value of private property. Through land use regulation, a landowner can lose value, e.g., because she is enjoined from developing her land for the sake of wetland protection. Provided the market is right, however, zoning can turn farmland into a valuable asset or increase real estate values by permitting more profitable uses. Although most planning systems demand that landowners be compensated for their losses, the profit of developers, gained through favourable planning, is rarely subjected to value capture. By socialising losses and privatising profits, many planning systems fail to establish well-balanced development control.

Apart from raising land taxes or exacting development fees, negotiations between planning authorities and developers have been advocated as suitable instruments of benefit sharing. Development negotiations seek to achieve a mutually beneficial agreement: the developer agrees to share some of the profits gained through planning, and the development authority agrees to permit the proposed development. Although negotiated developments seem to solve the problem of value capture, they have been criticised for various reasons. Some suspect that "negotiated development" is merely a clever name for sweetheart deals and corruption. Others fear that local governments are not clever enough to negotiate with economically apt developers. Above all, negotiating developments goes against the grain of planning culture. Many planners feel that planning, dedicated to the public best, must not be for sale.

The paper discusses whether negotiating developments can achieve results, which are more efficient and more equitable than the results of traditional planning.



## **Stakeholder participation, planning and public expectations in renewal areas: the experience of North West England**

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Public participation in planning and housing renewal has been a statutory obligation on local authorities in Britain since the passing of the Town & Country Planning Act 1968 and The Housing Act 1969.

However, in line with emerging thinking about widening accountability and increasing local ownership of the policy making process when, under the Local Government & Housing Act 1989, the government created a new form of area-based housing renewal policy - 'Renewal Areas' (a replacement for the former General Improvement Areas and Housing Action Areas), they required local authorities designating such areas to facilitate and encourage 'stakeholder' involvement in the policy formulation process. The term 'stakeholder' was intended to include not only local residents but also local employers, employees, property owners, institutions and anyone else who had a 'stake' in the future of the area. In other words the development and implementation of a regeneration strategy for the Renewal Area was to be a partnership between the local

authority and local stakeholders. This paper examines the nature and extent of stakeholder involvement in Renewal Areas in North West England in the 1990s. Drawing upon a number of case studies in the region, specific comments are made about the nature of the participation process; the issues influenced and not influenced by participation; the groups most and least likely to be included in the participation process; the stages at which participation is most likely to occur; the perceived utility of participation from the perspectives of both stakeholders and local authorities. General conclusions are drawn about the extent to which current practice represents an advance on previous practice and whether it represents a real devolution of power to local communities or simply a further means of legitimising central and local government decision making.



## Planning aid in the United Kingdom

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The planning profession in the United Kingdom is represented by the Royal Town Planning Institute (RTPI). The institute promotes and supports a wide range of initiatives. One close to its heart is Planning Aid essentially a volunteer service provided by qualified Chartered Town Planners to groups and members of the public who either cannot afford to pay for professional consultation on planning matters or are unable or unwilling to consult directly with their local authority. This effort is administered at the regional (branch) level with some institute funding but also with external funding.

The paper will review the development of the service, provide an analysis of a recent survey on what is provided and review how branches are variously coping with an increasing workload. It will also consider the dichotomy associated with the free provision of advice given by professionals who may be on business in their own right or who are working for local plan-

ning authorities with a direct interest in the topic raised by the client.

Planning Aid is of increasing importance in the UK context. It is perhaps one of the few areas of planning fully recognised to be focused on and directly supportive to the public interest.



## **Mainstreaming a gender perspective in local and regional planning and development**

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Drawing on recently completed work including research funded by the 4th action programme of equal opportunities between men and women, this paper considers the mainstreaming of a gender perspective and asks what this means for planning and development: the methods of interacting with citizens and the education of planners.

Mainstreaming is the "integration of equality into the mainstream policy formation and implementation". It is a policy that has been embraced at the International Women's conference in Beijing and at European level through the 3rd, 4th and 5th action programmes. At the same time in the EC the Women's Committee of MEPs has lobbied to incorporate a gender perspective which would demand gender awareness and action across all Community policies and activities.

The gender perspective brings together earlier approaches to equality: The equal opportunities perspective which called for equal rights, responsibilities and opportu-

nities for women to enter the arenas of planning, development and evaluation The Women's Perspective which focused on innovative practice brought forth by women themselves.

The gender perspective accepts diversity among men and women and accepted new epistemologies.

The paper looks at a mosaic of best practice with relevant criteria and indicators to demonstrate how we may work to deliver a gender sensitive planning system.



## **Integrated development planning in South Africa: A critical reflection on process, participation and expectations**

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In line with the drive towards reconstruction and development taking place in South Africa since the 1994 elections, planning processes and systems have been transformed on national, provincial and local levels. With the promulgation of the Development Facilitation Act and the Local Government Transitional Second Amendment Act, authorities on all levels embarked on the drafting of a series of integrated development plans (IDP's). These processes are strongly committed to public participation and form an integral part of the national consultation framework, which *inter alia* aims at legitimising planning in South Africa. This move of planning and planners to get more involved in the social fabric of communities is in accordance with international and local discourses in planning theory, which emphasises the shift from prescriptive physical intervention towards learning and planning through discourse with the community.

However, regardless of this participative approach, current integrated development

planning processes in South Africa are almost without exception, largely based on detailed regulations and prescriptions regarding overarching methodologies and time frames prescribed by provincial, metropolitan and local governments. With IDP's nearing their first round of completion, the question can be asked whether planning is participating in the process of reconstruction and development which is people orientated and location and community specific, or whether people are 'forced' or 'conned' into participating in standardised planning processes, which alienate them from real participation and power, only to create false expectations and legitimise actions of local and metropolitan authorities?

Against the mentioned background, the paper critically evaluates the unreflective adoption of the current, standardised process of integrated development planning in South Africa, and poses the question whether planning and its processes are shaped according to community needs or whether the community is only tailored according to planning's needs?



## The British planning system: conforming to whose standards?

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Transparency in decision-making and responding to customer care will be themes for public administrators to learn and hum in the new millennium. With a rationale based on equality, social justice and the public interest, town-planning systems remains an important institutional focus for local democracy. Their design with in-built balances of power and creative tension between the different tiers of government (European, national, county/regional and local) - and between officials and elected members - provides social legitimacy for this form of state regulation. The way in which planning systems are structured though shapes the attention of administrators into certain kinds of conflict and away from others.

In the British system the structures of planning, the language, the processes of decision-making whether set out in statutes, circulars or ministerial judgements work to maintain the overall purpose of the planning system as defence of private prop-

erty and the public interest. The accretion of rules and institutional change over time may channel political and professional energies in ways, which contradict the system's original founding principles. Fragmentation of the institutional capital into discrete responsibilities, as in the British context, has led to more recent political efforts to paper over the gaps through partnership approaches to create synergy of effort. In a situation also of heterogeneous customer groups and limited consensus over how to define the 'public interest' it would be interesting to assess whose needs the institutional tinkering purports to address.

With these considerations in mind the paper reviews the nature of contemporary statutory and procedural changes in the British planning system in the 1990s to assess whether redesign has inhibited or promoted the local democratic input. Through empirical case study and documentary review two key questions will be asked: How is planning responding to society's needs or the demands of different communities of interest? How is the notion of the 'public interest' conceived in strategic planning documents?



## **Planners and environmental justice: environmental degradation and the decline of poor and minority neighbourhoods.**

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In the context of growing concerns about environmental injustice (the disproportionate effects of toxic facilities on disadvantaged communities), this paper first proposes a theoretical model of the effects of environmental degradation on residential choices and neighbourhood decline, and ultimately on environmental injustice. Second, given this framework, I discuss the roles and responsibilities of planners facing environmental injustice and its social consequences. Because the social legitimisation of the planning profession is largely based on the fact that we work for the "public interest", it is essential that we strive to serve and empower the disadvantaged communities which bear or could bear a disproportionate share of the burden of hosting noxious facilities.

This paper presents a theoretical framework for addressing the widely unexplored relationships between environmental degradation and neighbourhood decline. I integrate theories of the environmental determinants of housing values, the mobility and migration literature, as well as environmental psychology works, indicating that environmental stress affects residential choices and mobility patterns, indirectly affecting social structures. The model includes community responses to environmen-

tal stress (as community organising) as well as individual and household responses (in terms of the decision to leave or stay in a polluted area).

As practice-oriented social scientists, planners have an essential role to play in increasing our understanding of the causes of environmental injustice. Given that planners' role is to work for the public interest (Marcuse, 1976; Klosterman, 1980; Sager, 1994), we must tackle the issue environmental injustice. First, as information providers, it is a primary role of planners to clearly communicate the level of health risks to which communities are or would be exposed. Second, we should work toward understanding which social, economic and/or political institutions or conflicts of interest are responsible for environmental injustice. Working toward more equity requires that priority should be given to "the goal of promoting a wider range of choices" (Krumholz, 1975). Increasing the empowerment levels of disadvantaged communities through economic development and political empowerment will reduce their likelihood of hosting toxic facilities. Planners should strive for higher levels of political representation and empowerment, developing or reinforcing community organisations, encouraging and facilitating the participation of citizens in decision-making. Finally, planners should strive for a global solution to the problem of environmental injustice. I argue that this is our professional responsibility to tackle this issue and that planners have the informational, analytical, organisational and communication skills to be effective in doing so. By adopting the model of equity planning, planners can help overcome illegitimate social inequalities and environmental injustice.



## The values of finnish planners compared with the values of the planning system

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Scandinavian planning system has developed in the spirit of modernism. Planning has been based on justice, equality and solidarity for weaks. In Finland the planning system has developed during the time of modernism. Modernism produced a city planning theory called functionalism. It was in architecture and city planning a protestant reformation putting faith in the liberating aspects of industrialization and mass-democracy. As external values functionalism had hygiene, ergonomy and fitness. The inner values were simplicity and honesty. That is how it was partly a moralistic movement. Le Corbusier ventured his celebrated dictum that the house is a " machine for modern living". He denounced all ornament as a crime, all individualism as sentimentality and all romanticism as kitsch. Now we have come into the postmodern period and in generally people don't believe any more on those values.

But how is today with the planners ? Do they still believe in social justice, equality and solidarity? In my study of Finnish plan-

ners (1997) the values have been measured by a model devised by Shalom Schwartz (1990).

In this paper I want to find out also what kind of values Finnish planning documents follow nowadays and if the values of planning are changed, what are the new values. Can we still see the impact of functionalism.

In my study of finnish planners the values have been measured by a model devised by Shalom Schwartz (1990). I have examined them in the light of theory of the universal content and structure of values. The MONITOR study, a sample of 2000 Finnish people interviewed every second year, shows that the direction in which values are moving is away from tradition, security, conformity and benevolence towards more self-direction, stimulation and hedonism. But my study shows that the values of planners are different. They prefer more benevolence and universalism in their values. In this paper I want compare the personal values of planners to the values of Finnish planning documents.



## Consensus-building in urban regeneration: recent practice in Scotland

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The practice of urban regeneration in Scotland has historically emphasised the importance of consensus between agencies responsible for the development of urban regeneration policy and those responsible for the implementation of such policy. Moreover, recent practice in Scottish urban regeneration policy displays an evolution in approach whereby the results of previous experience have been used to refine policy and its application. This had applied in particular to the encouragement and facilitation of consensus, and this may be illustrated by the development of the Urban Partnerships in the late 1980s, as well as the introduction of the Priority Partnership Areas initiative in the 1990s. This is in part because these initiatives placed a successively greater emphasis on a multi-sectoral or 'holistic' approach to area regeneration, as an attempt to avoid the shortcomings of many previous initiatives that concentrated on physical improvements at the expense of social and economic aspects of regeneration. Moreover, as part of such a 'holistic approach', the Urban Partnerships and Priority Part-

nership Areas have also placed increasing emphasis on a consensual approach that aims to involve a wide range of 'stakeholders' with a interest in urban regeneration, including the private sector as well as local communities. For instance, the Priority Partnership Areas initiative gives particular emphasis to the involvement of local people, with specific Scottish Office guidance being provided in this respect. The result has been the development of a relatively consensual, inclusive approach to policy-making and implementation, which, while problematic in its application, may offer several lessons for policy and practice in other contexts.



## **Is there a need to reinvent planning? A review of changing conceptualizations of the public interest in British planning**

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The turbulence, which characterised the 1980s, has left public planning in a state of transition; some would even argue terminal decline. The legitimisation of planning as an activity, which intervenes in land and property, markets has long rested on the notion that such actions are in the public interest. This public interest justification for planning has evolved and been influenced by the professionalisation and institutionalisation of the planning activity during the past century. Moreover, the nature of the values and duties implied in the concept of the public interest has changed markedly over its history. The utopian values of the turn of the century have now been replaced by a duty of fairness as the neo-liberalism of the 1980s has reduced planning to little more than a procedural device.

The purpose of this paper is to explore how the values and duties embodied in the public interest justification of the activity changed as planning in Britain gained pro-

fessional status and became increasingly institutionalised in the apparatus of the state. Attention is focused in particular on three phases of activity: the birth of planning in the period prior to the key founding legislation in 1947; the subsequent period of consensus over the value of state planning as part of a welfare economy; and finally the period since the mid-1970s characterised by a context of neo-liberalism. This review is used to argue that planning theorists need to re-engage with debates over values and not simply focus on procedural concerns if planning is to be perceived as having a significant contribution to make in the future.



## **Where recipes do not work - Speaking it right won't make it right: Ideals images versus hard realities in rural South Africa**

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The practice of planning has become a game of words. Words such as sustainability, community participation, equity, empowerment, diversification, densification, economic integration and equality have become famed over the last two years amongst planners in South Africa. These "buzzwords" are not only exploited by planners in everyday discourse, but recently became embedded in legislation and policy, believed to provide instantaneous solutions to ensure political legitimization of the process or product.

These principles form the basis of the Development Facilitation Act, the guiding framework for land development on all levels of government in South Africa at this stage. They are believed to have magical powers in addressing problems caused by years of Apartheid planning. However, there is a saying in South Africa, that "paper is patient", which is indeed the case with the blanket use (abuse) of these principles in almost all plans, frameworks and

policies - regardless of their applicability, real manifestation or impact on delivery.

This paper relates on the irony of one specific experience of integrated development planning in three regions of a former (black) Homeland area in the Mpumalanga Province of South Africa. The recipe's ingredients seemed to have been defied around every corner in these regions, rendering the applicability of all of them problematic. Specific contradictions are discussed, relating to the difficulties around ensuring economic development, integration, sustainability, diversification, densification and equality.

This paper also focuses on the ironic interplay between the adoption of a highly postmodernist consciousness with regard to planning procedures in South Africa and a place forever caught up in its modernist roots.



## The use of economic instruments to foster sound land use planning

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Planning has little tradition in Portugal, particularly in the field of land use. Traditionally, we have had very rigid law-based planning schemes, along with multiple exceptions and options left for local and central governments to decide upon, which, in practice, have resulted in a very bureaucratic, yet very inefficient, land use planning scheme. Portugal, like many other countries, has suffered from rapid, more or less chaotic urban expansion, little checked by existing planning procedures. Most problems occur in the coastal area, related to tourism and in suburban areas as people are drawn away from cities by high real-estate prices. Although there is national legislation for nature parks and preserves and for some ecologically sensitive areas, most decisions on urban development and land use rest with the municipalities. They have a strong incentive to promote urban growth, because most of their revenues come from construction-related taxes. Landowners have also a strong incentive to apply for building per-

mits, because "urbanisable" land is much more valuable than agricultural or natural land. Land taxation and local authority income is regulated (or not) by a motley of national and municipal, old and new regulations. It is an incoherent, inequitable system, besides resulting, in practice, damaging to the environment and natural resources. The system is now undergoing review. The authors have examined both the old system and a new system proposed in a study commissioned by the Portuguese Ministry of Finance. We found that relatively minor changes to the tax/local revenue system, well within budget flexibility, could provide powerful economic incentives, to both municipalities and landowners, to protect natural and arable land, along with better urbanisation standards. However, in order to work, such a tax/revenue system would have to be linked with the planning system, regarding both land use regulations and development issues (nowadays there is no link whatsoever between local government accounting, financing of development projects and planning/environmental issues). Other major obstacles are the inertia of fiscal administration, the need for generalisation of information technologies such as geographic information's systems and, above all, political will. Future development of this paper will be the demonstration on how these difficulties may be overcome in order to promote better land use management.



## **The planning systems are dead. Long live the planning systems**

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plans and the main questions that arise for planners in this integration process. For example: does these process leads to an integration of planning systems?

In the eyes of non-Dutch planners the Dutch planners are blessed with several planning tools with a sound bases in a legal planning system. A closer look shows even the existence of different planning systems for the environment of which the most important examples are the spatial planning system, the environmental planning system and a planning system for the water management. Although this may feel like heaven for planners from countries with a lack of sufficient planning tools, it sometimes feels like hell for Dutch planners, which are involved in the co-ordination of the different plans. As it does to politicians and citizens which have to work with these plans. In order to find a solution for the problems that arise from the uncoordinated plans, the Dutch trend is integration in planning. But does that mean integration of planning systems?

The paper will focus on the different features of the (most important) planning systems: the trends towards integration of



## Planning Theory, Public Participation and Civic Engagement

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This paper is about two real life experiences of public participation in the framework of urban planning exercises. The results of those experiences highlight the fallacy of arguments often used about cultural constraints to more participatory planning processes. Moreover, they also illustrate that purposely designed public participation exercises can change perceptions about the content of the plans, about the method of plan-making as well as about what plans are for and the ways they can and should be used.

The two real life experiences took place in different middle-sized towns. They refer to processes of public involvement in the discussion of what was regarded as the main challenges to urban development, in those two sepecific situations, by a relatively large and significant group of 'urban actors'. The processes of public participation were stimulated and to some extent coordinated by two planners who were acting as citizens rather than involved themselves as professionals in the planning

exercise. The two experiences shared the guiding theoretical framework to the design of those processes. They were rooted in the view of debate as a social learning process and were based on the principles of the inclusionary approach to public participation and collaboratibe planning. The paper will highlight the methodology adopted for organizing the process of public participation, its rationale, the results achieved and will discuss the implications of such results in terms of the dominant ideas about the purpose and nature of planning in Portugal.



## **Ambiguous communication: planner's role and legitimate actions**

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dominantly, planning theorists; and how these theoretical portraits of planners look when viewed in a "practical" light.

Recent planning theory displays with a marked consensus that planning is political. How a planner should react to her political role is not so easily deduced from the literature, though it is relatively clear that she can not rely solely on her (technical) expertise. A favoured way to solve the problem of legitimacy or authority is to facilitate agreements through mediation and/or communicative techniques. It is, however, not necessarily true that as the planner's role extends to these domains, she is also trained to do these tasks. We must also ask how planners justify, argue for and legitimise their actions, and to whom they are accountable.

In this paper I discuss the problems of legitimate action and accountability in a situation where planning theorists extend the domain of planning into areas traditionally occupied by politicians. The paper is based on reading of some relatively recent literature, as well as some that is less recent but well known and widely read. My focus is how planning is portrayed by, pre-



## Planning, governance and children

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This paper will explore the potential for greater social legitimisation of planning, through the involvement of children in the work of planners concerned with urban regeneration and the development of new forms of participative urban governance. Drawing on empirical work by the author and colleagues, it highlights the way in which children are largely disregarded throughout the consultation process and in the development of community forums, often to be given only token involvement in small scale design projects.

Whilst some work is being done with young people from early adolescence onwards, this paper concentrates on much younger children, from 5 to 11 years. It will be illustrated with the voices of children from one inner urban area, where local planners and other institutions have been involved in a community development project. It will highlight the children's perceptions of their neighbourhood and awareness of the rights and responsibilities of citizenship. It will bring to light the degree to which

even small children are capable of understanding levels of governance and social organisation. It suggests a wider role for planning in the socialisation of children in difficult and troubled neighbourhoods, and the need for planners to extend their role as mediators and educators to involve children.

In concluding, the paper suggests ways in which planning may be legitimised in the eyes of the community and especially in the eyes of future generations, by planners acting as a vehicle for the involvement of children in urban community regeneration.



## The challenge of the social legitimisation of planning

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Changes in social legitimisation of planning are discussed with reference to transformations in the forms and principles of planning activity regulation.

The growing valorisation of the strategic dimension of planning is stressed, as a means of enhance its responsiveness, in the face of the new territorial dynamics and problematics but also of different economic, social and environmental conflicts.

The process of building explicit structures of social compromise is then stressed, not under a "general interest" concept, but aiming to reveal specific systems of values and attitudes, and to articulate them spatially.

It is referred the emergence of "planning as communicative action" thesis and the attitudes of change that social legitimisation of professional planning faces.

The paper analyses critically the role of traditional instruments for public participa-

tion and decision-making in planning. Then, it emphasises new methodological perspectives based on the inclusion of specific systems of interests, inherent to the fragmentation of socio-spatial relations, and on the building up of collective value systems.

New conditions of social legitimisation of planning from these perspectives face methodological, institutional and even conceptual obstacles, such as: the diversity of social agents to involve, the absence of a unequivocal system of relations between difficult institution of interactive practices, and also the problems associated to the valorisation of "consensus" as a basic goal.

The paper concludes with some proposals of possible measures to minimise these obstacles.



## Public Participation in Conservation Planning: the UK position

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There is a growing pressure for public participation in the conservation of the built environment in the UK. This has been reflected recently by government and other official publications (for example, DNH 1996, English Heritage, 1997) and through the writings of commentators (for example Delafons, 1997, p 187). Whether this is a true reflection of public expectations is a matter, which is under researched at present. There is little doubt that in meeting these demands however there will need to be a major shift in professional opinion and practice.

This paper will set out a theoretical perspective on public participation in conservation processes in the UK. The paper will refer to a number of recent empirical studies carried out by the two authors, focusing in particular on two previously unpublished:

i) Local Amenity Societies. There is a perception that conservation became more democratic in the UK in the 1960s and 70s, partly due to the boom in local amenity societies. Current research will examine the

activity of these in the north-east of England.

ii) Village Design Statements. A new departure in UK planning, local village communities write their own design statement, with the aid of advice and workshops from planning professionals. The research will examine the potential of these documents to assist professionals in their judgements about conserving the built heritage of these settlements.

The research is very much exploratory at the moment, but as far as the authors are aware is unprecedented in its approach. The two authors have both recently entered academia from conservation practice and the research is informed by their considerable knowledge in this field.



## Teaching equal opportunities: experiences from two professions contrasted

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Every professional needs to be aware of "Equal Opportunities" issues from a managerial viewpoint, since sympathetic, non-discriminatory treatment of colleagues and subordinates is now recognised as legally as well as morally essential.

However, there are some professions where, perhaps more than in others, these issues also penetrate the "subject matter" of professional activity. Two such professional areas where practitioners need to be aware of the wider impacts of their practices are (Town) Planning and Education.

This paper will compare and contrast UK experiences in the two areas above concerning one specific topic: gender-related matters. Gender still plays a key role in educational achievement and in the career opportunities for teachers, whilst there is increasing concern about the adverse im-

pacts of some aspects of the built environment on women and women's life chances.

The inculcation of appropriate knowledge and attitudes is particularly necessary in such situations. This paper will investigate the extent to which the education and training of entrants to these two professions succeeds in challenging traditional expectations and roles, with particular reference to the role (or potential role) of an Independent Professional body in such matters.

### Consensus building in Planning Practice



## Human behaviour in the field of planning of physical environment

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Human individuals with their attitudes, intentions and frames of reference are actors in all organisations. This makes also land use planning very fuzzy to analyse. Complicated and often unforeseeable human behaviour both on individual and community level has an essential effect on planning in practice. The research dealing with strategical decision making processes and physical environment is concerned with municipal planning in Finnish cities. Many considerations are still generally applicable.

Often planning studies concentrate on systems. But there are always people behind different systems. Social psychological point of view is needed to understand the reality of planning processes. The study is based on human behaviour; how do human attitudes and opinion form and how they change. New ideas are often first considered too radical but gradually people take them for granted and they turn to be public opinions. Most people rest on public opinions and consider them to be like facts. The lines of action of opinions and attitudes are different. Opinions are

formed more consciously and they are dependent of human rationality. Attitudes are based more on unconsciousness and emotion. It takes more to change attitudes than opinions. Attitudes are more determining than opinions in decision making. These can be seen e.g. in the questions of sustainable development.

There are often different kinds of groups in the background of planning. The mechanisms of groups appear as well in official groups like political parties as in informal groups like professionals or different interest groups. The members are expected to accept the values and the rules of the group. On the other hand individuals have a need to belong to a group and to be appreciated as members.

Opinion leaders have a great effect on public opinions and decision making also in planning. Nowadays in politics credibility and ability to communicate are even more important than content. The role of media is very remarkable. Planners need also skills of opinion leaders like emotional intelligence for creating networks and credibility. But what is the difference between manipulation and leading opinions to sustainable solutions?



## **CONSENSUS BUILDING IN PLANNING PRACTICE**





## **Mediating between the state and society: The role of public participation in improving the organisation and management of local government services.**

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The organisation and management of public participation in planning in the United Kingdom has been subject to continued reinterpretation over the past 30 years. The main questions raised include why is public participation needed? For whose benefit is it carried out? And how does it relate to local democracy and related systems of accountability? In addition, in exploring planning as a 'discourse' between key stakeholders, what does the information generated through public participation tell us about the health of local democracy and the quality of local services?

This paper sets out to review the changing nature of public participation, in the context of the preparation and adoption of local development plans. It will review alternative methods for promoting participation, assess their impact on policy-making and discuss the wider implications for local democracy and accountability. Evidence will be drawn from a variety of published sources and from a case study of the consultation process linked to the

preparation of a local plan for Brighton & Hove Council on the south coast of England.

The paper will conclude by arguing that - far from being a static process - the methods selected for promoting participation have varied over time largely in response to changing perceptions of the wider role of local government in society. In addition, officers and politicians managing the process are primarily concerned with maintaining and legitimising existing relationships between key interests by promoting consensus and mediating between conflicting partners. Evidence from Brighton & Hove Council will point towards ways in which lessons learnt in the public consultation exercise might be used to make permanent improvements in the relationship between citizens and local government and the ways in which services are delivered.



## Professional cultures - Impacts on planning?

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This paper will discuss the concept of professional culture. The stress will be on a theoretical framework of the concept. Professional cultures are mainly shaped by education/training and traditions of practice. They could also be described in terms of language, methods, norms and values among other things. New commissions and/or changed attitudes among professionals affect the professional culture. This may lead to development of the culture. But there is also a risk that established professions disappear and new ones take over (f. i. Abott 1988).

The planner has the role of co-ordinator of the planning process and has the main responsibility for synthesising. Especially when the target for planning activities is to prepare for a sustainable development of the society, environmental considerations continuously have to be made during the process with contribution from different professional skills; environmental officers, ecologists, technicians etc. Some professional cultures are more transpar-

ent and possible to understand by outsiders. The culture of planners, which is defined by methods, values and "silent knowledge" rather than by a certain field of knowledge and skill, contains more of "professional secrets", hidden for other contributors in the planning process.

Awareness of differences in professional cultures and mechanisms affecting the development or decline of professions is crucial for the understanding of future needs for reformation of the planning profession. Questions that are going to be discussed in the paper are:

- \* conceivable interaction between different professional groups in a changing society;
- \* the realism in aiming at consensus in planning for sustainable development;
- \* changed roles for planners and consequences for discussions of future training of planners.

The paper is based on studies of four professional categories in four Swedish municipalities (30 000-60 000 inh) (Asplund, Dovlén, Håkansson, Orrskog 1997)



## **"Listening to Pesaro" : a participatory planning project**

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The Municipality of Pesaro, a city with 90,000 inhabitants in the North of Italy, promoted a participatory planning project called "Listening to Pesaro" as a part of the preliminary inquires for the new Master Plan (planner Bernardo Secchi). The responsibility to organize the contribution of the city to the new Plan has been assigned to Alessandro Balducci, Claudio Calvaresi and Francesca Sorricaro of the Institute for the Social Research (IRS).

The goals of the Project were:

- a) involving local society to build a shared vision about the future of the city;
- b) using ordinary knowledge and specific competence that come through from the inhabitants and the local associations;
- c) mobilizing local society at its different levels for the preparation of the new Plan.

The Project started at the same time of the works of the City Planning Office in June of 1996; a first phase ended in March of 1997. From October of last year began a new phase in which the aim is to

strengthen the passed experience along two lines of action:

- \* the formation of a forum of local actors that follows not only the preparation of the Master Plan but also the urban policies in general;
- \* the development of three urban projects designed with the participation of citizens.

The paper will be divided into two parts:

\* The first part will describe the origins and the development of the Project, the methods to organize citizen participation into the process of construction of the Master Plan, the relationships with the Municipality and the City Planning Office, the results of the Project.

\* The second part will discuss some topics of this kind of experiences: the role of the "practitioner of the participation", the relationship between ordinary knowledge of the citizens and the expertise of the planners, the treatment of the local conflicts, the participation process as process of production of "common goods" (trust, social capitals, networks of relationships among actors) and as process of production of a new idea of urban governance.



## **Assessing the effectiveness of participatory planning: lessons from the experience**

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of decisions have been poor.

Discussing this point it is underlined that there is a kind of dynamic conservatism of public institutions that tends to waste many potentialities of participated projects and plans while they could be rich source of innovation and even better governance.

This paper is based on an experience of planning participation that have been conducted for some years by an interdisciplinary group of which the author has been responsible.

Three situations will be briefly illustrated: the process of design of a series of local plans in the periphery of Vicenza conducted in the period 1993-1997; the process of design of a new civic Center in the metropolitan area of Milan conducted in 1995; the preliminary phase of designing the new master plan conducted in 1996-1997.

Even if recent these experiences have been concluded and outcomes and results can be evaluated. The author holds that while at the end of the processes of public participation there has always been a sense of success among local people, politicians and professionals, the outcomes in terms



## Local Agenda 21 and planning practice: structural transformations or window dressing?

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In the UK (and in many other countries) there has been a significant ground swell of activity on Local Agenda 21. Much of this locally generated debate and action-planning has sought to apply the bottom-up approach of participatory democracy and used innovative techniques in order to reach agreements, policies and proposals. However, the process has inevitably been fraught with difficulties given the radicalism of the original idea of LA21 and the complexity inherent in the concept and practice of sustainable development.

One of the most important and interesting challenges faced by LA21 processes is how they can influence the day-to-day practices of governmental decision-making. The ideal model seeks a tight integration of LA21 action plans into the policies and practices of local government and a free flow of communication and discussion between the web of community-based LA21 groupings and their respective local au-

thorities (and other areas and levels of relevant decision-making). The paper explores the reality of this process using case study evidence from local planning practice in Liverpool and Reading. In evaluating the role of LA21 in policy formulation and development control decision making, it highlights the variability of that influence and the specific 'barriers' which will need to be overcome in order for the ideals of LA21 to be realised.

The paper is set within an 'institutionalist' theoretical framework which emphasises that social relations and political and economic structures are continually being reproduced and modified. Some of the social and political relations stressed by LA21 provide an important challenge to many established 'policy processes' (or 'ways of doing things') inherent within local government decision-making. The paper will report on how these tensions and opportunities are working-out in local planning practice in the two urban areas studied.



## Mediation in the british planning system

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In 1996 the Chief Planning Inspector suggested that the planning system in Britain could benefit from the introduction of mediation to development disputes. This paper explores the implications and possibilities of these proposals on the basis of research which includes in-depth interviews with senior key actors in the British Planning System.

The paper examines the concept of mediation (assisted and unassisted) comparing it with the related activities of arbitration, bargaining and negotiation. Each is applicable under different circumstances and provides for consensual outcomes but with different attributes in the process of dispute resolution.

The British planning system has a discretionary characteristic but there is also an operational discretion which provides professional planners with opportunities for negotiation and mediation.

The stages in the planning process provide

varying opportunities for mediation and the occurrence of these possibilities is traced.

Mediation is a common characteristic in the planning process and practising planners regularly exploit opportunities to resolve disputes between parties. This may not always be recognised either for what it is or acknowledged as part of the creativity of planning. Planning offices with different responsibilities for forward planning, development control and enforcement are called upon to mediate in contracting circumstances.

What are the options for the introduction of more formal mediation in planning and does the appeal system provide particular opportunities? The authors have researched this question by conducting in-depth interviews with senior practitioners - from the planning inspectorate, a barrister, a solicitor, private sector planning consultants (one a sole practitioner and the other a partner in a larger property consultancy) and the head of one of the largest local planning authorities in Britain.

The analysis from these interviews provides a framework for the realistic implementation of the proposals of the Chief Planning Inspector, whilst also highlighting the difficulties of introducing consensual procedures in a process which is at times highly adversarial. The author concludes by drawing together the evidence within the context of existing practice.



## Reflections on co-operative environmental management.

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Environmental issues have given new impetus to the debate on the opportunities and limitations of managing social change. Environmental change implies social change: to imbue society with new and more ecologically sound social arrangements. In the quest for more ecologically sound social arrangements a relatively new option is oriented towards strengthening the 'consensual' capacity' (Jänicke, 1992) of actor-networks. This option goes by various names. Gray (1989) calls it 'collaborative management', Van Vliet (1993) speaks of 'communicative management' and Glasbergen (1995) uses the term 'network management'. Recently Lafferty and Meadowcroft (1996) introduced the term 'co-operative management regimes' to embrace several of these concepts. The common denominator of co-operative environmental management regimes is public-private collaboration. With co-operative environmental management parties involved with an environmental problematic commit themselves, through a more or less binding agreement, to work together to resolve the problematic. Of course, co-operation is nothing new in itself. The novelty lies in its planned form and

embeddedness in formal policy. The aim of the co-operative management model is to make the mutual dependencies between stakeholders in a problematic productive. Parties that are inclined to act independently are stimulated to take concerted action in such a way that individual interests will be linked to collective ones. Communication and dialogue between parties that are considered equal are seen as the most important instruments in this kind of management. Through them the actors are supposed to arrive at a joint policy practice. In their communications and dialogue actors try to formulate a common analytical and normative framework within which they can act in a collaborative attempt to resolve specific difficulties.

This paper analyses some of the practices of co-operative management. Asking the question to which extent public and private interests can be reconciled in environmental governance and under what conditions their chances might be improved.

The cases are a) Environmental co-operations in the field of agriculture; b) Environmental co-operations in the field of fishery; c) Environmental co-operations in chemical industry.

These three cases from The Netherlands, a highly industrialised, democratic society, form the basis of an assessment of co-operative management regimes. In this paper its advantages and objections are discussed and some design criteria are recognised.



## **Social justice, inclusion, and the significance of Local Agenda 21: A preliminary assessment**

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Local Agenda 21 (LA21) has created a vague but challenging framework for local authorities to tackle issues of economic and environmental sustainability. At the heart of the agenda are ideas and ideals of social justice, inclusion, and participative democracy. Paradoxically, however, the LA21 process has coincided in the UK with a well documented transformation from local government to local governance, characterised by institutional fragmentation, decreased accountability of local service provision, and diminished possibilities for socially inclusive forms of planning and participation. Such structural changes in local government and / or governance seem inimical to in pursuing the ideals of LA21 particularly given its emphasis on the holistic and integrative nature of environmental and economic issues.

Drawing on a review of UK literature on LA21 and the author's preliminary research, this paper examines whether local government and / or the newly emerging local governance has the capacity to tackle questions and issues of social jus-

tice and citizen participation in the planning and implementation process. It does so in three ways. First, the paper outlines some of the contradictions and tensions between recent changes in local government and the pursuit of LA21. Second, I use primary interview material from British local authorities to show how, if at all, they are trying to develop strategies of social justice and participation through the development of LA21 plans and policies. I conclude the paper by assessing some of the limitations of LA21 programmes in the UK in addressing social justice and inclusion.



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of regional level in England and on urban regeneration initiatives.

This paper will take a relational view of the social, economic and governance relations within which specific planning projects and initiatives are embedded. Using concepts of the development of knowledge resources, relational resources and mobilisation capacity, the paper will explore how institutional capacity can be identified and evaluated, the forces which shape it and how it might to be deliberately transformed. The paper will draw on ideas being developed in both the literatures on interpretative/communicative planning theory, institutionalist perspectives on planning and property development, and urban and regional political economy. It will be illustrated from work on strategic spatial planning, urban strategies in medium-sized cities, on the development

## **Perspectives on consensus-building in territorial policies: towards a research-and-action agenda**

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Moving from empirical research and from an overview of actual practices, these paper aims at formulating a normatively committed, action-oriented agenda for research on consensus-building approaches to territorial policy making. The core of the argument thus develops from some questions about the opportunities and the limitations facing the experimentation of structured forms of interaction as a strategy for the development and implementation of effective and innovative territorial policies.

Adopting a retroductive approach to theoretical generalisation, this "realist", actors - and process - oriented perspective on consensual approaches first focuses its concerns on their emerging contradictions and shortcomings, thus critically highlighting the relevant dimensions to be both theoretically and empirically dealt with in order to build on their emerging opportunities.

These dimensions are particularly identified in aspects of the institutional embeddedness of interactional processes that play a key role in developing the tra-

jectories of innovative and effective action, i.e. in shifting the duality between the enabling and constraining dimensions of institutionalisation processes.

"Consensus building" as a policy making strategy is thus seen as actively taking part in emergent and coevolutive processes of the social construction of meanings, conditions, and ends of collective action, and is thus not so much intended in a decision- and value-centered, but rather in an action-oriented, constructivist perspective. In this sense, "consensus building" is conceived as both a constitutive and an experimental dimension of institution building: whereas the interplay between reflexive experiments in the institutional design of interaction processes and the enactment of active policies in the field of territorial transformations may contribute to a new potential for planning processes and practices (far beyond their disciplinary and professional domain) as means for the development of perspectives of generative politics



## The Decision is Lillehammer: Planning, Implementation and Power Games

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This paper presents and discuss aspects of the planning of the Olympic Winter Games 1994 in Lillehammer, Norway. It concentrate on decisions and planning processes connected to the localisation of venues in the period 1981-1994. The approach of analyses is historical and sociological, and use models developed by the sociologist Norbert Elias, known for his process-sociological or figurational sociology. Elias argues that people has to be studied in their inter-dependencies. People form figurations, network of interdependencies with other people. These interdependencies are constituted by power relations, and the balances of power are changing over time. Elias oppose traditional sociology for its strong tendency to reduce social processes to one-sided focus on the present. His game models are developed as didactical models in sociology. "People playing games" have the status as a metaphor for people forming and changing society. Social events can more easily be explained by game models than traditional action theories which do not take into account that "unintended human inter-dependencies lie at the root of every intentional interaction". Game models can better explain social processes and social consequences which no one has planned, decided or foreseen. "The more the game comes to resemble a social proc-

ess, the less it comes to resemble the implementation of an individual plan".

In this paper the author present part of a case study which analyse the planning of Olympic venues using Elias' game models. An Olympic Plan I from the bidding period was sold to IOC under the slogan "Compact Games", everything located close to the host city Lillehammer. This concept won the bid, but the Olympic Plan I was radically changed during implementation. In Olympic Plan II, constructed in 1989/90 and implemented up to 1994 we can speak of "ultra compact Games" and "regionalised Games". One of the important reasons for the changes was the dramatically increased costs, and then the need for renewed legitimation which was found among other things in spreading the impacts of the investments to a wider area. During the process changing figurations and power balances occurred. The concept of "green Games" and "environmental Olympics" was part of the success of the Games. This profile was originally not planned to be a part of the 94 Games, on the contrary, it was symbols and material facts produced during the process. Part of the green profile was the informal co-optation of elements from the environmental movement. It was co-optation of an originally Olympic "no group". The process of co-optation changed the profile of the Games, as it changed the environmentalists. May be it also will have long term impact on the Olympic Movement.



## Power in communicative planning

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The most common question academics rise about collaborative communicative planning or consensus building is whether or how it can make a difference just to talk, much less to try to equalise power within the dialogical process. After all, critics say, some participants around the table have much more power than others, and some that are not at the table have even more.

This paper will be a think piece contending that this critique is based on an inappropriate conception of power that is no longer useful for understanding complex and controversial issues in the current era. We will propose an alternative conception that helps to understand how and why dialogical collaborative processes are increasingly the decision model of choice and how they can and do change the conditions and actions that affect resources, opportunities and development. The paper will draw on the authors' extensive research and practice in consensus building and delve selectively into the work of a number of theorists whose ideas are helpful to building this alternative concept. We will draw on complexity theory, organisational development literature, ideas about the information-based society, as well as

on the work of Foucault, Giddens, and Habermas. The basic argument is that the critics' view depends on a tacit notion of power as the ability of one agent or cluster of agents or institutions to force others to do what they want and therefore to achieve their objectives. In a complex and fragmented world however, few if any, players have such power except in the most trivial sense. Even if they can force an action, they cannot predict its consequences or even monitor whether or how it happens. This is a major reason many powerful players decide they must work with others through a consensual approach whereby other players voluntarily buy into and implement solutions collectively developed. We contend that to understand the power of such processes we need a conception grounded in ideas from complexity theory. Power is not about forcing others to one's will, but about the ability to collect resources, adapt and survive in a complex world, and move to higher stage performance and achievement. In the information society it is not meaningful to talk about power as inhering in an individual because power is generated and shared within a group, or networked set of agents. Power is emergent within a structure rather than a thing which an individual can hold and use. It develops in great part through discourse and communication, through shared ideas, problem frames and information, which in turn shape actions. It is about the ability to innovate and it depends on relationships among actors. In the information based society it makes more sense to talk of the power of flows than of the flow of power. In this context collaborative, communicative processes are one of the important venues for power to be generated.



## Planning for sports stadia: what really matters?

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If development control, as part of a planning system, is to be accepted by society it is important that the planning process is understood by all those involved. This includes the officials, the politicians, the developers, people directly affected by any development as well as the community at large. This paper will explore how the planning of major sports stadia has tested the expectations of the above stakeholders and will investigate the issues that need to be taken into consideration when planning such a development.

Despite the rising numbers of new stadia being developed in the UK in the 1990's, local planning authorities still have much to learn about their role within the process. The development of a new stadium incurs a wide range of issues and opportunities for an area, and requires a sophisticated and flexible response to be carried out successfully. Planning policy must be linked more explicitly with local level decision-making and project implementation. Planners should recognise their central

role as mediators of the full range of stakeholders involved in the process. Polarisation of interest groups must be avoided through the planning system, which should move beyond its traditional emphasis on regulation to act as an 'enabler'. Above all, a new definition of 'community' should be sought, with planners becoming more sensitive to the fundamental and far-reaching socio-cultural implications of the process.

This paper will be based on research undertaken in association with Fuller Peiser which looked at the factors that were taken into consideration when determining planning applications for sports stadia. It is founded on a number of detailed case studies where interviews were held with the planning authorities, developer and sports clubs and, where relevant, other groups such as the supporters. It demonstrated that many of the difficulties and conflicts arose due to a lack of understanding of the aims of the planning system and the demands and requirements of modern sports facilities.



## **Consensus building - a process or an end?**

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innovations by planners and the capacity to build consensus along planning processes. As such, consensus building stands more as an important factor than an end in itself.

This paper pretends to discuss the importance of consensus building in the context of remarkable areas or remarkable plans where ground for innovation arises. Taking examples from real planning practice eleven case studies are presented briefly: ten in Europe of which seven in Portugal and one in the United States.

The framework for analysis consists in tracing and relating the behaviour of the relevant actors (public authorities, private enterprises, planning professionals, pressure groups and population) in terms of perception of innovations, design of strategies and consensus-building. The importance of the analysis undertaken lies in the possibilities it provides to isolate individual actors such as leading planning professionals and to identify the number of innovations at stake. The conclusions reached point out to a strong relationship between the perception of



## Consensus in the next century: Infrastructure planning with an open end?

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Over the last decades the mobility of people and goods has grown enormously. Within this growth car mobility has grown relatively more than other modes of transport. Because of this, pressure on cities, especially historical city centres, has grown as well. In Europe many city centres have an historical character. Most of these centres were built in a period when trucks and cars did not even exist. A few decades ago this problem was solved by tearing down houses and creating new roads into the core of the cities. During the last twenty years historical buildings are more appreciated than in the 60's. Not only inhabitants, but also government agencies wish to preserve the historical aspects of cities. This has led to the fact that in many cities car mobility is regulated and policies of the local authorities aim to decrease the traffic. Within these policies special attention is often paid to city centres. Despite the appreciation of historical structures, there has been much resistance to plans attempting traffic reduction. In many cities debates about such plans and for ex-

ample the consequences for shopowners arose as soon as the plans were published.

In Groningen, a Dutch middle-sized city, a new traffic policy has been developed over the last few years. The local authorities were aware of the importance of public support for this plan and because of this, the process of plan development has been organised in a noticeable way. It has been a completely open process in which all kinds of interested parties have participated.

All the inhabitants of the city were even invited to cooperate. Recently, the process was ended by the adoption of the policy document. Such a process is an example of the tendency for communicative planning. What can be learnt from this example? What are the experiences of the participants and the local government? Does it provide a 'better' plan? In what way does it influence the consensus about the plan? Does it stimulate the realisation of the plan? What are the threats and opportunities of this planning method? These questions will be answered in general and for the case of Groningen in particular.



## Spatial images of local societies

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In the disciplinary panorama relative to theories and techniques of knowledge mobilisation for the planning process, there is a considerable area concerning the indifference of planners to the spatial images of local societies; this indifference has influenced the division between planning and its execution.

Based on these premises, the research, in progress, attempts to formulate some methodological hypothesis of work consenting the exploration of implications of the spatial images of communities on the rhetoric and practice of the planning process. This exploration is conducted by means of the deepening of the interpretative dimension of the process of knowledge mobilisation, which is recognised as fundamental along with the rhetorical and pragmatic ones. Therefore, this paper will be dedicated to cognitive mapping and psychogeography as unconventional approaches to the problems of representation and knowledge mobilisation.

The objective is seek to increase the effec-

tiveness of planning regarding the consensus of the community involved, as well as to reduce the time between decision and action, by means integrating spatial images deriving from technique knowledge and common knowledge. By including the local community in the creation of this common ground, it could therefore be possible to construct possible worlds by means of reversible actions and solutions, worlds attainable in a tangible sense but also able to develop a sense of belonging.

Thus, planning is legitimated by its capacity to dialogue with a community's different worlds by using the means that are most appropriate for its dynamics and common knowledge.



## Planning for waste - an example of consensus planning?

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This paper considers the methods of consensus planning currently being adopted in the formulation of the national waste strategy for Scotland. All European Union countries are now required by law to produce national waste strategies. In the UK, two are in preparation, one for England and Wales and another for Scotland. The Scottish draft document (1997) states that the strategy will be produced through a process of co-operative development, to achieve a wide sense of ownership. The author is undertaking a study of the ongoing Scottish process as it relates to the planning system. Successfully managing our waste is a key issue for both decision-makers and the public as we enter the Twenty First century. The waste hierarchy, introduced by the European Fifth Action Programme on the Environment, is now accepted as the long term ideal for waste management, in advocating in descending order of preference: reduction, reuse, recovery and disposal. The latter,

however, remains the main mechanism for waste management in the UK, with for example, 70% of waste being disposed to landfill sites. Planners, therefore, have a crucial role in determining locations for waste disposal sites and in the past this has resulted in difficult and controversial decisions, with much public opposition. Consensus planning for waste management and the associated land use allocation systems at national, strategic and local level could alleviate the perceived historical problems and contribute towards solutions, which go beyond environmental planning.

This paper aims to analyse the consensus approach adopted in formulation of the national waste strategy for Scotland, assess the appropriateness of the initial methods of consultation and participation and consider if there are lessons for mainstream planning practice. An underlying theme of the paper will be the relationship of the national strategy with localised development plans, as the author has identified the role of the development plan and its traditional public participation process, as a key to successful implementation of the emerging strategy.



## **In search of consensus by generating strategic consciousness**

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In Finland, as in many other countries, a system of governance that is leading towards a multiple overlapping negotiation system between various actors at different levels is emerging. More decentralised decision-making and self-organising network of actors seems to be suitable for a complex, fast changing and unpredictable environment, but at the same time it increases complexity, unpredictability and the rate of changes. If properly managed diverse, self-organising models are an opportunity for the efforts of solving contemporary wicked problems, but if managed indifferently we may end up to intolerable fragmentation, where no-one is interested in seeing development holistically, and thus there is also a danger of fragmented and uncoordinated approaches to public policy-making. In Finland strategic planning has become very popular means to seek a more comprehensive view on development and futures, but if policy-makers are locked

in the too instrumental view, their view on strategic planning remain rather narrow, and hence it easily turns out to be a technical exercise in which strategic planning document is the most important outcome.

In this paper it is argued that one of the most important ways of managing decentralised systems is to generate strategic consciousness in a never-ending strategy process. It is argued that strategic consciousness is a crucial precondition in consensus building. This paper focuses on strategy process in which managers, planners, inhabitants and leading politicians generate shared view on the essence of the municipal organisation and communities. There may be many different ideas and arguments, but in this paper it is argued that strategic consciousness by the aid of mirroring leads the dialogue about conflicting ideas and single measures towards strategic in long run. The role and emergence of a shared strategic consciousness is elaborated using empirical evidence from a strategic management of Town of Raisio, Finland.



## **Overcoming agency ratification obstacles in environmental negotiation: lessons from labour-management practice**

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When negotiators represent large organisations such as government environmental agencies, real resolution of substantive disputes can be complicated by unclear or incomplete delegation of authority to negotiators. Negotiators may not fully understand their organisations' goals. Actions of other agency personnel may undermine the bargaining position of the negotiators. Agency decision-makers may feel little obligation to adopt tentative agreements reached by negotiators. Ratification procedures themselves may be unclear. The result is often that enduring agreements are difficult or impossible to find and to adopt. Because negotiators are essentially involved in two sets of negotiations: one with the other parties and one with members of their own organisation, these processes are sometimes referred to as "two-table negotiations."

Two-table problems in labour-manage-

ment contract disputes have been the subject of considerable attention in the past thirty years. The intent of this paper is to examine the labour-management literature on two-table negotiations in order to identify principles that may be transferable to the environmental negotiation context. We want to understand the extent of parallels between the two fields, to identify theories from labour-management that have promise in offering guidance to environmental negotiation, and principles for effective two-table negotiation that might be adopted in the environmental context.

To the extent that this review will suggest researchable questions in environmental negotiation practice that may lead to guidelines for improved practice, this research is expected to offer improvements in effective environmental planning and decision making. The prevalence of large government organisations in environmental planning, the particularly unclear goal structures of these organisations and the extent of political intervention in their decision and implementation processes all underscore the importance of these problems to planning practice.

This is a literature-based project although anecdotal case examples will be used to illustrate concepts and suggest possible relationships.

## Conceptions of the environment: political not metaphysical

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Elsewhere, we have advanced a neo-pragmatic argument supporting sustainable development as a basis for environmental planning, one which does not require adopting a radical paradigm shift, nor a new absolute metaphysical principle. We advocated an inclusive, communicative view, which seeks an overlapping consensus.

Here we advance a more theoretical justification for this position, providing both a practical, and a theoretical justification (celebrating the irony here) for a "political" (problem-focused) conception of the environment, putting aside debates about its nature and value. This approach helps find practical answers to questions about whether the environment is a "stakeholder", and who represents it.

We draw an analogy with debates about the definition of "person". Kantians conceive of the person as a transcendental, autonomous, free agent; Communitarians,

as a social construction, a product of the social environment. Rawls and Rorty avoid this metaphysical debate: the conception of the person needed for debates about political justice is one appropriate for that purpose - it is "political not metaphysical". So the "person" required for liberalism is someone able to play a critical role in social life, exercising the rights and duties of a citizen.

Similarly, for environmental planning, we need a conception of the environment appropriate to our purpose. This definition will depend on what problems we want to address. The particular planning process should generate the relevant definitional criteria. The metaphysical debate between the environment as an economic resource (having only instrumental value) and the environment as having inherent value can be put aside to focus on what we want to preserve, and how. Consensus seeking should begin with developing shared goals and beliefs about the environment, setting forth these beliefs in neutral terms which are not categorical, value-laden, normative, abstract. In debates involving essentially contested concepts, we argue for moving from abstract categories to more concrete overlapping descriptions.



## The communicative ideology in spatial planning: some critical reflections

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making. It also produces evidence that suchlike processes may deliver non-effective solutions. Therefore, the paper concludes that the communicative ideology does not offer a universally appropriate framework for protecting values and reaching objectives in planning. The paper uses empirical evidence from Dutch infrastructure planning practice to support this position.

In spatial planning new approaches are being advocated that suggest a fundamental break with the planning approaches of the past. Academic as well as professional planners are more and more convinced that planning should be a process of facilitating extensive community participation and collaboration for consensus-building (e.g. Habermas, 1973; Susskind & Cruikshank, 1987; Forester, 1989; Innes, 1996; Healey, 1997). This is part of the new communicative ideology, which has emerged in planning practice as well as planning theory. The paper presents critical reflections of this approach. In doing so, it uses the concepts of quality of the planning content and quality of the planning process.

The paper points out it are unwise to let communicative approaches dictate spatial planning too much. It shows that a planning process based on consensus building may hamper proper democratic decision-



## Emerging Institutions out of Controversy - location of a new bridge over the Tagus

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The need to integrate mechanisms of participation in a highly bureaucratic administration generates a lot of tension in Portugal. This is made even more difficult by the distinctly different rules and operating procedures of the entities involved (the bureaucratic public administration and interest groups), making it rather difficult to render compatible their work together.

The decision process for locating the new bridge over the Tagus river in the Lisbon region offers a clear example of this. The civil disobedience in June'94 on the bridge indicated both a change in the political climate and the reformulation of public expectations. Portugal will have to deal with this and develop a decision making process that anticipates and resolves such issues before they surface in this way. Defenders of a wider public involvement, namely environmentalists, are saying that what is needed is more consensus building that involves people with different knowledge and stakes, in face to face discussions. This can help solve conflicts, cre-

ate relationships, networks, and social and intellectual capital.

This paper examines the case of the location of the new bridge over the Tagus estuary. Initially the solution seemed obvious to everyone. An unexpected alternative emerged of an interactive process and came to be supported by a wide group of professionals concerned with sustainability. This broke the implicit previous consensus generating a lot of controversy.

Here the focus is on the interactive settings created during the process and the impact they had, particularly at the level of the professional community. The paper analyses the role of interactive settings in the development of important meanings of technical information and in the effective articulation among the different topics debated. Special attention is given to new institutions emerging of this controversial process or new ways to operate of existing ones. Finally, the paper discusses the existing trends within our public decision settings and the lessons drawn out of this process.



**PROFESSIONAL ACCOUNTABILITY AND THE EFFECTIVENESS  
OF PLANNING SYSTEMS**





## **Evaluation of regional policies: the example of the intercalary evaluation of regional operational programmes**

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The goal of this paper is to present some comments on the value of evaluation processes of regional policies and specially on the lessons taken from the intercalary evaluation studies 1994-96, namely from PROCENTRO (Operational Programme for the Central Region) and PROA (Operational Programme for the Algarve Region).

The Experience in regional policies evaluation is fairly short and in Portugal its practice is even more recent. In a very general way, the evaluation can be defined as the implementation of a set of processes which seek to find ways of management, execution and accompaniment of the policy equipments, in this regional case, in a way to turn them more efficient and effective, allowing the introduction of corrections, adjustments or even, if necessary, goals or initial proposals reprogramming.

Maybe by means of lack of tradition of this kind of conduct, we found, yet very ingrained, a culture of control or inspection.

Evaluation is still being confused with accompaniment processes, both physical (verify if the foreseen action is elaborated or finished) and financial (verify if the financial programming and its elaboration have significative deviation). We should not reduce the evaluations to a set of proceedings, which can even be very sophisticated, with great batteries of very complex indicators, but which, in reality, only take into account technical or bureaucratic aspects, when, on the contrary, should demonstrate in which way did the actions contribute to the concreteness of the region development goals.



## Fixing real estate prices in the informal slum market: economic rationality and sub-markets

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The article attempts to characterize the fixing of real-estate prices in the slums of Rio de Janeiro (Brazil) and the impact of urbanization programs in the slum areas on the dynamics of the informal real-estate and land-tenure market and on the determinants of this city's intracity residential mobility. The importance of the informal real-estate market in the city of Rio de Janeiro can be measured by the census data of 1991, which show the existing number of slums to be 192 and the total slum population to be 882, 000. The first part of the paper discusses the recent evolution of real-estate prices in the slums and their relation to the relative prices of the city's formal real-estate and land-tenure market. Based on a statistical approach, an attempt is made to establish correlations between the evolution of the prices in slums and those of the formal market in order to identify similarities and differences in the fluctuations of the level of real-estate activity and price gradients. The conclusion reached is that the formal real-estate market is far more sensitive to variations in macro-economic aggregates (volume of credit, interest rates, level of employment, and so on) than the real-estate market in the slums, thus showing that in the slum markets the endogenous variables tend to assume a greater weight than those that characterize the formal market. The second part is an analysis of the real-estate market in the slums that seeks to identify the differences between and within slums and the impact of urbanization programs in the slum areas on property dynamics and the strategies used by families in choosing their residence. After elaborating the hedonic functions

of prices, an attempt is made to establish the relative weight of the variables in fixing the prices of property in the various slums studied. One of the most interesting results of the analysis of hedonic functions in the slums is identification of the informal real-estate and land-tenure sub-markets. In some slums was noted a competitive dynamic where the logic of price-fixing is marked by calculating the anticipated (expected) future valorization of property and land in light of urbanization programs. This speculative characteristic of the real-estate market in slums enables us to compare the results of our study with some papers (Case, 1995) which underline the role of speculative bubbles in fixing prices in the real-estate market. Another factor that reiterates the competitive nature on the informal real-estate market is the strong pressure of demand and the relative inelasticity of supply. These factors lead us to discuss the fixing of real-estate prices in slums based on two basic hypotheses. The first hypothesis has to do with the role of community relations in monetizing land in the slum areas and their influence in fixing the prices of sub-markets in the slum real-estate market. The second hypothesis aims to incorporate the discussions on the role of economic rationality into how the participants in the slum real-estate market formulate economic calculations. In this sense we contest certain current hypotheses, in particular the trade-off between accessibility and consumption of space in the neo-classical-type models whose base references are the models of Alonso and Mills, and suggest the possibility of incorporating the hypothesis of a "mimetic rationality" in the way individuals formulate economic decisions. The hypothesis of a mimetic rationality permits us to suggest the existence of a logic of "contamination" of prices in the real-estate sub-markets in the slums of the city of Rio de Janeiro.



## **Planning and effectiveness**

### **A critical review of public planning efforts and effects in Norway**

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The paper explores evaluability of the impact of public planning efforts in Norway. It is based on multiple case studies of planning implementation and development in two Norwegian medium size municipalities: the rural Commune of Onsøy (Østfold County) and the Town of Flora (Sogn and Fjordane County).

The work does not purport to give any kind of grading to the planning that has been taken place in the two communes, but it does intend to characterize certain aspects of the planning processes found in the case studies which are relevant to the question of evaluability.

The major objective of the project has been to try to establish a theoretical foundation for ex post facto scientific evaluations of public planning efforts. This objective raises many methodological problems, among these being the problem of intervening programs and projects.

The paper discusses methodological ap-

proaches in this field of research. The author's previous planning practice supports a Verstehen approach in the case studies which should allow a maximum usage of the data available. The main objective of the present research has been to investigate what kinds of causal links can be established between observable policy implementation outputs and possible planning efforts. The causality between output and such efforts be stated as an absolute condition for all reasonable claims of planning results.

Some observations support an intuition that policy outcomes may be influenced by many others factors than formal public planning. Factors found to be important were: informal periphery-center contacts, regional economic control measures, tactical timing of local initiatives, and local public-private cross-sector alliances.

Findings from two of the development planning cases are discussed in view of the theoretical perspectives sketched above.



## **An example of a MCDA application to a real case as a base for interdisciplinary planning development**

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ready finished its Strategic Plan, in which the authors of this paper have been involved. The paper describes a real world application of the so-called Multicriteria Decision Aid Methodology in the framework of which several Decision Support Systems (DSS) were harmoniously integrated in an interactive learning process of constructing, in strict interaction with the Municipal Council, a strategy for the development of Barcelos until 1999.

The growing difficulties of interdisciplinary education for planners could be overcome through the use of Multicriteria Decision Aid (MCDA) systems into seminar exercises, within team-groups, where real cases or simulation ones would be presented to students in order they would train themselves to use this basic language of evaluation and systematic co-ordination of plan components.

The example showed herewith correspond to an application to a medium sized city of Portugal, chosen to be an alternative for people's concentration on big towns and metropolitan areas. In this context, legislation published in 1994 establishes which cities should develop their own "City Strategic Plan" and defines special conditions of governmental financial support to the city councils for the implementation of strategic options identified in the plans. Barcelos, an urban centre in the north of Portugal, is one of the first cities that al-



## Benchmarking: assessing measurable indicators of economic success

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All our communities are striving for economic success. Political platforms are built on promises of economic prosperity. However, we rarely thoroughly measure this success. Across the country people are increasingly interested in ensuring that government expenditures are well spent. We can note this interest at all levels of government ranging from local to national scales. Indeed, increased accountability is a paramount theme of the new Congress. As well, becoming acculturated in both the private and public sectors.

The notion of accountability implies measurement: in exchange for public tax dollars allocated, increased value will be gained. All government organizations know this intuitively. Yet, few government organizations have attempted to demonstrate, in a comprehensive manner, how this actually happens. Furthermore, it is clear that the methods that we have been using to account for our work are simplistic and explain very little about the true accom-

plishments. In short, the move to increased accountability will force us to tell the full story of what we have actually accomplished.

The purpose of this paper is to contribute to the literature concerning how local economic development officials can measure and evaluate their professional activities in a pragmatic manner. The paper is presented in six sections. Section one provides a concise overview of the evolution of measurement in local economic development. Section two highlights the purposes and types of evaluations commonly undertaken. The third section summarizes the methods used to undertake the study. Section four explains the types of activities that typically are (or could be) measured by economic development professionals. The problems and issues that are impacting how evaluation occurs are detailed in section five. Section six is a brief closing thought urging all of us to become more involved in measuring our work.



## Planning participation and consensus building through the self-financing of local public services: the Roman case

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Public participation and an ongoing process of "democratisation" are influencing the planning process and the political decision-making increasingly. People will no longer let other decide for them; the public now want to take part in thinking, talking and deciding about their environment and any changes that may play in it.

The last 15 years have seen, in parallel to this shift towards a "participative planning", a very substantial increase in the extent of public sector land and property assets becoming available to the market. This has had significant implications for the nature of partnership between statutory agencies, social partners and community sector. The traditional role of the public sector as initiation of development has largely ceased. Central government policy has encouraged local authorities to see themselves as enablers of development service within a framework of legal controls. The principle of "administrative competence" - as a principle which assures a new and more advanced competence of

local authorities as regards the regional dimension of management - is the condition which should determine those managerial authority and real administrative responsibility increasingly requested by local government (managerial autonomy with no hierarchic relations). Now more than ever the authorities and the experts are expected to talk with and listen to the parties involved: the population, the business world and cultural institutions. Thus both plans and projects are expected to bear evidence of this public participation. A particular instance about these issues could be the case of Rome.

This municipality issued ten billion lire's worth of local town bonds in order to set up the reorganisation of its mobility and the implementation of a rapid transit system in the core of Rome (Piazza Venezia).

These local town bonds are an important incentive to create a social consensus: they both raise the credit-worthiness of administration and give the possibility to saver citizens - purchasing shares linked to local bonds - to take part in the financing of public services with a higher quality and whose they will be the direct beneficiaries. This infrastructural project has been pursued with a complex network of public private partners and related to a wider strategy ("programma cento piazze") to renew the most important historical squares in Rome.



## Evaluation in strategic spatial planning. A study of Lyons and Rennes cases (France)

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main approaches of evaluation in order to assess their interest for planning purposes.

Evaluation in strategic spatial planning has been developed (Khakee, Mastop & Faludi, Mastop and Needham) but vary in its appreciation of performances from country to country. We intend to review the « state of the art » in the French context through the Lyons and Rennes case studies in France.

The main questions will be the following: What are the institutional processes used to evaluate strategic spatial planning? What are the methodologies and techniques? What type of evaluation is taken into account in the implementation of strategic planning? What are the consequences of the use of those instruments?

The paper will end with a review of the



## **Methods and innovative procedures for the evaluation of the decay in the proposition of plans of urban recovery**

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individuation in the Historic Centre of "census parts", that are functional to new roles they can play in the urban scene.

The case study presented refers to the Historic Centre of the city of Cagliari, the principal city on the island of Sardinia in Italy.

The effectiveness of planning instruments consists in the actual correspondence between the objectives of the plan and practical outcomes. In many cases, it results that the plans are not useful to the local community, since needs have not been met and the capacity to control on-going transformations has been absent.

Therefore the aim of this contribution is to evaluate the plan and to study its effectiveness. This paper illustrates a methodological and operative path towards the construction of an index of decay, thus linking its value to the level of demand of intervention in a corresponding spatial unit.

In this specific case study, the main problem is to point out several manifestations of decay in historic building structure. These can be dealt with in different ways, to which will correspond the predisposition of strategic and well-sized projects. This procedure has led to the revision of the traditional "zoning" criterion and to the



## **The impact of Florida's private property rights protection law on implementation of planning**

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A private property rights protection law is said to be casting a chilling effect on the implementation of Florida's progressive land use planning and environmental regulations. Property rights issues loom large in Florida because it has the strongest set of inter-governmental planning laws in the United States. However, opponents of these laws felt that the state had gone too far in controlling land use and protecting the environment; in other words, planning regulations had become too burdensome. With the intention of counteracting this burden, they succeeded in getting a new private property rights law enacted in 1995. This has led planning advocates to claim that the constraints created by the recent law have caused the state and its local governments to become hesitant in administering or updating planning policies, thus creating a chilling effect.

This paper analyses the planning-related implications of Florida's "Bert J. Harris, Jr., Private Property Rights Protection Act" (and in a lesser way, a related Land Use and Environmental Dispute Resolution Act passed in the same year). The Harris Act creates an alternative to existing taking law that can

be applied when a regulation inordinately burdens property rights. The paper provides an initial assessment of the impact of the law on the implementation of state and local planning policies (e.g., land use, and historic preservation, environmental) and procedures.

The paper opens with a discussion of the conflict in values between constitutionally protected private property rights and the equally important charge of protecting the interest of the public. Attention then turns to events that led to the creation of the Harris Act and a series of conceptual and operational questions raised by leading scholars in the state at the time the law was passed. These questions are used as a starting point in analysing the impact of the act on the implementation of planning policies. Building on this is an analysis of information from a series of interviews and a survey of planners and other directly affected by the law.

The study indicates that, in general, planning and environmental regulation activity has slowed or is being far more cautiously applied than before the law. Thus it can be said that the Harris Act has had a chilling effect--but not as significant an effect as its proponents had hoped. Public policy makers and administrators appear to be learning to adapt to the constraints of the private property rights law much in the same way that the growth machine identified by Harvey Molotch adapts to local government development regulations.



## **The civic-regarding entrepreneurial challenge: lessons from the Texas surplus properties program**

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In the mid-1980s, a number of U.S. public policy scholars noted and began studying an increasingly common trend in state and local government planning and management systems--public entrepreneurship.

Public entrepreneurial activity is often associated with "innovations" in planning and management that enable government to supply more or better services at a time when finances are badly stretched and strained. In many cases, public entrepreneurship has manifested in the form of economic development projects: where public planners and administrators seek revenues/profits in conjunction with their private-sector partners through land and commercial development projects. Many scholars have questioned whether these and other entrepreneurial activities are appropriate or reconcilable with democratic values within the public sphere (Terry, 1993; Bellone and Goertl, 1992; Lewis, 1984; Roberts, 1992).

For example, in 1992, Bellone and Goertl argued that there are often "inherent tensions" between entrepreneurial activities and democratic values but that public planners and administrators might be able to bridge those tensions and enhance public sector accountability and legitimacy by following a normative model of practice that they term "civic-regarding" entrepreneurship. A civic regard-

ing public entrepreneur would be committed to increasing the ability of citizens to see, comprehend, criticise, amend, and jointly design development projects that would impact their neighbourhood or community. The civic regarding entrepreneur would try to ensure that the community is not disrupted or victimised by the development effort. However, Terry (1993) while finding Bellone and Goertl's prescriptions interesting, argued against the concept of public entrepreneurship even if clothed as "civic-regarding" because of several insurmountable problems that render the concept unsuitable. According to Terry public entrepreneurship has tendencies of domination and coercion, frame-breaking revolutionary change, and a lack of respect for tradition that makes it a dangerous concept--one that creates more problems than it solves.

This article analyses a Texas State agency effort to implement "civic-regarding" public entrepreneurship over a ten-year period. A multiple case study research design is used to evaluate hypotheses expressed in the Terry (1993) and Bellone and Goertl (1992; 1993) debate. Although several of Terry's (1993) warnings are validated by the case studies of the Texas policy experience, the author concludes that continued practice based realities do not support Terry's solution. The answer to the tensions created by public entrepreneurship will not be solved by retreat or condemnation. The empirical realities of public entrepreneurial activity demands models and choices for planning and administrative practice. The answer lies in further elaboration and testing of theoretical models that inform planners and administrators of the conditions under which, and how they can engage in public sector entrepreneurship that is more accountable and legitimate as well as helping practitioners to embrace an "adaptive-learning" perspective in their professional practice.



## PLANNING AND THE ENVIRONMENT



## Financing decentralized governance: the case of South Africa

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The efficient and equitable provision of public services in a country depends crucially on the assignment of taxing, spending and regulatory functions among different levels of government and on the structure of intergovernmental fiscal relations. In this context, I look at the issue of decentralised governance and examine the principles and mechanisms for its financing. I use South Africa as a case study - a country in transition that is currently in the process of evaluating different forms of governance for the forthcoming elections. I consider the revenue sources available to and the expenditure responsibilities of the three spheres of government - national, provincial and local - as well as the system of intergovernmental fiscal relations to arrive at an appropriate model for decentralised governance in South Africa.

I begin with a general theory of decentralisation, discussing the economic and po-

litical rationales for decentralisation. In the second section, I examine the current form of governance in South Africa, focusing on the Constitution and on the division of powers and responsibilities among the three spheres of government. I also analyse the basic principles applicable to a system of intergovernmental fiscal relations in this regard. In the third section, I consider the sources of financing decentralised subnational government functions and focus on the system of intergovernmental fiscal transfers that are needed when there is a mismatch between own revenue sources and expenditure needs. Specifically, I consider alternatives for designing a system of intergovernmental fiscal transfers from national to provincial and local government. I conclude with a basic model for decentralised governance in South Africa and consider related issues, including conditionality and unfounded mandates.



## **Land development, urbanism.**

### **Consequences on river quality estimated by the I.B.G.N.**

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Considering the ecological complexity of rivers and the numerous disturbances of anthropic origin, the physico-chemical parameters usually used to assess their quality are not sufficient to give precise information on their functioning. Taking into account biological parameters makes it possible to evaluate the cumulative effects of disturbances from various origins, should they be acute or diffuse, and to follow these effects on the long run, from a qualitative and quantitative point of view. These biological parameters play a role of surveillance and alarm. In France, the biological quality of parts of rivers is assessed with the Indice Biologique Global Normalisé (-Normalized Global Biological Index- I.B.G.N., A.F.N.O.R.- NF T 90-350, December 1992). This biological index, based on the study of benthic macroinvertebrates, is one of the most used tools to appreciate the quality of running water. Since it is normalised, it is used by the water supply companies and other

research offices. It makes it possible to detect the influence of potential pollution (agricultural, industrial) and also the impact of diverse developments and urban areas on running water ecosystems.

The I.B.G.N. is a tool which results come as a complement to all the information given by the other systems of control and analysis. All the information given by the different techniques used, enables the Decision-makers to better manage regional and national developments, to reduce as much as possible the impacts on nature of anthropic activities and to maintain a satisfactory quality of water and wetlands.



## The planning professionals participation in management and environment protection

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The implantation of large infrastructures of means of transport/circulation has deep implications in territory management and environment caused by interactive market forces aiming at the change of the dominant land use. Therefore, while projecting an infrastructure with great transport capacity, e.g. a highway, the possible transformations, caused by social-economic dynamics, which may occur in the space immediately served by the new circulation route, must be carefully considered.

In many situations, a management process must be done taking into account the transformations in land use, being the production of a document of institutional nature an indispensable support (territory management plans, both at a regional and a local levels). Therefore, it is believed that to produce a document of this kind, planning professionals (geographers and urban and regional planners) should and must be part of interactive project teams that will elaborate the plan, which must regulate/preview the intensity and direction of changes caused by the above mentioned infrastructures of circulation in order to reduce the resultant environmental impacts.

As an illustrative example of this interactivity, we will analyse the definition of principles of conservation/protection and integration of a sensitive ecologically area (Special Protection Area of Tagus Estuary) specifically Samouco's Salt-Marshes Complex, motivated by the implementation of a large infrastructure of circulation, Vasco da Gama Bridge. The selected tracing/project of Vasco da Gama Bridge is lo-

cated in the most important humid area of Portugal (Rufino, 1988-1994) and one of the most important humid areas (Smith and Piersma, 1989): The Tagus Estuary.

Nevertheless the abandon of the saline activity, due to the lost of economic importance, has leading to the degradation of this habitat and the subsequent negative reflects on the conservation of migratory birds. The Samouco's Salt-Marshes are also affected by this degradation process, leading to some losses in the valuable natural elements of the Tagus Estuary.

With this scenario, we need to make an effort to recover this Complex, which implicates the maintenance of human activities and the coexistence of several social-economic patterns: Salineculture, agriculture and pisciculture; the harmony among these activities and the environment also contributes to save ecological values.

The proximity of the Complex to an area of recent urban speculation will implicate a greater pressure in this area of special protection. So, these reasons justify the elaboration of a Management strategy and a Zoning Plan of those Salt-Marshes, according the high patterns and rules of nature conservation defined, e.g., in special documents of EEC, regarding the Suggestions given by Environmental Studies of the Vasco da Gama Bridge.

To guarantee a better monitoring, it was elaborated an Environment Study the recover of Samouco's Salt-Marshes Complex; avoiding and reducing the resultants impacts due to civil construction in the nidification season. Several documents elaborated in this process were a strong evidence of the importance of the interactive project team, where the participation of different technicians, such as Planners, Geographers, Lawyers, Biologists, Environmental Engineers, became indispensable.



**Ethics and professional accountability:  
addressing the challenge of internationalism**

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Drawing on recent European research, this paper confronts the values, choices and conduct seen as involved in land and resource development. Viewing progressive changes in government, business and social mores as unwittingly encouraging an operating environment of unexpected and unjustified license, it prompts real estate professionals to consider how the emerging imperative of sustainability will affect ethical standards by "accountancy economics", it argues that these are prone to overlook many other forms of capital. Often masked by the common pursuit of cash profits, 'jobs', and monetary wealth, these include social, welfare, community, cultural, and various forms of resource, capital.

By definition, 'planning' is concerned with

futures. By default it appears to have become little more than a cipher for short-term political goals. Regulatory regimes, designed to protect rights and freedoms, are regularly being overridden and (notional) open local government replaced by covert, elitist decision making practices. Placing 'democracy' and due process under threat, a form of 'municipal entrepreneurialism' may be emerging. This shows Yiftachel's (1996) 'dark side' of Development Control to facilitate not just social engineering, but private profiteering. With no one to speak for the environment, Agenda 21 sustainability and subsidiarity seem only of interest to cities if they serve the same ends. In the face of this, it is argued, real-estate professionals have a moral obligation to protect land and resources for the benefit of countless future generations. To ignore this duty may prejudice the existence of both. Thus, with current ethics in the property industry seen as a 'sham', a means to replace or renew them is suggested.



**The Process of waste management:  
transformations in geographic contexts in the island of Sardinia.  
Implications for planning practice**

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The source of this paper is a broader research project at the Dipartimento di Ingegneria del Territorio at the university of Cagliari, Sardinia. This project seeks to analyse transformations in regions, communities and uses of territory caused by certain natural and human processes.

Methodologically, the paper will be based on a parallel study of processes (first examined in a general way) and the kinds of transformations produced by that process in some geographical contexts in Sardinia.

Applying this method, a check will be made on how the different contexts react to the same general process.

In this way, the study of the phases of a

certain process becomes an instrument to extract more and inedited knowledge from regional contexts. This new information can then be added to parallel statistic surveys that have already been developed.

One of the processes chosen as an instrument to carry out the study is that of waste management, connected to some important issues, such as knowledge acquisition (difficulty in obtaining data), consensus building (especially concerning the specific theme of location of dump sites) and the ways to represent and ensure citizen participation in planning processes.



## **Sustainable urban planning and development in Israel: research issues in water aspects**

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At present, the main urban development in Israel takes place (and is predicted to continue to be so in the future) in the coastal plain. The coastal plain is located above the coastal aquifer, which is the largest water reservoir in Israel that enables over-year regulation. Urban planning and development as it occurs at present increase runoff and reduces the amount of water reaching the aquifer. It also increases the danger of water pollution in this aquifer. To enable future development, water will have to be treated as a limited natural resource. Urban planning - as one component of the water issue, will have to be oriented towards sustainable urban development. The paper will present some existing urban development practices and their influence on runoff in public areas. It will discuss research issues towards sustainable urban planning and development,

with emphasis on some neighbourhood public open spaces. Issues discussed will include: a) how to establish field data regarding quantitative and qualitative aspects of runoff water in urban public areas; and, b) how to establish methods and practices that can be implemented in urban planning and development to mitigate water problems.



## **Urban sustainability and cultural processes - a case study of Oxford**

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1972 saw the great Stockholm conference on the environment, when through the UN Declaration of Global Action nations first agreed to accept responsibility for the consequences of their actions on others. 1972 also saw the publication of Oxford's Balanced Transport Policy when long standing but highly controversial road proposals were dropped in favour of new public transport initiatives.

Twenty five years later the world is getting warmer, biodiversity is declining, the ozone layer is being depleted, there are more CO2 emissions and more hydrocarbons, and urban sustainability is again under discussion. In Oxford after twenty five years and despite the most extensive park and ride system in Britain, there is widespread traffic related air pollution and increasingly poor conditions (particularly for pedestrians) in the city centre. Yet all are striving towards the principles of Agenda 21.

Is the City of Oxford with its great universities and powerful college and commercial interests unique in its inability to cope with the car and congestion? Does the culture of the car dominate Oxford because the Morris (and now Rover) cars were built here? Do the bus and coach operators with their bus lanes, priority

schemes, park and ride systems and electric vehicles deserve more attention now that 'de-regulation' is no longer the main objective. Do the cyclists of Oxford have enough safe routes? Are the pedestrians, whether residents or visitors getting their fair share of the city and its cultural attributes? In short just how far can we go in further reducing car traffic, providing clean, efficient and affordable public transport and promoting cycling and walking with new and improved facilities to meet the demands for urban sustainability.

New technology can provide many answers, but the management of our cultural heritage requires sustainable solutions that are acceptable to local people. The issue for planners and architects, and urban designers is how to develop techniques that are understood and accepted by both politicians and the public.

The Oxpens Quarter Initiative in Central Oxford provides a recent example of just how the public can get involved with the complex decision-making process, as does the Public Inquiry into the city's new proposals for the central area. The principles of each approach will be discussed in this paper as current examples of public participation in the land use planning process in Britain.

Each will indicate successful approaches to urban planning and cultural policy to maintain and improve the environment of one of the most beautiful cities in Europe for the benefit of residents and visitors alike, and to ensure our survival into and beyond the twenty first century.



## The limits of regional integral environmental planning

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Policy planning was not a new phenomenon in Dutch environmental policy. Various environmental laws contained planning obligations for both the national government and the provinces. This old sector planning system as it was developed in the seventies had the nature of a response to urgent problems and focused mainly on the individual environmental sectors, where these problems showed most clearly. The sector planning system consisted of various sector plans for solid waste, water quality, soil conservation, etc. In the Memorandum 'More than the Sum of its Parts' from 1984 by the Minister of Housing, Physical Planning and Environment, Wissemsius, the foundations for a new system of environmental policy planning are sketched. The ideas from this Memorandum were converted into legislation in the chapter 'Plans' of the General Environmental Conservation's Act. The new system integrates all sector plans in a single strategic environmental policy plan in relation

to a single operational implementation plan.

The paper is based on an evaluation study of this Planning Chapter of the Dutch General Conservation Act, as part of the formal law evaluation obliged by article 21.2 of the act, commissioned by the Evaluation Committee for this Act. This Committee has to advise the Minister on the implementation of the general Conservation Act.

The main evaluation question was if the planning chapter reached its targets. In particular, did the new planning system contribute to the integration of the different sectorial environmental policies? And what role can integral environmental plans play in integrating sectorial environmental policies?



## Visual qualification of forest landscapes and their social legitimisation

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Public participation is nowadays of utmost importance in the planning process. Their importance increases when we consider the multiplicity of actors, which interact in the landscape and in the management of natural resources. But when those who own and usufruct the landscape have a scarce involvement, social legitimisation of planning process must be questioned.

In the scope of a European research project, some strategies were defined for forest qualification, putting the emphasis on visual integration in the landscape, as well as the multiplicity of land uses. One of the main components of this research project was the development of a public survey, with the purpose to investigate and identify the perceptions and opinions about forest landscapes.

In Portugal the public survey involved the participation of 300 inhabitants of three Study Areas: Águeda, Alvão and Gondomar.

This paper aims to present the methodol-

ogy used, as well as the results of the public survey in the three study areas.

The preliminary results seem to show that:

- a) There are some differences in the way rural and urban people feel and apprehend forest landscapes;

- b) People search forests for working purposes and not so much for recreation;

- c) People are aware that forests still do not offer the necessary facilities to support recreation;

- d) There is a potential of recreational activities such as: camping, cycling, hill walking, horse riding, hunting and fishing;

- e) Afforestation should favour native species avoiding monoculture of exotic species and very intrusive silvicultural systems.

- f) Carrying a long tradition in our landscape, *Pinus pinaster* has a broader acceptance than *Eucalyptus globulus*.



## **Green plans or green physical planning? A comparison between the Dutch and Portuguese planning systems regarding environmental criteria for urban development decisions**

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Many municipalities all over the world have adopted environmental declarations, strategies and action plans. A general term for these plans that address environmental problems is 'green plans' or 'environmental (policy) plans'. The relation between local physical, land-use or spatial planning and these forms of environmental or green planning varies from planning system to system. The increasing debate on sustainable development and environmental sustainability has, among other issues, contributed to a raise in attention for environmental planning and its integration with the traditional perspective of physical planning at local level. In some countries these planning functions are combined while in other countries they are quite separate.

At policy and plan making levels high expectations for a surplus value of environmental plans seem logic, however, at licensing level new procedures and criteria to improve environmental input to decision-making seem worthless. Are the new environmental plans adding an environmental input into decision-making at local

building permit level?

This paper aims to compare the licensing procedures currently enforced in the Netherlands and in Portugal in order to highlight the contribution of environmental plans to the traditional decision-making processes under physical planning.

The paper is structured into three main parts. The first part deals with theoretical contributions of planning at local level to improve environmental input at licensing level. In the second part the planning systems at local level of the Netherlands and Portugal are described and compared in terms of the context of the theme. The third part of the paper analyses comparatively two types of approval processes namely, of an industry and a large urban project in order to differentiate the environmental input in the building permit.



## **Modelling interactions between biophysical and social systems: The case of the Corvo island**

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The paper formulates and calibrates a base model for a small island and - using the STELLA simulation software. Then expands the model to integrate the use of resources issues such as vegetation, soil and water. Finally includes some features of environmental dynamics to allow the introduction of each environmental resource recovery rate. Afterwards the model is used to define and analyse different development scenarios for the island. From our perspective an island is just a suitable object of study representing a much broader category of geographical entities. These outcomes are then introduced in the theoretical debate about sustainable development.



## **Special areas of conservation - The integrated management of natural resources in a context of conflicting interests, in Portugal and in the United Kingdom**

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The European Union has been, for the last three decades, an important source of environmental initiatives. In May 1992, EC Directive 92/43/CEE, or "Habitats Directive", was published becoming an important instrument of the Nature Conservation Policy at the European level. It established the basis for the protection and conservation of species and habitats and will lead to the creation of a European net of protected areas - Natura 2000.

The institutional and legislative framework for the implementation of Special Areas of Conservation, in Portugal and in the United Kingdom is obviously very different and is partially the result of different backgrounds and of specific nature conservation histories and traditions. A comparison concerning the implementation of that Directive in these two countries can lead to interesting conclusions.

There will be an analysis of how these unique realities are reflected on issues such as the mechanisms created for the management of Special Areas of Conser-

vation in both countries, and the solutions found (when they exist) for the minimisation of potential conflicts between nature conservation goals and existing land uses. This approach aims at pointing out the importance of an integrated form of resources management, which gives priority to the involvement of local communities and to the co-ordination of conservation policies and sectarian policies.

A portuguese case study will be presented - the Baixo Vouga Lagunar Area, in the Aveiro region - in order to show how important partnership and trust relations among the parties involved in the management of the area can be, in a context where there are so many conflicting interests.



## **A human bioclimatological classification of Portugal towards a more comprehensive planning**

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This is an attempt to devise the human climates of Portugal. This human bioclimatological information can be applied in a variety of fields. Among these applications there are two inter-related fields rather important in daily life for which human (dis) comfort research can recognise the needs and provide satisfactory guidance: health care and building design.

This bioclimatological classification is based on the assessment of daily and monthly air temperature and relative humidity. Eighteen types of human bioclimates are devised, though in some cases only slightly differences from one to another were found.

For each of the human bioclimatic region is estimated the necessary requirements for health and building design. Humans are weather-sensitive creatures and it was found that in some regions residents suffer more from respiratory ailments, while in others cardiovascular disorders are

more important. Therefore, an effective casualty service should be planned and installed according to the possible needs of the population living in each region. From the building viewpoint, the use of human bioclimatological data in its design may represent the difference between a healthy and a sick human built environment. Many think that at the present time humans have already built technologies to control the atmospheric conditions and indoor climate, and thus building design is no longer of a great concern. However we ought to think of the cost that these artificial corrective measures will represent to the natural and human environment, and also its economic aspect. These artificial measures lull us into a false sense of comfort. They also impair the health of the occupants. It is shocking to realise that very often our "international style" homes are a danger to our health and to the environment as well.



**Perspectives to environmental compensation.  
Environmental quality and green planning**

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Together with the planning of a new activity, compensation measures have to be considered. After all physical planning should look for compensation of lost functions, if that is desired. This idea could fit very well within the concept of sustainable development, which offers the prospect of a beneficial relationship of environmental resource conservation and economic development. Compensation within the concept of sustainable development will be referred to as environmental compensation. In general environmental compensation means that there will be an increase in environmental value to balance the loss of such value. In other words: environmental compensation concerns the provision of a physical project or action that is claimed to provide or embody positive environmental value to compensate for environmental losses or damage.

There is a growing awareness that the final result of a spatial activity in combination with the implementation of compen-

sation measures is after all better than without. Environmental compensation could be one of the answers to the growing amount of complex environmental issues that ask for a new approach in physical planning. Different priorities, like a good environment and a healthy economy, have to be weighted against each other in order to deal with the capacities as well as with the limits of space. The concept of compensation could make the integration of economic, social and physical aspects in planning processes easier. However, questions remain about the implementation of environmental compensation in order to obtain satisfying results. Therefore the objective of this paper is to clarify the possibilities of environmental compensation as an instrument in physical planning to retain or to reach a certain environmental quality. By examining economic, environmental and social aspects in relation to environmental compensation, it is the purpose to acquire more knowledge regarding the strengths and weaknesses, the opportunities, and the desirable way of using the instrument in planning practice.



## **A tool for visual impact assessment of coastal development**

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The integration of Visual Impact Assessment (VIA) in policy making and planning processes is limited due to lack of general theoretical framework that bridges between the various approaches and to the problematic nature of quantifying qualitative values. This research attempts to deal with these problems by examining the relationships between levels of visual impacts of development on the coast line, as they are perceived by observers, and the levels of visual preferences for the same coastal view. Three other objectives of this research are: 1) To examine the level of contribution of selected variables to the explanation of visual preferences; 2) To test the sensitivity of changes in levels of visual preferences to levels of changes in visual impacts; and 3) To study the correlation between the levels of conceived and measured impacts.

The research aims to examine the levels of three major impact factors in two different visual contexts: openness of the view, colour contrast and skyline interruption. The third factor was tested in two

ways: the level of vertical intrusion and the relative part of skyline being blocked by the development.

The main assumptions of this study are that a negative correlation exists between the level of visual preference and the level of visual impact, and that this correlation can be used as a tool for evaluating the severity of visual impacts.

The research method is based on a stated preference survey, among 150 observers. The observers were presented with 40 simulations of different levels of visual impacts on two sites along Haifa's coastline. The simulations were generated with the aid of Photo Shop computer program. Final results and conclusions regarding the levels of the viewer's preferences of visual changes will be presented in the congress.

Research results will add to methodological knowledge on visual impact assessment. This knowledge can assist policy makers and planners in the integration of visual considerations in coastal development policy.



## **Environmental control problems associated with devolution: Is local green planning really possible?**

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Local policy-making and devolved power, while carrying the potential for greater democracy and citizen participation, always carries with it the likelihood that externalities that would have been internalised and addressed by a larger unit of government will be ignored by smaller units whose actions have adverse effects on each other. Thus narrow decisions or planning mistakes that might have been avoided through a more centralised approach will be more likely to take place when planning is more localised. Pressure for plans and approaches that benefit one community while possibly doing external damage that either undermines aggregate well-being or environmental conditions thus may be greater under a devolved planning process than under a more centralised decision-making regime.

This paper will critically examine these issues through consideration of two case studies of United States decision-making in the environmental policy arena and its effects on urban areas:

(1) Policy guiding air emissions that flow from one political jurisdiction to another. Current Federal efforts to strengthen the

Clean Air Act represent in part an effort to exercise central control to limit the problem, especially for cities that had been controlling their local sources of air pollution. A court case involving a suit by eight North-eastern states against the emissions of air pollutants from "tall stacks" intended to disperse contaminants in Midwest states will be used to illustrate the problem faced by devolved units, in the absence of strong central control.

(2) Contaminated land policy and cleanup of past ground and water pollution. As the value of previously abandoned or under-utilised land for local economic development has risen, so have the political pressures for devolution of control over cleanup standards, with attendant weakened planning controls and cleanup standards driven by "economic necessity".

In both policy arenas, an environmental planning problem is translated into an economic one as devolution develops. Both examples involve efforts to turn to the private sector or market processes for planning solutions: first, through marketable pollution permits for emissions to the air; second, through delegation of cleanup responsibility (and sometimes standards) to private development actors, albeit at times with massive public subsidies.

The dangers of devolution are well demonstrated by these examples. The paper will conclude with some tentative criteria that might be used to determine the appropriateness of devolution of decision powers with respect to different environmental planning problems.



## Looking to Lisbon environmental quality, design and urban planning

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Most of the environmental problems that could threaten a sustainable future are in cities, especially because most of the world population in a near future will be leaving in urban areas. The role of cities claims for a new planning attitude.

Urban systems need to encourage more concentrated activity patterns, shifting away from car transportation, in order to reduce the levels of greenhouse gas emissions. A large part of travelling in cities is made to connect activities undertaken in different locations. Land use planning and the decision to locate certain types of facilities have big consequences in travel patterns.

On the other hand, the quality of urban spaces relies largely on their degree of human comfort. Urban design through the morphology, composition, geometry, choice of materials and the use of green and other shading patterns has a strong impact on these comfort patterns. Solar radiation and

shading patterns are largely influenced by the spatial characteristics of urban spaces, and can be responsible for discomfort on users causing a decrease on the use of those spaces (Giovini, 1969; Dupagne, 1996). The satisfaction of those conditions alone, nevertheless, is not enough to guarantee that urban spaces are lively and well used by people. This seems to rely in spatial characteristics related to the fabric, which are powerful enough to generate the co-presence of people.

This paper aims at assessing the impact of a number of urban situations in Lisbon, covering physical plans recently developed in the city and traditional existing public spaces such as squares, parks and pedestrians areas, looking at their impact on flows of movement/energy consumption and the enhancement of public spaces environmental qualities. Special attention will be given to the urban renewal project of the EXPO 98 site, which will hold the last international exhibition of this century.



**Fitting impact assessments into decision-making processes.  
The case of the high speed railway**

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The construction of a high-speed railway from Paris to Brussels to the 'Randstad area' in the Netherlands is since the seventies subject of debate and research. Over these years a lot of research has been carried out regarding need, alternative routes and future impacts of the Dutch part of the high-speed railway. In 1994, the Ministry of Transport published the "New High Speed Railway Report" on the basis of which the government two years later decided upon the 'final' route. The report was a product of two combined procedures, viz. The 'Key Planning Decision' procedure and the 'Environmental Impact Assessment' procedure.

This paper explores ways in which stakeholders used impact assessments during the Key Planning Decision / EIA pro-

cedure. The exploration includes content and process of impact assessments and the influence of the assessments on stakeholder's decision-making processes. The analysis shows that impact assessments suit one stakeholder better than the other. The paper ends by discussing ways in which impact assessments can be better tailored to requirements and interests of different users.



## **Development of a process for planning an open space as a means for reclamation of sanitary landfill sites**

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In Israel there are a few hundred Sanitary Landfill Sites (=S.L.S). The Ministry of Environment's policy supports closing most of these sites and concentrating the waste disposal to a limited and controlled number of approved sites. The closing of these sites emerges the need for reclamation because of two main reasons:

- a. Preventing environmental nuisance.
- b. Using the site for further public use.

Israel is small heavily populated country. An accelerated rate of development in the country often causes a negative impact on the public open space. As a result, there are less public open spaces. This research raises the possibility of using the rehabilitated S.L.S as public open spaces.

Planning a public open space on a rehabilitated S.L.S arise some problems, either from the engineering aspects, or from the planning aspects.

The goal of this study is to develop a process of planning a public open space on a S.L.S. The study identifies the optimal objectives according to the use limitations, and devel-

ops a set of planning guidelines, as dictated by the specific requirements relevant to the safety and pleasure of the users, the environmental impact of the S.L.S and the utilisation of the site. The process describes a decision-making course for selecting the most suitable open space type for a given rehabilitated S.L.S.

The process includes four main stages: a. Objectives definition of S.L.S. reclamation and open space characterisation. B. Defining characteristics of open spaces that are problematic when located on a S. L. S.; defining problematic S. L. S. characteristics and identifying the technological solutions of these problems. The output of this stage is a list of S. L. S. characteristics to be examine before planning and a list of relevant technological solutions for each type of open space. C. Defining planning criteria for open space location. D. Evaluating the suitability of different open spaces types to a given S. L. S., according to the criteria, using alternatives.

The decision-making process was demonstrated on a case study, at Naaman S. L. S., north of Haifa. It was found as an effective process for the selection of the most suitable types of open spaces for a given rehabilitated S. L. S. and for creating an environment-friendly site design.

This study contributes to future planning of rehabilitated S. L. S., by providing an empirically tested process of decision making for landscape architects, urban and regional planners, who are concerned with designating and planning the public open spaces.



**Cross-national comparison of specific consumption of natural resources  
and economic principles for the protection of nature**

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In the course of the last two or three decades the problems of natural resources supply of economic activity permanently remaining an important research object as well as a focus of interest of public at large have been not only considerably reformulated but also have transformed their very essence. A set of indexes highlighting the specific resource consumption of 147 economies of the world are presented. The procedure leading to creation of integral specific resource consumption characteristics is described. Eight country groups have been defined according to their level of resource consumption per unit of GDP and a short comment on each of them is made.



## Typologies of environmental conflicts in compact cities

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In Europe the compact city policy has become a popular means of planning for sustainability. Dense cities might avoid urbanization of the countryside and should help reducing traffic congestion. Lately, planners are expressing their serious doubts about the positive environmental effects of the compact city concept. In The Netherlands and in the UK planners have identified dilemma's of the compact city policy. A number of these dilemma's are based on what can be called 'spatial - environmental conflicts'. These conflicts arise when environmental quality is too low to accept spatial development of environmentally sensitive functions. Also these conflicts emerge when spatial development will cause a reduction of the quality of the environment. In Europe, the last couple of years these conflicts are no longer being solved solely by policy measures imposed from above. Local participation is also being recognized as an effective way in some of the conflicts. In this paper the hypothesis 'the most effective policy solution is

dependent on the complexity of a 'spatial - environmental' conflict; policy imposed from above or policy based on local participation' will be resolved. Conclusions are based on theoretical and empirical research which were undertaken the last couple of years by me and my team of environmental planners. Three typologies of conflicts (simple, complex, very complex) will be used for a critical review of this hypothesis.

Different approaches are used to define the typologies meant above. First of all a model is introduced which is based on an analysis of strategic developments in environmental policy and planning. This model is used as a frame to identify the complexity of a number of cases for defining three typologies of 'spatial- environmental conflicts'. The cases are worked out by making interviews and analyzing sources published by the responsible authorities which are involved with the cases.



## **Ecologo-geographical atlas as a model of stable development of region: choice and treatment of information principles**

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At the Tatarstan Republic (Russia) there used the programs of socio-economical, ecologo-economical, Informational etc. development and creation at the level of global, federal and regional scales which should begin to work, in order to elaborate general ecologo-economical policy by means of conception of balanced state and stable development of a region.

As a model expression of the conception becomes "Ecologo-Geographical Atlas of the Tatarstan Republic" providing integral, complete and balanced views of the environmental condition.

The work is conducted with "floating" set of geographical information (indicators) which allows stressing a specificity of objects. The procedure permits to elaborate

system of diagnostic indicators. Its goal - to obtain such interconnected set of indicators for each unit (operational-territorial unit, or OTU) that is will show the greatest distinction with other OTU of the totality. System of indications is chosen so that it reflects all aspects of complex socio-ecologo-economical state and situations of the region and with the help of our special method it is transformed into the corresponding regional syndrome for every region.

On the whole, the Atlas gives a perspective sight of reflection of the present day ecologo-economical condition and orients specialists and authorities to take timely and effective management decisions in the field of regional policy.



## The risks admissible approach

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The extent of ecological risk increases in proportion to the concentration of industry and population, unfavourable influence and combination of natural, geographical and climatic factors, etc. Complicated technogenic systems are dangerous in themselves, the risk of accidents and catastrophes rising with casual insufficiently considered geographical distribution of industry and other establishments along the territory.

The concentration of admissible risk is the bases of the suggested approach to the provision of "security", i.e. the requirement of achieving such kind of risk that would be approach from the point of economical and social factors.

The concentration of admissible risk in-

cludes two main aspects: the risks estimate and risks control.

Some kind of maps with the marking out the zones of different stability, which are regulating the character, and the way of social-ecological-economical development of the region has been constructed for the Tatarstan Republic.



## **Brownfields cleanup and Redevelopment: Organisational learning of innovations in environmental insurance policies.**

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As the result of industrial and commercial development, urban areas throughout the world have inherited the problem of brownfields or used and potentially contaminated properties. In the last decade, the mitigation and reuse of these sites has become a growing concern of urban planners, community organisations, and environmental agencies. Critical impediments to the reuse of brownfields in the US include uncertainties about cleanup costs and liability exposures of owners and operators stemming from federal, state, and local environmental laws.

Although environmental insurance policies to manage these uncertainties have been too costly for all but the largest brownfield projects in the past, several US insurance companies have recently developed pooled insurance coverage that can accommodate a range of projects. Preliminary research on the topic, however, indicates that key public officials have very limited understanding of these new types of policies.

This paper will present analysis of data on

environmental insurance collected in the spring of 1998 for the US Environmental Protection Agency (EPA). The research involves telephone interviews with brownfield stakeholders in seven urban areas that have received EPA financing for a Brownfields Cleanup Revolving Loan Fund (BCRLF). Individuals interviewed will include representatives of economic development organisations, lenders, municipal planners and others. An emphasis will be placed on BCRLF administrators who might purchase insurance to indemnify themselves or obtain coverage for BCRLF borrowers.

The interviews will provide data on the sources of variation in attitudes toward environmental insurance including differences in policy decision contexts, the limited utility of the insurance policies described to interviewees, and lack of information about recent changes in insurance coverage. A conceptual framework will be offered to understand problems of organisational learning that impede innovation diffusion and utilisation of a potentially valuable tool for environmental protection and urban regeneration.



**New ways of planning for new ways of living:  
co-operative, communicative project development for ecological housing concepts**

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Ecological housing concepts range from multi-family developments built according to low energy standards to community developments built by groups who share facilities such as common rooms, automobiles, and alternative energy installations. The ecological advantages of the community form are greater because a group planning together can often invest in highly efficient solutions that are not otherwise feasible. Also, a community offers the opportunity to share, which can reduce the amount of material goods and space necessary in individual households. However, these ecological benefits can only be attained if residents are knowledgeable concerning the use of the technical systems and are able to reach agreements on the nature of the shared facilities and the conditions governing their use. Ecological community concepts require substantial cooperation and communication between all the actors involved in their planning and

implementation (residents, planning authorities, architects, etc.). The projects may be in conflict with local ordinances, demand special contracts with utility companies, or be eligible for government funding. These are legal, technical, and financial questions, and questions of lifestyle and ethics that can only be answered with professional knowledge and skills.

A great deal of time, effort and motivation is necessary to implement ecological projects. Personal time constraints may lead some households to opt for less sustainable housing alternatives. However, planners who are familiar with ecological building technology and site design, government funding programs, group mediation skills, and the local political climate could reduce this burden. In some German cities, consulting firms have been founded that specialise in project management for groups interested in living in ecological communities. This paper will describe the professional services offered by one such consulting firm (founded in 1995 and located in Dortmund, North Rhine-Westphalia), and document the role it has played in accelerating and supporting the implementation of ecological housing developments.



## **LOCAL AND REGIONAL PLANNING**





## Learning regions and regional planning

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In this paper I am asking the question how regional planning can stimulate local and regional learning. In order to answer the question I want to discuss the term learning regions and what variables that characterise local and regional development as a social learning process. Further, I want to discuss prerequisites for social learning in planning and political processes, and I want to present different levels of learning. I believe there are close links between these levels of learning and Habermas model of political will forming. In this model Habermas talks about different discourses with their respective rationality's, which together form a political legitimating process. Habermas understands the political process as a will forming process starting with pragmatic discourses which further leads to ethical and to moral discourses depending on kinds of conflicts present.

These discourses can lead to juridical discourses, which are oriented towards the consistence of the laws and regulations. I want to discuss the potential links between this model and the prerequisites for regional learning and I want to discuss what impact those links can have on regional planning. Finally I want to present a planning approach as a respond to the discussion.



## Urban network and accessibility: retrospectives and tendencies

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and infrastructures sports.

The expected results will largely contribute to sustain new policies of regional development.

Accessibility is a key factor to change urban systems and spatial organisation.

In the last ten years the spatial organisation of Portuguese urban systems has changed to a great extent.

The aim of this paper is to present some results of a research project carried out by CNIG named "Urban Network and Accessibility: early changes in spatial organisation".

This project has adopted two main perspectives: Analytical and prospective.

The first evaluates the evolution of the accessibility and their impacts on the national urban system and spatial organisation.

The second, we build scenarios of accessibility and spatial organisation based on the national plans of motorways and roadways, hospitals, universities, schools



## **Perspectives, possibilities and limits of regional economic policy before and after the Monetary Union and in perspective of the new Central and East European Members**

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Disparities on income and employment between the regions and (more less) between the nations in Europe are very high. Neo-liberal policies seem to make it difficult to reduce unemployment rates and income disparities. Of course EFRE funds, including the Cohesion Fund, are necessary but nevertheless not sufficient to reduce the problems. They can probably prevent a further growing in disparities. If the EMU is realised there firstly must be created a new mechanism of adjustment of regional economic disequilibriums formerly answered by de-or upvaluations of the national currencies. Secondly a new horizontal system of financial compensation must be invented and installed for fighting against growing disparities. But governments are not aware of this fundamental change of the conditions of regional policies. Many of them seem to believe that the present situation (unemployment rates

of sometimes more than 20 percent, very sharp disparities of income etc.) can be handled politically with the traditional instruments of the EFRE-funds for long time. So Agenda 2000 of the European Commission neither shows the way for reducing existing disparities between the EU 15 countries and regions significantly nor gives a sufficient response to the problems of fundamental disparities between the EU 15 group and the new applicant countries of Central and Eastern Europe.

But it must be feared that the proposals of the Commission will again be reduced by the hard-liner-governments of Germany and the UK. On the other side this paper tries to present some proposals for another logic of regional economic policy from the point of view of an alternative planning and economic policy. Planners are responsible for informing the public over these fundamental new conditions of regional policies in Europe.



## Phenomena of "delocalisation" and regional policies for local development in Sardinia

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This paper analyses regional planning of the environmental project in some inner areas of the island of Sardinia. In the past ten years, the investment policies of goal-oriented enterprises for the development of many Sardinian regional economic contexts benefited from some areas. These areas had profited by the reinforcement of the existing infrastructural framework, leaving some weaker local contexts in marginal situations and resulting in impoverishment processes.

A reflection about these aspects points out how some regions considered 'difficult' and 'less appealing' and called marginal areas are traditionally neglected by the regional planner. They are considered marginal elements in development policies with respect to strategic intervention in the territory. The Regional Government has been

characterised by political choices promoting developmental poles, essentially recognising the importance of infrastructural framework. The proposed case study investigates the suitability of this hypothesis in a particular central-eastern Sardinian area, in which some experience connected to environmental planning has already intervened in a marginal situation. These areas are characterised by low demographics and small villages. They have continually controlled a very extensive territory, with a traditional form of farm-pastoral economy based on the respect for the equilibrium of environmental research. It is possible to recognise two models for the environmental city:

- an "interior city" - a rural and pastoral society - characterised by the tendencies to root itself in the territory and by a persistent opposition to change;

- a "coastal city" characterised by social-economic similarity but also articulated by different ways life and ways of living in the environment.

However, every regional context, even with its own functional specificity, is recognised as a significant space of community.



## **What cause high technology firms to choose metropolitan locations: A case study of the Israeli Northern Region**

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What cause high technology firms to choose metropolitan locations:

A case study of the Israeli Northern Region

Different studies have predicted evidence on the existence of the key advantages of metropolitan regions in their ability to attract hi-tech industries, which employ advanced technology and high involvement in the development process of innovation. This paper presents the results of an empirical study of how Israeli hi-tech industries choose a preferred location within the metropolitan region under investigation. The empirical study was carried out in the northern region of Israel (encompasses the Haifa metropolitan area and its surrounding localities), based on field-survey data obtained from hi-tech plants located in this area.

The principal assumption of this study was that utility function exists that determining the choice by hi-tech firms. The binary model employed in this study assumes that this function consists of three sets of factors: 1) the characteristics of the

production milieu in which the firms are located. This group of variables contains a set of locational factors which play a major role in the firm's location considerations; 2) characteristics of the firms related to their life cycle; and 3) the firm's technological level as measured by R&D investment and its innovation activities. It is assumed that the firm will choose a location based on the selection of the alternative that yields the greatest utility. The model investigated the effect of different factors on location choice and also identified the direct contribution of each factor towards the probability of choosing the metropolitan region as a preferred location. Implication of these findings with respect to public industrial policy is also discussed.



## **The recovery of mining habitats as a new factor of local economic development**

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With the progressive abandonment of mining activities in Italy, and in particular in the mining areas of south-western Sardinia, the marks left by centuries of exploitation of metal- and coal-bearing deposits are emphasised, even in the presence of marked social unrest.

In this area, the proposals for the renovation of the development model for the revival of the local economy have been made more difficult by the serious pollution and morphological impairment caused by the numerous workings and by the degradation of the landscape that have led to the present situation. Nevertheless, in view of the important naturalistic elements of value, the conspicuous historical-environmental resources and the presence of important cultural "deposits", the local economy can be directed credibly towards the tourist sector.

Decontamination and recovery together

with the proposal of reutilising the patrimony of abandoned mining buildings and of the structures of "industrial archaeology" scattered all over the territory will represent an important historical moment for the area, since the decisions will be aimed at redesigning a credible scenario of economic development that should concentrate on the effects to be induced in the local economy.

In this way the abandoned buildings will represent a resource to be considered within an articulated, complex process of recovery and economic reconversion, in which to converge all the other elements that will credibly allow important solutions for stability long-lasting development.

The territory, therefore, as a historical, cultural and environmental whole, is placed at the centre of broader interests that consider especially the development of the tourist sector as a structural condition of support for the local economy.



## **Two models to promote local economic development. The case of the shoe industry in Ceara and Paraiba, in Northeast, Brazil**

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Looking at the shoe industry in the states of Ceara and Paraiba, in Northeast Brazil, I found that, in spite of the similar initial circumstances with regard to location, regional characteristics, and labour force skills, the shoe industry has evolved in a different fashion in both states. Whereas in Ceara, the shoe industry is growing due to the arrival of large firms from southern regions, in Paraiba, the shoe industry growth is more connected to the development of local, small and medium firms. Yet in both states there is a story of successful, though different, outcomes in the development of the shoe industry.

For instance, Ceara is becoming a model of development to be emulated by all the other states in the Northeast region. Its model is mostly based on the idea that development is accomplished with large-scale firms and the development of labour intensive activities. Several southern large firms arrived in Ceara, the local shoe industry, after a period of prosperity, is declining: 15 medium to large local firms shut down by the end of the 1980s and in the 1990s, thousands of employees were laid-off, and shoe production decreased from a share of 46.6% of the Northeast Brazil production in 1978 to 10% in 1996. In Paraiba, in turn, there are fewer firms arriving from other localities

and some of firms that arrived in the 1980s are leaving the state for better opportunities in other localities and in order to take advantage of the low labour cost and state incentives in the same fashion to what is happening now in Ceara. In spite of this counter movement witnessed in Paraiba, the local firms are thriving, the state share in the production of pairs in the Northeast region jumped from 2.9% in 1978 to 12% in the 1990s. Productivity, in terms of pairs of shoes produced per worker during the 1980s and beginning of the 1990s, has also been higher in Paraiba than in Ceara. Furthermore, Paraiba states houses one of the most advanced centres for leather and shoe training in the country and supplies skilled leather and shoe technicians for the whole North and Northeast regions, whereas in Ceara, training facilities are almost non-existent and there are new labour standards being implemented (e.g. the co-operatives).

This paper will tell the story of how the shoe industry in Paraiba and in Ceara evolved and succeeded: though their evolution took different paths. Therefore, the story is about the different model followed by the two states. As follow from these models, two questions shall be answer: in what sense do the models differ, when do they start to differ, and what are the implications of this differentiation. This paper also suggests that in despite of the 1980s being known as the lost decade of economic development in fact there were many policies and advances in some localities that allowed the survival of local industries due to the existence of appropriate government intervention.



## **IT-Way of development in non-urban regions - a Hungarian case-study**

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The topic is concentrated on the development possibilities of non-urban areas, micro-regions. The main question is: If these regions use information technologies (IT) more in local economics, have they more chance for further development, or not.

The first problem is if we'd like to answer this question, that we should say what does it mean "development" precisely. Is it just the growth of local and regional outcome, or is it a more complex thing. In this article we use this expression, as sustainable development. So, we'd like to find the way, how the information technologies can help these regions for sustainable development.

The second problem: is there any basis in the non-urban regions for an IT-way of development? In our opinion, the answer is yes, but we should see not only strengthen points, or possibilities, but also the weakness, or dangers, too. Before the development process, after the conception, on the

stage of planning, we must be very carefully, to see the whole influence-system of our steps. There is a real danger in these types of regions, that the very fast technological development can damage the basis of the further development, to crash the values, the specialities of the region. This process will hold to a certain way, when the micro-region - through its local economy - will be only the background area of a major centre, in a certain hierarchical network.

In the second larger part of our work, we show you the changed system of Hungarian local and regional development. You can see the borders of settlement autonomy, the newly forming regional hierarchy, the sources of the regional development, concentrated on mostly the micro-regional level. We'd like to show you the two main types of micro-regions, and their characteristics.

In the third part of the paper - after the theoretical chapters - we show you some examples from Hungary, when theory and practise were confront. We will give you the first results of the process, and a short outlook in the end, about the scenarios.



## University-society links: a perspective on the design of a policy framework

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It is increasingly accepted that higher education has an important role to play in regional socio-economic development. In peripheral regions, the triple helix concept (higher education-industry-government links) has been explored as a major factor to stimulate and/or reinforce development strategies. There is thus a growing consensus on the need to design policies which articulate higher education institutions (HEI) and other public and private (regional) actors.

The paper is based on the studies carried out under the scope of an European funded research project- UNITTS- Universities, Technology Transfer and Spin-off Activities (DG XII- TSER Programme). It

highlights some of the empirical evidence on policies and practices which, in this context, are being developed in several universities in Europe. It aims to draw lessons about the adequate policy framework to encourage and/or support the links between HEI and society.

It will be argued that such framework, in order to be effective, will need to incorporate three main elements:

a clear signal that the creation of sustainable links between HEI and society constitutes an expectation from society as a whole;

a strong incentive to the involvement of sub-national government organizations, as well as private and public institutions, together with HEIs, in the design of regionally tailored HEI-society linkages development programmes;

a "flexible guidance" approach on the ways in which universities must design and implement their own specific strategies for the development of linkages with society.



## Planning model and evaluation for S&T investments

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This paper promotes a historic review of the development of incentive policies for science and technology in Brazil, and puts forward for discussion a proposed model for governmental planning of investment funds for the State of Rio de Janeiro. The model outlined in this article aims to implement, in an objective manner, science and technology investments which can provide technological support to the state's development plan, promoting the transformation of the allocated funds into prominent social and economic results. It presupposes the allocation of funds according to the outline of programs defined as being inducers, based on monitoring and proactive appraisals within the perspective of the technical-economic network theory formulated by CALLON (1992).

From the eighties, industrial competitiveness became the dominating rationale of domestic science and technology policies in all the developed countries (BROOKS, 1989). Economic stagnation and the increasing political and economic importance of science and technology, according to TEICH (1989), have been changing the rules according to which science, government and society interrelate. In the public sector, this makes its presence felt not only by the increasing concern with mechanisms to establish research and development budget priorities, but also by the changes observed in the way of justifying them. Scientific merit is ceasing to be the determining argument and becomes part of a discussion process with a much wider spectrum, which incorporates economic and social aspects of national or regional development.

The process, which is necessary to transform scientific creation and technological innovation into something capable of improving peoples' quality of life, requires numerous inter-

actions between the scientific and technological worlds, governments, and the market. In this context, scientific and technological activity comes to be perceived as a complex process, where the strategic interaction between players in the three spheres and the forming of the networks become the key elements (ROTHWELL, 1992). In order to understand this process and observe the results more easily, the authors make recourse to a modern concept, which perceives the function of scientific and technological activity beginning from the establishment of the networks.

To define this process, CALLON (1992) defines a technical-economic network (RTE) as a co-ordinated group of heterogeneous players (Universities, government laboratories, research centres, companies, industries and users), who participate collectively in the development and dissemination of innovations and which organise, through their interactions, the relationships between technical-scientific research and the market.

In the context of this debate, this paper aims to direct the discussion to the specifications of the Brazilian development model, and more specifically to that of Rio de Janeiro. After a glance to the past at the development of science and technology incentive policies in Brazil, which enables the identification of current trends, a proposed planning model for government action with respect to the investment of funds in science and technology is put forward for debate. This is aimed at implementing science and technology investments in the state, but in an objective manner, in harmony with a more wide-ranging development plan, capable of transforming the allocated funds into important social and economic results.

Along these lines, the state would be responsible for the co-ordination of a science and technology investment plan, clearly directed to satisfy the state's needs and solve its problems, identified with priorities, such as for example: eliminating pollution in Guanabara Bay, the safety of buildings on hillsides, sanitation, energy saving, etc. This investment plan would be put into practice under the form of a program, prepared together with the remaining Government functions, thus aiming to provide technological support to solve the problems under the State Government's responsibility.

The model outlined in the paper presupposes the allocation of funds according to the outline of programs defined as being inducers, based on monitoring and proactive appraisals within the perspective of the technical-economic network theory formulated by CALLON (1992).



## The management of EU funds for training in Greece

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In this paper we will discuss the implications of the training programmes for the unemployed in the Greek Region of Central Macedonia, during the implementation of the Community Support Framework - CSF-1 (1988 - 93). The vocational training courses of the CSF-1 in the Region under examination started in March 1990 and ended up in March 1994. All training actions in Greece are co-financed by the EU funds.

The hypothesis tested is the efficiency of the training programmes. Namely, we try to see if the training courses for the unemployed in Central Macedonia are compatible with the skill needs and help them in urban, semi-urban and rural areas to increase their probabilities of finding a job, to what extent there are skill mismatches between training programmes and labour market, and if the problem is attributable to the demand for labour, the supply of labour, the providers of training or there is a chronic failure.

The originality of this research is that we follow - among other techniques - a regression analysis using individual anony-

mous records (primary data) of the Labour Force Survey (LFS) for both employed and unemployed (about 24.000 records per year, namely 1.5% of the total population of the Region).

This research may contribute positively to a better understanding of the EU intervention in the field of training, the inter-relationships between the EU funds and the training programmes and policy, and the impact of training on regional development in central Macedonia, as well as in Greece as a whole. Such a study, based on individual anonymous records of the LFS, has never been undertaken for central Macedonia, nor indeed for any of the other Greek Regions.



## **Innovation, technological transfer and territorial competitiveness: the case study of Beira Interior**

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centralist tradition of Public Administration, which might appear as a struggle to the process of innovation and technological accumulation in Beira Interior.

The aim of this paper is to discuss the industrial innovation and the technological transfer in what concerns their impact on the competitiveness performance of lagging regions.

The distinction between the concept of innovation and technological transfer seems to be relativised, since it is assumed that the conditions for the operationalisation of the process of technological endogeneisation require contextual conditions similar to the regions that export technology.

Some conclusions must be taken from studies carried out and from our empirical research about the role of some factors, such as the industrial structure, the quality of entrepreneurial activity, networks and cooperation for innovation and



## **Innovation and territory - What strategies to promote regional innovation systems in Portugal?**

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nally, some sketches are provided of various innovation strategies operating at the regional level from which lessons of direct policy relevance may be learned and adapted to the portuguese context.

The first part of the article examines the concept of regional innovation systems against the background of modern theories of innovation and regional policies. It is argued that the role of localised learning is of strategic importance in order to promote endogenous regional development. With reference to current research on regional policy, we also argue that sustainable regional strength is built on a continuously upgraded knowledge base, rather than on general factor endowment. In stimulating localised learning, the regional innovation systems have an important role to play and the possibilities of producing regional competitive advantage.

We then point out how can we organise regional innovation systems in order to increase innovation at various levels and, fi-



## **A tale of two policies: regional development and planning**

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The two parallel processes of globalisation and technological revolution, whose rhythms have accelerated during the last decade, saw the relationships between regional development and regional planning change dramatically.

In the past, regional planning had, fundamentally, into account the immobility of production factors and production units (infrastructures, factories, natural resources, etc.). On the contrary, at the present time, immaterial factors gain a growing importance. These changes have, naturally, reflections in the type of regional development and planning, in order to guarantee the level of territorial competitiveness.

There's need to identify what type of productive factors are scarce in the region under analysis (taking into account regional diversity) and to define the corresponding policies. In order to do so, contributions from competitive advantage theory (Porter, Krugman, Sachs) and from classical location theory should be taken into consideration.

In this sequence, we could be able to identify the infrastructures and new structural investments for the next millennium, who should adopt new technologies that guarantee the maintenance (or even the grow) of high value added labour levels.

After a survey of some of the pioneer regions in EU, we will present the case of some Portuguese regions. Following a brief identifying analysis of their needs, we will present guidelines according to the opinion and thesis presented in this paper.



## **The Republic of Tatarstan: the Particularities of Development and the Interregional Exchange Orientation**

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1. The concept of balanced socio-economic regional development comes to the forefront as far as the states with special status within Russia are concerned. The principles of concept realization orient one towards the investigation of the regional policy peculiarities and projects of research in the sphere of integral territorial potential. The latter characteristics present a qualitatively new formation and include such aspects as planning of the improvement of the environment, quality of life and its change in postreconstruction regions, regeneration of peripheral regions, etc.

2. Peculiar conditions of development have been formed in the republic of Tatarstan (RT). It is a multi-ethnic industrial state. RT powers should include the questions of development of high-technology spheres

of industry, fulfilment of preparation and placement of specialists, as well as two-nation functioning in the spheres of culture, education, languages development.

3. As the two basic RT nations (Tatars and Russians) had by as early as the beginning of the XX-th c. formed bourgeois national institutions which were restored after the fall of totalitarianism, it is necessary to provide peacefull evolutionary functioning of national communities in the spheres of economy, law and culture.

4. Trends towards international, interregional and interstate exchange are stimulated by the fact that 80 percent of GDP is produced within the branches based on interregional cooperation, and that 3/4 of Tatars live outside the territory of RT. These goals are achieved with the help of agreement and treaties with all Volga-Ural regions and states of CIS. The treaties reflect social-economic as well as cultural-national problems.



## Regional Employment in the Federal Republic of Germany 1985-1995: Convergence versus Divergence

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### Problem

- Based on the premise that the existing spatial structure of the Federal Republic of Germany (western part) can be described as both well-balanced and functional, the subject of this working-paper is the medium - and long term perspective. Can we expect that new disparities will form (as a result of market conditions), or - on the other hand - will existing spatial disparities further diminish? This is a key question in regional politics: if the former is the case, adequate action would have to be taken. If the latter is true, regional measures (for instance subsidizing industries) could be largely dispensed with.

### Goals of Regional Policy

- The economic system in Germany can be described as a synthesis between economic strength and efficiency, on the one hand, and social solidarity on the other hand.

- The principle of solidarity, i.e. the demand for the establishing of well-balanced living conditions, has been laid down in the constitution (Grundgesetz). The details are covered by subordinate laws.

- The Raumordnungsgesetz aims to protect and develop all areas with sustainable living and working conditions. Regional policies should focus on removing structural deficiencies from these areas.

- The varying economic strength of the federal states (Länder) is balanced by grants made by the rich countries to the poor ones. On the regional level subsidies are financed by half of the state and by half of the countries (Gemeinschaftsaufgabe). In the nineties, however, the European Commission has increasingly taken over most of the national competences.

### The German status-quo

- Comparisons between highly industrialized countries revealed that the quality of the spatial structure in the Federal Republic of Germany (western part) is superior to that of other countries. This also holds true for comparisons made with the United States or Switzerland, i.e. other confederations.

- Nevertheless considerable funds for subsidizing regional industries in Germany are still available. The regulatory efforts in Germany seem to be unlimited. For example: The 19th outline plan of the Gemeinschaftsaufgabe (published in 1990) defines about 24,7 million people, i.e. more than 40 percent of total population, living in depressed areas!

### Subject of investigation

- The following investigations are widely based on time series analysis. The subject concerns the dynamics of economic change on a regional level. Particular emphasis was placed on whether

- regional employment structures are either converging or diverging;

- structural economic change (i.e. the continuously growth of service industries) influences the spatial distribution; - structural change processes have accelerated or slowed down;

- analyzed trends are stable (and may be used for prognoses);

- single (historical) events have effected the development of subregions (for instance the decision to build the Central European Bank in Frankfurt).

### Employment Data

- All the calculations are based on the same employment statistics provided by the Federal Employment Services. The time scale covers 11 years, starting with 1985 and ending with 1995. The Federal Republic has been subdivided into 72 subregions (BILR-Regionen). Occasionally data from individual districts, i.e. data of the next lower level, are taken into consideration. The functional disaggregation includes 32 sectors and 5 levels of qualification.



## **INFORMATION TECHNOLOGY AND CONTEMPORARY PLANNING**





## **Progress on the development of a multimedia format for development plans**

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In Britain, the present format of development plans has text divided into chapters plus an annotated land-use map. This makes it difficult to see how the policies relate to each other and, in particular, how they would combine together to affect a particular property. Multimedia applications in town planning, in particular hypermedia can overcome this problem and make the planning process more accessible to the public. Householders, for example, could through a computer in their house or in their local library access all policies relating to their property in a comprehensible manner. The author is developing an experimental format for the local plan for the town of Chelmsford, UK. This utilises hypermedia links, written in HTML, to link land-use proposal maps with text and text with text. Links are made between

appropriate sections of text where policies are interconnected. Through "hot spots" on the land-use proposal map the annotations are linked to the text that explains the relevant policies and proposals. A plain map with a point-to-point correspondence with the proposal map will be included to help users locate points of interest. The plan can be stored on CD and accessed as a web-site. It is designed to be run on any moderately powerful PC with a CD drive. The paper discusses the origin of the ideas, the development of a pilot study of the Chelmsford plan and its future possibilities.



## **Next century environmental planning models: bridging the gap between science, technology and implementation**

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The design of planning systems in the next century is going to be affected by the changes in communication and the advances in computer technologies. While this will not change the core in the design of the planning systems it will change the way in which planning systems have being designed.

This research proposes a model that would systematically integrates existing scientific and technical information on an environmental issue: buffer zones, with a decision making routine thus facilitating buffer zone design and implementation for each environmental characteristic of a watershed.

The model encompasses the key param-

eters that specify the design of plan for any environmental issue: a) Spatial characteristics, b) Biological characteristics, and c) Human characteristics: management.

This model has three components:

- 1) A conceptual component, which defines an environmental planning approach that, integrates science and technology into the planning process not as the solution to the problem but as a component of the problem resolution.
- 2) A supportive component composed by a spatial system (Geographic Information System, GI) and a knowledge library containing information on legislation, theoretical models and empirical studies of the environmental issue.
- 3) An operative component that links the environmental planning framework, the GIs and the knowledge library and interacts with the planner or decision-maker through a graphic user interface, (GUI).



## **HOUSING AND SOCIAL EXCLUSION – FANNIE MAE SESSION**



## **Interactive multimedia computer technologies for visualising and understanding urban and regional places**

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a Geographic Information System (GIS) in the background, and the other on a multimedia platform involving animation, video, sound, and data.

Learning and understanding urban places often requires that planners and investigators visualise the dynamic processes and functions of those places. This visualisation is often accomplished by first hand investigation or field visits to the urban sites. It is not always possible; however, to have a full picture of a site, an urban area, or a region, because many relationships are not visually apparent until data are brought to the analysis. This paper presents the framework for the visualisation and understanding of urban places and functions by using a computer graphical user interface and for developing tools for exploration and discovery via the inquiry method. Instructor and student roles are integrated into an engaging active learning environment that creates opportunities for developing both practical and cognitive skills.

A system of exercises provides some control over the learning process. Two ongoing projects are illustrated, one based on a pedagogically oriented system that has



## **Traditional policies of an impasse - New approaches to the improvement of disadvantaged Swedish neighbourhoods**

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Many Swedish large-scale housing developments from the 1960's and 1970's suffer from lack of attractiveness and are characterised by social decline. Despite the best of social intentions and apartments of good standard, these housing developments were given bad reputations from the start. The construction methods that were used facilitated large-scale production. The areas were often of poor architectural quality. Even the residential landscapes were often seen as artificial. In addition, many neighbourhoods were located far away from services and workplaces. Some housing developed technical problems caused by new construction techniques, that later proved to have considerable deficiencies, which led to a low level of attractiveness.

During the 1970's and 1980's, numerous attempts have been made to improve the attractiveness of these areas. Special physical measures have been launched to improve the buildings and the outdoor environment. However, successively it has become obvious that the traditional methods used in renewal of large-scale housing estates cannot solve the most urgent problems of these areas.

In the first years of the 1990's, new strategies for the upgrading have been developed in some housing corporations. Many of these local approaches have common features. One frequent starting point is the failure of previous "top-down" approaches. Now, it is often decided that renewal efforts should be based on thorough knowledge about the area in question, as well as needs, problems, and ambitions among the residents. Three

questions are often addressed by residents as significantly important in order to improve living conditions. They are:

- Clean, attractive, and unvandalised environments.
- Improved performance in provision of services.
- Improved security and social relations.

In response to these problems some municipal housing companies have been reorganised. The previous hierarchical structure have been replaced by an organisation where several tiers have been taken away. In its stead, a so-called "house-keepers' organisation" has been established as the base for the new organisational structure. The idea is that the "house-keeper" should have the overall responsibility for the management and maintenance of approximately 200-300 apartments. Included in the responsibilities of the house-keeper are tasks that previously had been assigned to various specialists employed by the company. This change have meant that the employee came closer to the tenants in their part of the neighbourhood.

Parallel to this change, the concept of "self-management-by-tenants" has been introduced by some housing companies. The basic idea for this concept is to change the role of the resident. Previously, much of the services and maintenance in the housing areas was "provided" by the housing companies "to" the tenants. The tenants were regarded as objects, receivers of services, and as guests in the apartments. This concept is now abandoned. The tenants are seen as acting subjects, as customers, with the right to participate in the planning and maintenance of their neighbourhood. "Self-management" is a way to give the tenants responsibility for specific tasks within upkeep and maintenance.

In this paper the Swedish policy response to rehabilitation of disadvantaged neighbourhoods will be presented. The claim is that traditional policies have come to an impasse. Further, some newly developed strategies for improving living conditions in these neighbourhoods will be presented, analysed and discussed.



## Social polarisation, planning concepts and global trends

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The creation and reinforcement of community identity has been a traditional aspiration of modern town planning in Ireland. This objective underpins the neighbourhood principle upon which many "new towns", including Clondalkin, have been constructed since the establishment of the Irish planning system in the mid 1960's. However, it has become increasingly evident in recent times that the neighbourhood based new towns settlement strategy has not secured social cohesion. On the contrary, it would appear that this form of spatial planning has actually served to fragment communities and reinforce social segregation, as well as making the socially excluded less visible, through its policies of relocating populations at the edge of the built up area.

This paper shows how the neighbourhood unit has been used as the basic building block of the 'planned' new town of

Ronanstown in the Republic of Ireland. The spatial layout, urban design and housing management features of the 'marginalised' North Clondalkin area of Ronanstown are examined to illustrate: (a) the extent and variation of segregation and social problems within this part of the new town, and (b) the manner in which North Clondalkin is isolated from, and its problems rendered invisible to, residents more prosperous parts of the city. Finally, the present situation and future prospects of North Clondalkin are reviewed in the context of the current debate about the links between social polarisation and macro-economic policy in a time of rapidly intensifying global competition.



## **Ethnic communities, rehabilitation strategies and public participation**

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France is a democracy traditionally based on a strongly centralized administration power. In the eighties, "Decentralization" laws have enable local authorities to set up more power and legitimacy on local policies such as city planning. So local authorities have now to account for all policies to local people. For that, their main duty is to establish a link between economic and city projects regarding local places and the people living and working there. One way to give legitimacy to city planning is participation, especially if city projects involve districts inhabited by so-called "politically uncertain" group of people. Indeed, most districts in large cities happen to be occupied by the latter, who are often mainly seen as victims of the general and structural economic crisis as well as blamed for city problems.

The matter of our study was the demolition of a shanty town located in the poor suburbs in Marseille, one of the largest south French cities. This place called "Lorette" had been build and occupied thirty years by na Algerian community (Kabyle more precisely). Instead, a large shopping center was to be built, being

viewed by politicians and city planners as a means of poor area development. After Lorette was removed, ninety families were given new housing by city authorities in the near surroundings of the shopping center.

It was interesting to look into this city project on many accounts: how the authorities considered those people, what kind of relationships they tried to strike up with them, also to what extent participation could face each party with both good opportunities and problems. We would wish to point out how city planners as well as local people could make a proper-political use of participation, given that the true territory issues at stake can be often forgotten or "avoited". Regarding Lorette, the main and finally ignored issue was: how to give new housing to an ethnic community on taking advantage of their particular style of living as an asset for city development and local democracy?

## **Slum clearance and rehousing programs: the partnerships of action**

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developed near different sectors, the identification of the difficulties that have being felt, the description of how they have being overlapped, and the advantages of such strategy for the success of the Project results.

The Slum Clearance and Rehousing Programs are usually caricaturised by directive promotion actions towards urbanistic and social qualification, mainly oriented by central or local governmental policies. This paper intends to show how central or local administrations are not the only actors of this kind of Programs implementation, even when they are their main or exclusive leaders. In that sense, we will defend how these programs involve other actors and the importance of implementing them in partnership logic. To illustrate our statements we will use a case study - the implementation of a Rehousing Program (PER) at Cascais - showing how partnership of action has being implemented as a main strategic tool, how it has being



## **Social housing provision in Budapest: past, present and future**

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residualised. This paper investigates the most important consequences of the transformation of state-socialist housing policy and the future potentials and possibilities of state housing provision in Budapest.

The transformation of housing policies has set off enormous changes in the welfare system of post-socialist East European countries. State socialist housing policy was based on the extreme dominance and control of state, which not only built and operated the formal public dwelling stock, but also organised and allocated housing of other non-public sectors (e.g. cooperative housing). The whole system relied on high subsidies which was accompanied with very low efficiency. After 1989 national governments of the region started a radical withdrawal from the housing market, which meant generally a sharp drop in the number of state-housing construction and the commodification (i.e. privatisation) of the existing public housing stock. In Budapest public ownership was reduced by 2/3 between 1989 and 1996. This massive scale of privatisation of state housing generated new types of inequalities and new forms of residential segregation, where the remaining public sector became



**Social housing; the role of social housing provisions and policies in localising and influencing processes of social exclusion.**

**A case study approach for a comparative European project.**

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A research network with partners from 12 European countries has been formed in order to analyse when, where and under which conditions practice in social housing provisions and planning can be used as a vehicle for social integration. We intend to undertake 12 local case studies on the basis of a common research framework in order to get a comparative insight into the local solutions of planning, housing provisions and innovations in addressing social integration problems.

The common research framework for the case studies will be based partly on an approach used by Speak et al (1995) in Newcastle, partly on pilot case studies to be started in Budapest, Edinburgh and Bergen spring 1998. The paper will present a framework for further case studies on the basis of experiences from these pilot studies.

As comparable statistical data are not commonly available for deprived urban

areas the case studies will be based on qualitative methods, long interviews with inhabitants, local politicians, housing administrators and representatives of housing corporations. Criteria for the choice of case study locations will be:

- urban housing areas in which quantitative indicators seem to point out a low level of social integration.
- urban housing areas in which there recently have been a change in tenancy, privatisation, housing renewal or regeneration.
- urban housing areas in which innovations in social housing provisions have been tried out in order to provide social integration/reintegration. Focus will be on empowerment, partnership approach, dispersal of clients, breaking down social barriers, cross-sectorial local administrative and development approaches.



## **Social and spatial exclusion: different patterns in South Europe? Evidence from Italy**

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In some South European countries, social exclusion does not seem to have been considered a priority problem for urban areas as it has in the rest of western Europe, France and Britain in particular. Spatial dimensions of social exclusion are even more blurred. Terms such as poverty or the concept of 'new urban poverty's' are more likely to appear, either at central or local level, on the public agenda in the sectors dealing with problems of social, economic and housing stress, while concept such as low levels of urban and housing quality or urban decay are used to identify areal stress. There are many factors, which might explain these different trends, not least, the fact that some southern regions did not and probably will not in the immediate future, reach levels of industrial development and welfare comparable with those of the northern regions. Thus the concept of 'poverty' rather than 'social exclusion' sounds more pertinent.

This paper will try to explore, considering Italy as a case study, whether there are some specific factors, such as the concep-

tion of welfare state, the role played by family as well as formal and informal networks, the management of urban development or the systems of housing provision and delivery, which might explain these differences in the way the processes of social and spatial exclusion are understood.

To this end, the paper will look at:

- how the concepts of poverty and social exclusion have been defined in research terms, during the 1980s and 1990s in Italy;
- how these problems have been defined in national and local government policies. Which social groups or situations have been considered. What actions promoted. Who have been the main actors involved (institutional, voluntary sector, family, other) and what have been their relationships;
- considering social exclusion as the outcome of the interaction of different processes of economic, social and urban change, the paper develops two case studies in neighbourhoods where social exclusion has been identified as a politically relevant issue. The aim is to understand how the process of social exclusion has started and developed, what have been the main causal factors, as well as the individual and institutional perceptions of social exclusion. Policies set up to cope with spatial and social exclusion in these neighbourhoods will be analysed and possible outcomes considered.



## **Solving problems within social housing Estates - from a 'managerial' to a 'structural' perspective**

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There is growing recognition within England of the trend towards an increased concentration of disadvantaged households and deprivation in social housing estates. This paper stems from a research project (on behalf of UK Shelter Homeless Agency) which has focused on the way that housing management and procedures for allocating social housing have contributed to this concentration of disadvantaged households and the production of 'problem' estates. Drawing on findings from a national survey of local authority housing departments across England, as well as in-depth case studies of a number of authorities, the paper will demonstrate the way that changing management and allocation policies can help towards solving problems within these estates. Through a range of policy initiatives, such as relaxing access restrictions and changing the social composition of tenants within these estates, there is evidence that many difficult-to-let estates are being revitalised.

However, the paper will argue that initiatives which solely focus on engineering the

social balance of estates are not likely to secure lasting social and economic change within these areas. Remedies, which are couched in terms of a 'managerialist' perspective, are likely to have limited value unless policy makers take into account the wider social and economic processes which impinge directly on these poorest areas. Through the use of examples, the paper will demonstrate the way that policies which reflect a more 'structural' perspective, and attempt to address the multiple causes of social and economic decline, are more likely to be effective in the long term. It will conclude by advocating that an appropriate response to the problems of social exclusion has to go beyond housing management. By broadening the approach and integrating housing policy as effectively as possible into a wider regeneration framework - of employment, training and incomes - lasting change may begin to occur.



## Stories of castles and knights: urban conflicts, practices and strategies of local self-determination in London and New Orleans

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The stories I describe, as many others in recent times, concern the impact of the economic restructuring of cities and of their local effects as a result of global changes. Local communities become victims, beneficiaries, or survivors in this new reality. As economic improvement initiatives pay little attention to the distribution of benefits, common results are inequality, class recomposition, social and economic polarisation and residential segregation. More evident and considerable effects involve ethnic and/or racial minorities within cities, with dramatic consequences and reactions.

In this paper I consider two poor and low-income communities in London and New Orleans, and analyse the way global changes affect their lives and urban environment. I also discuss the two different ways of reaction and strategies adopted by these communities in their empowerment attempt. Spitalfields is situated in the East End of London at the edge of the inner city and for a long time has been a place of shelter for immigrants. Today it is home to the largest concentration of Bengalis in the United Kingdom. St. Thomas is a public housing development in the Lower Garden District of New Orleans, also at the edge of the inner city. It was built in 1941 for white people, in the time of official American segregation, but now it hosts a black community: 96% of its residents are African-American.

Both Spitalfields and St. Thomas have characteristics in common. They house poor and low-income residents, with low levels of education and employment, at the bottom of the social hierarchy. On the other hand, these two communities (Bengalis and Afro-American) are strongly characterised by their own ethnic or racial identity, with considerable effects on their way of living, being treated, and acting. They live in areas of widespread urban degradation and, at the same time, of great potential. So their 'presence' in their respective locations is seen as a threat to urban regeneration efforts, and

policies and investments. Developers are trying to minimise or erase their impact, pushing the residents out with redevelopment initiative. Faced with this scenario the local communities have demonstrated great capacity for reaction, but in differing ways.

According to the metaphor of Vittorio Foa (*Il Cavallo e la Torre*, Einaudi, Torino 1991), we can say that there are two models of action, both in politics and in life: the model of the Castle, which moves in a straight line, through confrontation and struggle on an imposed field that cannot be avoided, and the model of the Knight, which moves sideways, searching for different fields and levels. It is possible to use the Foa metaphor to analyse the different strategies adopted by the two communities, the reasons of their choice, and the way they have been forced or conditioned by all the other players and the local context. I will focus on their 'availability' to be involved within the transformation and decision-making process, in reference to the many other different actors: public institutions, developers, investors, non profit organisations, advocates, activists, consultants. At the first sight, the two communities seem to have adopted completely different strategies: the St. Thomas resident's way of acting being comparable to the Castle model and the Spitalfields resident's way comparable to the Knight. But at a deeper sight, analysing this process in its development, and also considering different possible levels of action (and time scale), these experiences suggest that it is possible to intertwine and overlap the two models. In different forms, these two disempowered communities have been able to use both at the same time, in alternative ways, placing the emphasis on autonomy, local self-reliance, participation, experiential social learning.

The stories described here present not only points of interest with reference to the local contexts but are useful for clarifying some issues of relevance to the discipline and to the recent urban processes, conditioned by the presence of ethnic and/or racial minorities, with their numerous needs, demands and interests. On the theoretical level, these two stories are also useful to consider and evaluate the strategies and politics of planning adopted by 'weak', powerless groups within the political arena. At the heart of the resistance-strategies of both communities we have to consider - although developed in different terms - three principles: self-determination, accountability and leadership development.



## **Socio-economic exclusion and policy strategies for inclusion in the Netherlands**

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The paper is concentrating on policy strategies for the socio-economic inclusion of people excluded from the (local) labour market in general, and in particular in several local urban neighbourhoods. After outlining the national and local policy context, the paper is based on research carried out in 31 Dutch local communities. It is not only looked for the results of the policy strategies but also the residents' opinions on their living conditions, the policy strategies implemented and their own strategies to better their socio-economic position. On the basis of these findings a comparison can be made between the way professionals define the needs and ways of exclusion and inclusion and the perception of residents.



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The paper will present aspects of housing development in Lisbon Metropolitan Area, specially the hinterland of the south bank, and is the result of the thesis presented to the University of Lisbon in 1996 to obtain a master degree in Human Geography and Regional and Local Planning.

Lisbon Metropolitan Area, has become place of residence, since the sixties', for a large amount of Portuguese population. In spite of this, the increase of housing overcomes that of the number of families. The causes of this process, we can be found in the growing forms of the LMA, and different kinds of housing development reflect it. Lisbon Metropolitan Area benefits from being close to important areas from the tourism and leisure point of view, concentrating in the same geographic reality first and second residence of families. This situation accomplishes a better second house, that allows to sustain a worst first residence, but better placed, concerning needs of daily commuting for work, rural soil recently occupied, in a first stage with low costs, just possible by illegal processes, turned more "democratic" the access to a second residence. Lisbon is not a city whose growing results from industrialisation and partly because of that it only saws its suburbanisation becoming stronger after the Second World War. The expression of housing development became stronger along the main axes served by public transports, and from this point of view, the frontiers between municipalities turned less and less important, and conurbation took place around Lisbon.

Concerning the regional scale, LMA also has a growing increase in the number of houses compared to the number of resident families. This situation, hides more

evident needs in older urban areas, that result of a group of phenomena, as the coexistence of the first and second home in the same regional space, or the obsolescence of housing, abandoned, for speculating reasons in urban areas where the stress for urban renewal operations is larger, or at least, just because population left the rural areas looking for better condition outside their regions or in major/important Portuguese cities. Finally, suburban areas, especially around Lisbon, but also major cities of Lisbon and Tagus Region, where new buildings, became very important in recent years. In which way these realities are related with the metropolisation of the space that surrounds Lisbon, dwelling with new employment areas, resulting from new accessibility's, that now look for multi-polar structures, benefiting of the increasing mobility of population, and at the same time turning possible the return or the reoccupation of rural residence areas, a process opposite to that one of gentrification, assisting to the relocalisation of industries in those places, looking for low-wage workers, only possible by the fact that they also maintain their place for leaving with low-costs.

Territories and occupation structures that received those increases featured lower densities in south bank than in the north one. The difficulties to cross-Tagus River, and a larger dimension of rural soil parcels, made of this part of the region, a more slowly urbanised area, looked for more diversity of social and economic classes, and also of types of use. The short distance between first and second housing, has consequences in the very frequent use of the last one, that turns it in a real extension of the first, namely in cases concerned with social classes that had to support worst conditions in housing better placed with employment.

New accessibility's made possible by recent investments have created new trends of occupation in which is more visible the less attachment to industrial employment and a greater dependence to the tertiary activities. As the precedent generation, new inhabitants prefer the individuality that the individual home permits, with new taste for privacy (even if the dimension of the areas are not very large).



## Housing and integration in ethnically diverse neighbourhoods - A case study of Marxloh in Duisburg

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This paper is part of the research network "Future Perspectives of Urban Regions" and focuses on housing, multicultural coexistence and social integration in two so-called "disadvantaged neighbourhoods". The most significant neighbourhood case study is the neighbourhood of Marxloh in Duisburg, which is one of the most disadvantaged neighbourhoods in the Ruhr-Area of Germany. Marxloh is characterised by a remarkably high unemployment rate and a lack of sufficient housing conditions. 36% of the neighbourhood's population is of foreign origin.

The concept of "integration" has been actively discussed in international planning literature and at many conferences. Most planning literature covers aspects of ethnic segregation versus integration and calls for a "healthy mixture" of ethnic groups in a neighbourhood. Ethnic biographies and voluntary aspects of segregation have often been put aside.

The different lifestyles, aspirations and spatial behaviour of the Turkish and German

population in Marxloh are being analysed using qualitative research methods such as narrative interviews, mental mapping and observation methods. The case study helps to illustrate, that occurring conflicts over resources (such as 'public space' or 'housing') are not necessarily caused by the cultural diversity of the Marxloh neighbourhood, but are often the result of insufficient knowledge of and insight into other cultures. This research focuses on aspects of segregation and the role that housing conditions and the neighbourhood as a unit of physical and social space both play in establishing a functioning community of diverse ethnic groups. The paper analyses four dimensions of environment, that are relevant to multicultural coexistence: housing and neighbourhood as a space for satisfaction of basic needs, as space for (inter)ethnic communication, as space for orientation, and as space for local participation.

Peoples' perceptions of their environment and their "mental images" of their neighbourhood, as one key element of spatial behaviour and spatial range for action, are also discussed. Research results show that the perceived dominance of the Turkish culture in Marxloh leads to a high level of intolerance and exit-strategies on the part of the German majority, but it also causes the emigration of parts of the Turkish middle class population.

The paper concludes with recommendations for participatory research methods and for planning in and for diverse neighbourhoods.



**Panel Session: Planning, property development, and social exclusion in the built environment**

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Over the last ten years or so, a range of research has documented aspects of disabled people's oppression in the built environment. Such research demonstrate how the built environment has the capacity to impede and/or prevent disable people's mobility while restricting their access to specific places. This session explores the dynamics of disable people's social exclusion within the built environment with reference to the role of key agents (i.e. architects, surveyors, property developers, financiers, and owners) involved in the transformation of land and property. The session will utilise Young's (1990) framework of social injustice as a mean to define, problematise, and develop, conceptions of social exclusion, while deploying empirical material to demonstrate how property development is involved in

reinforcing the socially excluded status of disable people in the built environment.

Two short presentations around these themes will be given, followed by a discussion led by a discussant:

'Social injustice and rethinking the inter-relationships between property development, planning and social exclusion'.

'Social exclusion and the architectural production of the built environment: a comparison of Swedish and British practices'.

Urban and Metropolitan Policies



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Within the TSER-research network on "Social Exclusion in European Neighbourhoods" the paper concentrates on the Land of Northrhine-Westphalia in order to show the nature of social exclusion and integration processes in Germany and policies for combatting them at the neighbourhood level. After outlining the national and regional context, the paper is based on research carried out in a specific neighbourhood of the City of Hamm, situated in the east of Northrhine-Westphalia, and more precisely, on the eastern periphery of the Ruhr District.

The paper focuses on

a. an analysis of everyday life of particular social groups being vulnerable to social ex-

clusion; the residents interpretation about their societal position, their resources and integration strategies, as well as an exploration of the significance of social relationships

b. local governmental responses in addressing the consequences of social exclusion on the lives of particular groups and innovative local programmes

c.

a comparison between the way professionals define the needs and ways into integration of excluded groups and the perception of residents.



## **URBAN AND METROPOLITAN POLICIES**



## Panel Session: Social exclusion and the urban neighbourhood in Europe

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Drawing upon ongoing, EC-funded research and a newly published book, this paper addresses some of the main areas of ambiguity and misunderstanding about social exclusion. It explores some of the complexities of the concept and puts forward a platform for discussion and clarification. It starts by arguing that social exclusion is not, as some argue, merely a new name for an old phenomenon, but is embedded in broad changes that characterize the turn of the century social world, such as the deregulation of the labour market, intensification of globalization processes and technological change. It argues against the concepts of underclass and that social exclusion is a static state

of affairs. Instead, it promotes a dynamic understanding of social exclusion, which sees it as a process, exposing large sections of the society to risk and uncertainty. The paper emphasises the spatial dimension of social exclusion, but argues against a new ecological fallacy, in which only areas rather than processes are targeted. The paper concludes with a multi-dimensional definition of social exclusion and the argument that the traditional measures of tackling it need to be radically revised.



liveable city centre / retail changing for peripheral centres  
Street furniture / Participation needs; Coimbra / Aveiro  
28 24

### Retail planning in Portugal, a comparative study of Coimbra and Aveiro

- easy to reach the centre
- what draws the customers
- how can city centres compete with...

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Retail activity is changing all across Western Europe. Among the causes for this change are profound and violent transformations in the economic, social and locational milieu in which both retailer and consumer operate. These changes involve new forms of commercial development, such as shopping centres and hypermarkets built in locations far from the traditional central business district, and normally, near a major road or highway intersection. This "out-of-town" commercial development has impacts on traditional forms of retail in established city centre areas, causing economic, urban, social and environmental problems. This paper analyses ways in which retail planning can be used to make city centre areas more live-

Necessity of associate people  
to face needs (common) in  
city centres

- Diff different spaces
- Patterns not only of consumption but also of commuting

able for city dwellers. Its main objective is to categorise, evaluate and compare the actions proposed by two commercial urbanism projects in Portugal. This paper represents the final stage of a research project about retail planning in Portugal. This research project uses two case studies (Coimbra and Aveiro) to test the hypothesis that the actions proposed under the PROCOM program will help to revitalise Portuguese city centres, and to argue that in order to make Portuguese city centres more liveable, local governments need to implement retail planning strategies to solve the problems of Accessibility (how easy it is to reach the centre), Attractions (what draws in the customers), Amenities (how pleasant a centre is a place to be), and Action (making things happen). The key finding of this paper is that retail planning is crucial for city centre liveability.

Who are the local small  
commerce investors?

Necessity of associate people  
to face needs in city centres  
(common)



## Improving quality of life through minimum living wage policy

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The concept of living wage policy promotes the idea that key goals of economic development should be the notion of equitable distribution of wealth and power, and broader citizen participation in development strategies. Robert and Bingham (1993) have addressed the emerging strategy which aims to increase the minimum wage of certain groups of low wage workers that have been under represented by economic development strategists.

Economic development is supposed to create something new, to increase overall economic activity. However, the existing economic development policies, which support capital investment, are inherently not beneficial to low-income communities and low wage earners. That is stereotypical economic development, therefore, protects and perpetuates the status quo, contributing more or less to private business capital but, in this view, contributes little to the quality of life in low-income communities. First, the problem with stereotypical economic development is that by subsidizing the employers that pay low wages, the government contributes to reduction of local tax revenues and loses money in the long run since they must provide the low wage work-

ers with food assistance, emergency medical care, or other benefits. Second, the prevailing economic development policies has promoted competition among local government resulting in "smokestack chasing" and consequently "zero-sum games" which the businesses in fixed supply, move from area to area according to attractiveness of local incentives resulting in the fiscal crisis observed with governments in low-income communities.

In response to the above problems the living wage policy for improving the quality of life in low-income communities make a number of arguments in respect to the role of government vis-à-vis powerful corporations and industrialists. First, local governments should raise the responsibility of corporations that are powerful and mobile by legislating their responsibilities. Second, the policies of business attraction should give way to business retention and renewal. Third, local government subsidies to corporations should be linked to specific wage and benefit provisions. And fourth, local governments should promote and develop policies that encourage public participation in defining market goals and promoting sustainable quality of life through job preservation and environmental protection.

The main purpose of this paper is to reflect on the experience of living wage policies implemented in the United States. It will discuss the experiences of Los Angeles, Baltimore and Indianapolis in promoting this policy, and provide a critical perspective.



## Regional Vs municipal legitimization

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In a top-down system of government, strategic plans are imposed by the State on its regions and municipalities. When these plans are implemented either as land use plans or as practical measures to attract new firms, each municipality or region competes with its neighbours. The planner may be asked either to prepare and implement a centrally led strategic plan or to imagine the best conditions for the success of a local project. This poses the problem as to which procedure, which political frame and which social values are best suited to avoiding two main drawbacks: either, on the one hand, a non-democratic and market-oblivious way of imposing the right solution or, on the other, a multitude of locally-led and democratically backed but opposing solutions.

We present the case of a Swiss region of 50,000 inhabitants, comprising some 100 municipalities located in two different cantons, with different school and health systems, competing small towns and a complicated system of regional associations. In 2001, the area will be connected to the European motorway system and relations

with its four nearest urban agglomerations will change. The motorway connection has raised great expectations, but the economic situation seems much too gloomy for any significant economic development. Conversely, we must also consider the fact that there are beautiful landscapes as well as environmental values with green tourist activities at stake and that all these factors render the regional elite hesitant as to what measures to take.

For the last fifteen years, weak kind of regional governance has been in effect, under the pressure of the state governments and this has led to a great variety of intermunicipal activities. In 1988, a regional committee was organized and was recognized as the main body for regional matters. Nevertheless it has remained a private association consisting of the executives of the municipalities, and its financial means are very limited.

On the other hand, thanks to the efforts of regional committees, two public services projects involving both cantons - a network of regional hospitals and a high school - are very advanced and constitute models in Switzerland.

We think that the stress due to economic globalisation and the irruption of a long-awaited long distance communications connection are much more efficient in bringing consensus than any legal or technical planning process.



## **The enlargement of the Porto metropolitan area: a possibility?**

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The present communication deals with the possibility of enlargement of the Porto Metropolitan Area, introducing the perspective of the territorial consequences that such a process can bring, either direct or indirectly, to the area in question.

This work begins with an analysis of the main issues and questions that contribute to build the theoretical frame connected with this theme, which is fundamental to the comprehension of the metropolitanisation process, in its different economic, political and social aspects. Such an analysis is required by this type of approach, allowing a better perspective of the effects that may come up.

In this sense, the study tries to identify the potential candidates to such an enlargement, and the different combinations that may occur, as well as the main advantages and disadvantages that will generally result of this process, though respecting the specific conditions of each of those candidates.

The globalisation era that the world is experiencing, marked by the growing competition at the international level, brings the question of how the shape and the role of the Porto Metropolitan Area should evolve, to take its place in the world urban net. It also questions the political and/or economical nature of this process.



## **Transformations in political and social structures due to the changes in urban economics: The case of Istanbul.**

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This paper investigates evidences indicating the causes and consequences of recent transformations in Istanbul as the biggest metropolitan of Turkey. This discussion on Istanbul is expected to provide clues for the debate of globalisation of metropolitan cities in developing countries.

The globalisation of metropolitan cities which has been a dominating trend in the last one or two decades, has also influenced Istanbul in various ways. One of the most prominent changes has been observed in the economic organisation by which the requirements of production and consumption patterns of a global economy can be satisfied. Among these, privatisation of some public services - that were previously provided by the public sector -, a salient increase in foreign investment,

new consumption and leisure patterns and sites (shopping complexes, luxurious suburban housing, theme parks) can be stated.

However, these changes also affect political and social structures by further distorting redistribution in favour of high-income groups, excluding some citizen groups from the urban core and urban life. The dual structure, which is reflected by settlement patterns of different income/status groups, is supported by the increasing gap between higher and lower income groups. They have separated not only in economic terms, but also in terms of political representation processes. Higher income groups are represented by formal local government organisations, whereas lower income groups, which mostly inhabit in squatter settlements increasingly, rely on informal neighbourhood organisations formed on various bases. As a result, urban space turns to be a segregated area with a strong potential of conflict among various citizen groups.



**Economic development as the main (de-) structuring force of urban space.  
The case of Inner City Areas in North-West Europe.**

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This paper analyses how economic development creates and restructures urban space, in the geographical context of Northwest Europe. In section 1, a theorisation of the relationships between economic development and the city is developed. Using regulation theory, the focus is on the spatial dimensions of wealth creation and redistribution.

Section 2 develops a historical perspective. The aim is to analyse the changing relationships between economic development dynamics and a geographical and functional part of the large European city: the inner city. During the 19th century, there has been a strong relationship between the features of economic development and the creation of inner city districts. The economic, social and physical characteristics of inner cities are detailed and a case study of a large port city, Antwerp, is

presented. Another aim of the historical approach is to explain the decline of inner cities during the golden age of capitalism (the 1950s to 1970s). The development trajectory of a district of Antwerp is reconstituted, by taking into account the processes of economic growth in the Northern part of Belgium.

In section 3, I try to build connections between economic restructuring tendencies during the 1980s and 1990s, regional and urban change in Europe, and the increase of local development initiatives. "Winning" cities and regions have appeared as models for the localities whose economic and social situation has worsened since twenty years (i.e. the localities that urgently need sound redevelopment strategies). It is argued that the redevelopment of inner cities requires "alternative" models. The strategy, which has been followed in Antwerp for eight years, is a case in point.



## Major cities policy in the Netherlands: a mission worth continuing?

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Fundamental changes in the economy, demography, politics and technology are reshaping the environment of the towns and cities in Europe. The cities and their environments become increasingly competitive and complex and they need to anticipate and respond quickly to opportunities and threats that influence their position structurally. They themselves develop policy and measures to meet the challenges, but at the same time the higher layers of government pursue policies that influence the position of the cities. The national government draws up the financial and policy framework in which the cities design their own policies and also formulates its own policies that affect the position of the cities. Like in other European countries, the Dutch national government developed a Mayor Cities Policy (GSB). This policy,

which revived in 1994, is now being evaluated. One asks oneself whether the Mayor Cities Policy has to be continued or not. And if so, in which way will we cope best and - most efficient - with the problems in the city including the highest possible autonomy for the municipal government? Should each city be treated similar (with regard to the arrangements etc.) or is it possible to fit the policy in accordance with the specific circumstances within each city?

This paper gives an overview of the Dutch Mayor Cities Policy and deals with a recent study to develop a model for the quality of long-term unemployed people in the different cities in order to make more suitable (and more attainable) arrangements with each of the selected cities. The study was meant as input for a new (or continued) Mayor Cities Policy. Its aim was to develop criteria to assess every city individually. These criteria could be used for making agreements for future investments with each city.



## The area-based planning approach: effective policy or market imposition? The case of Ireland

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The Irish context, like other European countries, seems to have failed to address the supra-local plans (structure level) in both its urban and rural policies. At the heart of this issues, there is the absence of a regional dimension since the "Planning and Development Act" 1963. This neglect can be seen as a consequence of several causes:

- The failure of UK regional policies for the environment (Barlow Report 1940)
- The shift in the Irish industrial relations from the "auxiliary state" (no state interference) to the "corporatist strategy" (interaction between political structure and economy producers)
- The crisis of the "structure plan" (from demographic increase to desindustrialisation issues)

Through the 1980s Ireland had a centralised system both of social welfare provision and of disbursing funds for economic development. As result of this centralisation, local government atrophied. Debates about concerted national action on a new model suggested experimentation of a new localism. Partnerships set up in Dublin were the core of this new strategy. Over the past few years, the Irish Government has introduced a series of institutional innovations aimed particularly at reducing the incidence and mitigating the effects of long-term unemployment. The core of experiment was the creation of urban and rural alliances to

address issues of social exclusion in a more' decentralised and participate way - Tallagh Partnership: integrated response to development needs  
Plato Model: a structure to provide opportunities

Northside Partnership: an area-based response to long-term unemployment

This widespread crisis concerning regional planning - and its consequent slackness superseded from an area-based strategy - is clearly connected with all a series of problems. On the one hand about "the interpretation and the treatment of complexity" (into decisions, regional layout and social relations), on the other hand problems about operational effectiveness of public intervention.

The area-based strategy has been seen as a town-planning instrument to ratify the changes introduced by local projects, according to a strategy of punctual treatment of opportunities all looking at the immediate availability of the areas, and which are nearly always related to new infrastructures (the outcome often was, rather than an adaptation to the specificity, a strategy for fragmentation and simplification). The present paper investigates these issues through a thorough analysis of "Urban Renewal Schemes" (Finance Act 1986). This local planning approach - recently completed - concerned several Irish urban realities through a three-pronged strategy:

Tax Incentive Designated Areas, "Living over the Business" Programme, "Enterprise Zones".

Four study cases promoted in both Dublin and elsewhere represent different attempt to solve the problem of urban renewal out:

- Temple Bar Area and Custom House Docks in Dublin
- The Waterford experiences (Southeastern Ireland)
- The Cork experiences (Southern Ireland)



## The role of the city in the urban development network

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In the 90's many societal changes have influenced Finnish local economic development policies and stressed their significance. Globalisation, fierce international competition, Finland joining the EU, the public sector's changing role, the breakthrough of information technologies and severe recession at the beginning of 90's have left their mark on the Finnish economic development practices. At the same time the significance of co-operation has increased. Nowadays Finnish local economic development policy is based on a network-like mode of action in which several interest groups take part and which is closely interwoven with other policy sectors.

Theoretically this paper is based on the

policy network theories, which connect public policies with their strategic and institutionalised context: the network of public, semi-public and private actors participating in certain policy fields. First, the evolution of Finnish local economic development policy towards comprehensive development policy is described. Second, the policies network theories based theoretical framework is set. Special attention is paid to the network management by the aid of which strategies of actors with different goals and preferences with regard to a certain problem or development policy measure is co-ordinated. Third, the role of the city in the urban development network is theoretically considered. Fourth, the different roles of the city in the urban development policy network are illustrated by means of three Finnish cities, i.e. Seinäjoki, Turku and Oulu.



• What's the relation with gentrification / What are the motivations of people (it is noisy)

**The conversion of offices to residential: a London case study**

• What's the importance of being associated with the city in terms of image and facilities, or accessibilities

• 3 million square metres in 1992

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tial for sustainable city living and the need for a flexible policy and implementation responses from local planning authorities. The paper has a practical emphasis resulting from the collaboration between the two authors. It is hoped that the wider dissemination of the experiences in Islington will help other local planning authorities and developers who are facing these kinds of development problems and opportunities.

This paper examines the recently emerging trend of large-scale conversion of offices to residential. London was the focus for much of the early schemes which now appear to be rippling out to the major provincial cities of the UK. A survey was carried out in the London Borough of Islington to examine the extent and nature of completed schemes and attitudes of the residents. This was backed up by a search of the Islington database of planning permissions. Research by the Policy Section of the Council led to the introduction of supplementary planning guidance which will help both developers and the local planning authority. The authors conclude that it is important for town planners to understand this new dynamic and the implications for policy particularly the poten-

20000 residential units in 20  
vacancy office  
(live/works office)  
Redevelopments/Conversion



## **The role of equipment in urban revitalisation**

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Equipment can be an important element in urban space revitalisation. Often it is financed by public sector, which means theoretically that it can be seen as a vehicle of a revitalisation policy.

Nevertheless, when the social framing is not correctly analysed, the importance of the relation between the population of different socio-cultural groups that use those spaces can make the difference from a well-succeeded policy, mainly in neighbourhoods. Their contribution to the increase - decrease of social segregation is quite important, and a very careful analyse should be done when equipment are programmed, in special, in those areas where revitalisation is obviously needed.

In the last few years, we had communitary financing for revitalising equipment, in a number of chosen areas, in urban environment, that would be interesting to analyse, whether under the population point of view or by comparison to the initial project and the final utilisation.



## Urban regeneration in Scotland: the opportunities arising from the creation of a Scottish Parliament

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The imminent creation of a Scottish Parliament offers an opportunity for the reinvention of national policy in relation to a variety of public policy issues, including the economic, social and environmental regeneration of areas suffering from multiple disadvantages. In this context, the previous application of such policy in Scotland has displayed a degree of distinctiveness, including a strategic approach and an emphasis on the involvement of local communities in the development and application of policy. The additional powers that will result from the creation of a Scottish Parliament offer opportunities to both refine the aims of urban regeneration, for instance by emphasising the aim of meeting local needs, as well as to improve the effectiveness of policy in meeting such aims. In terms of improving policy effectiveness, this could be achieved by enhanc-

ing the distinctiveness of some aspects of policy as indicated above. Consequently, improvements could be achieved by a greater emphasis on the strategic aspects of policy for urban regeneration at the national level, by linking it to national policy for land use planning policy and infrastructure development, as well as to broader aspects of social and economic policy. In addition, the capacity of urban regeneration policy to 'empower' local communities could be enhanced by action at the national level to encourage greater involvement of local communities in all aspects of area regeneration. Such refinements to policy, based on the lessons of previous practice in Scotland, could lead to more effective urban regeneration. Furthermore, they may also offer useful suggestions for practice elsewhere.



## **Creating post-modern space by building places of event - New developments in the Ruhr Area**

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1. Theoretical reflections: The traditional politico-economic approach to regional productivity by productive forces and some new consumerist approach in urban sociology

2. A brand-new marketing strategy for consumerism: remaking shopping and other forms of reproduction as events

3. The shift in regional politics and restructuring plans of the Ruhr Area to the consumerist approach. Some highlights and types of developments

4. Organising places of event, a post-fordist incorporation of the Ruhr Area in a world-city-economy

5. Contrasts within the consumerist scenario of regional development in the Ruhr Area:

- weak economic basis and poor regional marketing competence;
- strong massculture orientation and popculture productivity in the region;
- social fragmentation of cultures, needs and places of event.



Urban entrepreneurs as an enemy; strategies of location not as shopping centres but as strategies of investments

### The urban entrepreneurs of Oporto Metropolitan Area: dynamics and motivations

Tastes desires are controlled  
"Social glue" → what can substitute  
social problems

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In the past few years, shopping centres increased both their dimension and accessibility, aiming at attracting potential consumers. This process did accelerate the extinction of traditional models of commerce. The value of the peripheral land became the most important factor of location, close to the highways. This news shopping's are organised in larger spaces in a modern and competitive way.

The impact of these new urban forms overstepped its economic dimension. These new centres had important social impacts in the organisation of the peripheral urban societies; they found in the shopping centres new places of social contacts replacing the role of older quarters.

Secondly, urban promoters changed the classic perspective of construction-promotion - developing its activity according to traditional patterns - to a new enterprise-like perspective, with an high level of investment leading either the process of building the trade centres and recasting the consumer's taste.

Thirdly, we have detected a traditional urban model, characterised by a strong influence of the highway system, and with an increasing peripherisation of the urban phenomenon. The "mall belt" is already established, with its prob-

lematic location, too close to the city centre.

Fourthly, this report shows a certain exhaustion of the image of the consumer's massification model. The strategy now is specialisation directed to more concrete target-consumers - creating new leisure-based products - Thematic Parks, and specially diversification. Having designing the present metropolitan model of retail, the market, is beginning to define the regional model of retail.

At the same time, the traditional town centres begin preparing to enter in the competition, through national financial programs, which create the opportunity of a new functional and territorial transformation.

Fifthly, a trend in the process of agglomeration in bigger groups - in a "bigger is better" perspective, in which the promoter, leaving his former investor function, is assuming a co-ordination role, collecting money from institutional investors, either national or international.

The last conclusion confirms the need for defining an alternative urban model to Oporto Metropolitan Area, which articulates peripheral urban developments with traditional centres.

The social, economic and urbanistic increasing importance of the shopping centres brings to light the discussion of the breakdown of traditional urban models. It is important that local authorities co-ordinate actions to define the frame of reference to articulate the new urban centres, in a comprehensive, commercial, social and urbanistic perspective.



## **From industrial decline to urban revitalisation: the role of cultural strategies in Metropolitan Bilbao (Spain)**

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This paper discusses the role of cultural strategies for urban revitalisation in metropolitan Bilbao, one of the main industrial centres of Spain and also one of the most severely affected by manufacturing decline and restructuring. Like many cities in old industrial regions, over the last two decades, Bilbao has endured systematic divestment in manufacturing activities, plant closures, abandonment of industrial sites, physical degradation, massive unemployment, rising poverty and marginality, etc. Moreover, the differential impact of industrial restructuring and the failure of adjustment policies implemented during the 1980s by central state and regional institutions has left the metropolis with a shrinking economic base and little hope for effective industrial-led economic recovery.

Against this un-enticing background, the seductive message of the transition to a post-industrial economy has found a very receptive audience among local and regional policy makers who consider urban revitalisation to be dependent upon the attraction and securing of advanced producer services, integrative control functions and sophisticated consumption facilities. Thus, like in many declining industrial cit-

ies, local authorities in Bilbao have undertaken extensive emblematic urban renewal operations aimed as much at providing the 'right' physical infrastructure and environment as at re-casting a new urban image more suited to lure in foot-loose producers and consumers. An aggressive city boosting and marketing campaign proudly exhibits all the standard icons - art centres, office towers, trade and exhibition centres, high income housing, up-market shopping areas, etc. - carefully designed by and invested with the glamour of international superstar architects, consultants and developers. But, the flagship of this effort is the construction of a branch of the Guggenheim Museum, the pillar of Bilbao's cultural strategy for revitalisation. Supported by this ardently desired trophy, the development of cultural centrality is presented as a key factor for successful urban revitalisation, not only because of its symbolic and place-marketing significance but also because of the potential spill-over effects emblematic infrastructures are presumed to have on the surrounding area and on the urban economy as a whole. On the other hand, emblematic cultural infrastructures have acquired unprecedented significance as critical nodes in an expanding international circuit of cultural capital valorisation providing new sites for display and circulation of art commodities in an increasingly internationalised and competitive market. Now, whether all these possibilities do actually materialise and, more importantly, become a viable strategy for urban socio-economic revitalisation in Bilbao remain uncertain; the extent to which cultural policies are integrated within a more general strategy for urban and regional recovery and the role of the Guggenheim Foundation in fostering or impairing the development of cultural productive structures need to be taken into account.



## **Urban regeneration, planning systems and urban policies; the case of the metropolitan area of Oporto**

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Recent urban development trends in Portuguese Metropolitan Areas are generating new patterns of selective territorial recomposition translated by changing and increasingly wide ranging property values among different specific locations. The increasing importance of urban regeneration strategies relates directly to the whole issue of recycling and reusing urban infrastructures and the built environment. The application of urban sustainability principles fits, obviously, within these strategy frameworks. The inclusion of urban regeneration objectives as part of metropolitan development policies opened up an innovative set of means and tools for action. As a result, the evaluation of the response of the existing planning systems

seemed appropriate and, indeed, urgent. This paper aims to offer a structured assessment of the contribution of new urban tools, programmes and planning policies that have been recently tried and are currently being implemented addressing urban regeneration objectives in the Metropolitan Area of Oporto. The scope of this assessment includes statutory urban development plans as well as public investment programmes of sectoral (e.g. housing) and spatial nature. The in built capacity to effectively meet urban regeneration objectives is the driving criterion that structured the whole assessment exercise.



## What are the services and standards to which each citizen is "entitled"? a case study of infrastructure provision in South Africa

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In this paper, I provide a framework for understanding the role of local government in the provision of "basic" services, using South Africa as a case study. It is seen that there is a conflict between democratic principles implicit in entitlement of services and bureaucratic norms for these services. The bifurcation between the "service" and "political" components of municipal service provision inherent in this conflict plays a vital role in both the policy-making and implementation arenas of service delivery. I analyse this conflict through an evaluation of the process by which national government sets policy for municipal service provision, the financial requirements for municipalities to meet basic service needs, and the financing mechanisms available to local government for this purpose. In essence, I examine the feasibility of local government involvement in the provision of infrastructure for and maintenance of basic services.

I begin with a general discussion on the issue of entitlements and relate this to norms and standards for basic services. In the second

section, I deal with constitutional provisions relating to the rights of citizens in South Africa in this context. In the process, I come up with a definition of basic services, which includes water and sanitation, roads, storm water drainage, and energy. I also devise a typology and a corresponding classification of levels of service provision into basic, intermediate and full. I go on to discuss national government policies espoused in programs such as the Reconstruction and Development Programme (RDP) and the Municipal Infrastructure Investment Framework (MIIF). I use the above to set the stage for the bifurcation between the "service" and "political" components of municipal service provision.

In the third section, I analyse the role of local government in the provision of the services to which citizens are entitled, with a particular focus on the fiscal implications. Specifically, I use the Combined Services Model (CSM), developed by the Development Bank of Southern Africa (DBSA), to estimate the capital and recurrent costs of providing different levels of service. I then consider the implications of these costs, in conjunction with nationally set policies, for municipalities in terms of the choice of service level as well as the available financing mechanisms.

I conclude the paper with some remarks and suggestions for future research and policy-making. These include: (i) clearer standards for basic services; (ii) more focused national government policy on transfers to local government for infrastructure provision; and (iii) the structuring of tariffs for basic services.



## The virtual City - Urban networks as innovative environment

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The Virtual City - Urban Networks as Innovative Environments is a two-year project funded by the ESRC under their Cities: Competitiveness and Cohesion programme. The research seeks to explore the prospects for "urban networks" in the UK. These are polycentric counter magnets to large cities in which urban areas may co-operate to gain a 'city effect' thus helping to mitigate 'urban overload' from diseconomies of agglomeration.

This "free-standing", thematic research seeks to explore the extent to which putative urban networks can be identified in the UK from the analysis of data sets. Strong candidates will then be selected representing core, intermediate and peripheral regional settings and key public and private sector policy actors will be interviewed to assess receptivity and barriers

to the strategic development of network relationships in each.

The research aims to construct preliminary foundations for developing urban networks as a basis for a future urban policy that widens choice of location for city-scale facilities of appropriate kinds thereby contributing to the moderation of diseconomies of agglomeration in existing larger cities and improving sustainability effects for the urban system as a whole.

From the twenty candidate urban networks in the UK in core, intermediate and peripheral locations, three were chosen and are currently under analysis. The strength of network characteristics within each candidate urban network has been identified and is the subject of further research. The paper focuses on urban network theory, the study approach adopted, an examination of the three networks and their links, and an assessment of the competitiveness of urban networks. It concludes with a summary of the findings of the research to date.



## **URBAN DESIGN**





## **Developing principles of urban design for better public perception and experience of urban form on the example of Polish experiences in education and practice**

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The task of urban design, working together with urban policy, is to create real spaces that are assets to society and that in effect give to society its design. The development of streetscapes and freedom of architectural expression must both be considered, and the level at which they are reconciled determines the quality of urban design, or indeed the city itself.

Unfortunately now one of the factors causing urban environmental degradation and disaster of town space is lack of urban composition - an element, which is one of the main criterion of beauty of every town. In Poland processes of townscape destruction become more and more intensified and are reflected by increasing chaos, localisation new buildings without any compositional rules and any physical relations to the territorial context, and finally by weakness of local authorities in contacts with private investors. Such situation is also partially caused because of the lack of local plans.

The role of urban composition in shaping the city is determined by preservation of its cultural image with applying the principle of historic continuation. Unfortunately today's policy tools of such preservation are insufficient and not effective. They precise the protection of existing values, but they do not introduce new compositional values in rebuilding space of contemporary Polish cities. At the same time only small part of our society express the need of living in good, aesthetic environment and the need of taking care of town space, which is public welfare.

What should we do to improve such situation?

The paper will focus on indicating the solutions both in education and in practice on the examples of Polish experiences.

Generally the most important solutions are following:

In the design process it is very important to integrate a vision and different disciplines in order to come at a way of sustainable and comprehensive planning and design, also an integration between the different levels in policy making is needed. In shaping cities both the new policy tools are required and social liking should be taken into consideration.

The adequate level of education is required.



## Place identity and city centres: the case of 'Grainger Town', Newcastle upon Tyne

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'Grainger Town' is a term invented in the last decade to demarcate part of the historic core of the city centre of Newcastle upon Tyne. This label was formulated as part of an effort to commodify the area in a particular way: to revive and revitalise the area. The name derives from Richard Grainger, a speculative developer of the 1820s and 30s, who was responsible for a phenomenal amount of development in Newcastle at that time, including the planned commercial centre that forms the heart of 'Grainger Town'.

A group of staff at the University of Newcastle is in the early stages of a project looking at issues of institutional capacity in the regeneration process, using Grainger

Town as a case study. Part of this work will encompass conceptions of place and identity. This paper is contextual to that work and will:

Consider the concept of the label 'Grainger Town' and its relation to the urban morphology of Newcastle.

Examine attitudes historically towards Grainger Town, from the time of the construction of the late Georgian planned centre through a number of key periods until the present day.

Consider how these historic attitudes provide a context for current debates about Grainger Town.

Begin to explore early findings about attitudes towards the area of present day actors in the partnership formed to regenerate Grainger Town, and in particular attitudes towards the area's legacy of historic fabric.

Significance of town plan		
Facadeism	Unacceptable	Legitimisation



Competitiveness with other city centres, the main focus  
Left wing city council

### Urban design and city centre recovery: The master planning response to urban terrorism

Shopping centre with 280 shops, 10000 parking places, retail  
TV cinemas

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Professional concerns over the vitality and competitiveness of contemporary cities stress the need to adopt both positive and pro-active development frameworks that stress the diversity of economic and social functions, and promote cultural renaissance. Policy relationships, in effecting such objectives, have become increasingly network based, involving bargaining arrangements and alliances with stakeholders in an effort to build up the local capacity for governance and for capturing opportunities. Within the city centre this has had significant effects on both urban form and the scope for sustainable development, focusing on adaptive re-use and mixed use developments which enhance the physical and cultural quality of the urban experience.

Such perspectives on urban form and development frameworks are fundamentally challenged in a situation of unexpected emergency where local policy networks are challenged to provide the rationale for public action. This was crystallised within the City of Manchester in June 1996, with the destruction of the city centre by a 1500 kilo bomb. This damaged 1200 buildings (but with only a handful suffering major structural damage) and 43 streets, decommissioned 100,000 sq. m. of commercial space, and shut two multi-storey car parks

and the city's largest bus terminal. The cost of rebuilding is expected to reach £500 million, with the objectives of redevelopment being to enhance the vibrancy, security and environmental quality of the city centre as a European regional capital; to retain its patronage during the process of rebuilding; and to enable the 'new' central area to fully compete with the opening of new 'out of town' shopping centres. The paper will focus on the process of developing the agenda and the commitment of major stakeholders to rebuild, and the design ethos of the final Masterplan. Institutionally, the approach adopted by the City Centre Task Force in overseeing the consolidation of City Centre activities, in defining a framework for recovery, and in managing the effective delivery of major public and private investment programmes will also be scrutinised.

The major design and masterplanning framework was influenced by the city's existing policy guidelines (Unitary Development Plan 1995, City Development Guide 1996), the launch of an International Urban Design Competition (July-November 1996), and refining the winning submission into a Masterplan (December 1996). A planning framework to support and underpin the successful implementation of the preferred urban design framework (Supplementary Planning Guidance, December 1996), enabled the recovery plan to be fitted within the wider goals for the city centre as whole, resulting in the production of an Implementation Plan (April 1997) translating the design masterplan into an operational programme. Finally, the paper will attempt to assess the likely impact of the rebuilding programme on the physical and environmental quality and the commercial competitiveness of the city centre as whole.



# Czech Moravian cities Factories of Skoda

## The Urban Revitalisation in the Czech Republic and Public Response

→ How many inhabitants

→ Public transport was very cheap in socialist time

→ They are not satisfied with pollution, transport system and

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The small and medium size Central European towns and cities suffered under communist regime on lack of maintenance and proper development programmes, under new conditions they need new attitudes of their revitalisation. Procedures used in land use planning are currently outdated even though certain changes have been made. This problem applies mainly to the Land Use Planning and Construction Act No. 50/1976 Coll. Its provisions are based on the directive management and central socialist planning. The way this law regulates planning and zoning procedures is inappropriate and does not meet current needs of a democratic society, when municipalities want to plan and create (shape) the local environment themselves. There is a lack of procedures needed to help them to form their own development programs involving participation of architects, urbanists, urban sociologists, town planners, economists and other specialists. Regional authorities lack documentation for regional development. In July 1997 severe floodings has affected many of middle European regions. That perhaps suggests that there is now even greater need to address the issue of revitalisation. In some instances major development projects will have to be adjusted in order to deal with immediate problems arising from disaster. Municipal authorities and their representatives keep on asking the Urban Planning Institute, Faculty of Architecture Technical University Brno, Moravia for help in shaping the new development strategies.

### Outcomes of the research:

The emphasis was given on the multidisciplinary approach taking advantage of methods commonly used in environmental psychology, urban sociology, municipal economy, statistics, architecture, urbanism, land use planning and legal studies. One of the strengths of the programme is the favourable mix of professionals involved in the process of urban development. To accomplish the intended goals the research team co-operated with research institute V'zkum' Estav Ezerniho rozvoje in Brno and collaborated with specialised firms working in the field of the urban and regional planning and consultancy - Amberton Shaw in Glasgow, GaREP in Brno.

The aim of the research project was, firstly, the humanisation of cities and city environment and, secondly, the introduction of development strategies as the participatory architecture and man oriented planning procedures. The outcome of this project is establishment of the methodology for the creation of the development programmes together with its experimental verification.

The methodology is universal so as to be applicable for different

activities such as village restoration based on the renovation of the natural, architectural and social environment (renovation of the natural and man made environment), and for humanisation of prefabricated housing estates, reconstruction of historical centres and degraded city parts. The marketing methods of the locality and organisational tools to fast track the planning system with reference to inward investment were also explored. This, on the other hand, should enable to emphasise the uniqueness of the environment and to enhance specific issues especially of small and medium size Moravian cities.

As a result, this project formulates the new procedure of the design and pre-design strategies and city development (renewal) programs. This methodology should improve the process mentioned above and provide development programs for cities/villages. Problems related to the urban revitalisation of medium and small cities were investigated. The methodology proposed were experimentally verified and results was offered to municipal

authorities. It was related to legal basis which was analysed and new amendments and changes to existing law were proposed corresponding to the projected methodology. The topic of this project proposal is very timely and important. By the investigators knowledge, any solution to this problem in such an extent has not been attempted yet. The results of the project will be aimed to unify the methodology with foreign partners in border regions.

The research was aimed to get verified results applicable in practice immediately. The Urban Design Institute also has traditionally good contacts with municipal authorities and developers, which is very important for practical verification of developed procedures. Practical verification of developed procedures is possible by co-operation on -PD (project and planning) documentation with municipal authorities in Krom' (ci), Pardubice, T'ni' L' nad Orlicí, Prosl'ov, P'čejov, Hodonin and cities/villages in border region South Moravia - Lower Austria. These authorities provided material (data) needed for research. As a result of this multidisciplinary research, the process of design and development, was enriched by social aspects. The emphasis was given on data collection, their sociological interpretation and use in the environment, shaping process. New methods and techniques applicable under current social and economic conditions were proposed and experimentally verified in this field. High recognition has been achieved through successful design, consulting and scientific activities. All researches have good publishing records in their field of expertise. The list of publications can be furnished upon request. The results of this project were published in the form of a book (a final report). It is designated for architects, developers as well as for specialised municipal authorities. Collaboration is expected between faculties and design and planning studios in the future. The analysis and evaluation of current law is expected to bring suggestions for new amendments and other changes in legislation.



## **TRANSPORT AND INFRASTRUCTURE PLANNING**



# Capital cities / Religious buildings

## Urban design criteria for planning capital cities

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The purpose of this research is to question whether the planning of a national capital requires special urban design criteria, and whether these can be called "timeless". Is it possible to define a capital city?

The question of values may influence the urban design of capital cities and provide answers to basic questions like who, what and why. For example, socio-political factors are defined differently by the various actors involved, from the design agenda of a Mitterand to the broad wishes and design taste of an ordinary citizen or taxpayer. Since the design of a national capital is a major event, one would expect a major contribution from the public sector (taxpayers). Private sector values of profit and loss may be inadequate to evaluate the intangible aspects of city urban design.

If non-material values are the crux of the matter then the following description may need an urban design equivalent (quote): "Capitals as a container of sentiment and symbolism and a 'moving' aesthetic experience". In selecting international examples, it may be useful to distinguish between "organic" and "planned" capital cities. Historic capitals like Rome, Paris and

London grew organically over many centuries, and it may be significant that Roman and Baroque symbols continue to be used as an urban design cookbook or formula even in the 20 Th Century, e.g. axes and foci, triumphal arches and obelisks.

On the other hand planned capital cities like Washington (L'Enfant), Canberra (Griffin) or Brasilia (Costa) might display a different design vocabulary. We watch with interest how the Germans combine conservation with a post-Modern idiom in reinstating Berlin as the federal capital. This also raises the intriguing question of a centralised (unitary) versus decentralised system of government. As opposed to a highly centralised older London or Paris, South Africa opted for a quasi-federal tripartite system divided into administrative, legislative and judicial capitals. The recent European Union has also adopted a tripartite system with Brussels (administrative), Strasbourg (legislative) and Luxembourg (judicial). Such a system may lead to greater choice and urban design innovation.

The methods used in this on-going research include analysis of precedent (worldwide), field trips, interviews and students projects in studio. Major references include Lewis Mumford, Edmund Bacon, Norma Evenson, Kevin Lynch, Wentworth Eldredge, Karl Fisher, Toynbee and Peter Hall.



## The development of transport infrastructures of oil and gas complex of the Caspian Region

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The oil, gas and chemical complex of the Caspian region (OGCC) are one of the perspective spatial patterns of fuel industry. If in the beginning of 90s oil extracting in this region was 50 mln. tons. To the beginning of 21 century it will be more than 2 times. The next decades the rates of oil extracting will arise more. This assumption is going from evaluation of oil and gas resources in Caspian region. The growth of oil extracting specifies the necessity of infrastructural base reconstruction. The concentration of main oil and gas stocks in shelf zone of Caspian Sea fore judges the widening of sea oil extraction. In the conditions of growing of sea depth the requirement to equipment is crisped. Consequently the geography of transport communication will be broaden. This will change the system of underwater oil and gas pipes. One of longest pipes on the Azerbaijan sea coast had been Guneshli-Sangachala one (176 km.). It was putting in force in 1997 and at the moment it pump oil at the new Sangachala terminal. There

were built 4 reservoirs with common capacity more than 100 thousand tons. In the future there is provided to make pipeline from Sangachala to Sumgayit (31 km.) to secure the chemical industry with needed row materials. At the East Coast the main projects for new pipelines connected with gas fields of Turkmenistan. The turkmenian part is working out some variants of constructing the magisterial gas pipelines. The most attractive is pipeline Turkmenistan-Iran-Turkey. The estimated cost is 1.6 billion US dollars, extension is 1500 km., volume of pumping will be 30 billion cubic m. The particular support for OGCC development of the Caspian coast will give realization of "TRASECA" project, which is working out by European Community. This project is calling for the renascence of "silk road", which has to contribute economic integration between west and east. The further development of transport infrastructure of OGCC will be the key chain in social-economic development the whole Caspian region.



## **Infrastructure, industrial competitiveness, and the geography of production: evidence from the Indian auto industry**

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Infrastructure plays an important role in fostering economic development by providing such facilities as dependable electricity, efficient road networks, and fast communications arrangements. According to the World Bank (1994): "the adequacy of infrastructure helps determine one country's success and another's failure ... (and) good infrastructure raises productivity and lowers production costs." However, the same report also notes that evidence from the literature is inconclusive and that the links between infrastructure and development remain open to debate (World Bank, 1994; also Gramlich, 1994). Certainly, the exact role of infrastructure in fostering industry and enhancing productivity and/or competitiveness has been little researched and is not well understood (Diamond and Spence, 1989; Anas, Lee and Murray, 1995).

This paper analyses the infrastructure "black box" and focuses on the question -- how does poor infrastructure affect the costs and competitiveness of firms and how do firms cope? Methodologically, a micro approach has been used to examine the impact of infrastructure on firms and their supply chains -- in the automobile industry in India. The study is based on eight months of fieldwork completed in Novem-

ber 1997. The analysis relies on a combination of detailed quantitative data provided by 35 automobile firms (5 assemblers and 30 suppliers) and in-depth, semi-structured interviews with managers in these firms. The industry-specific supply-chain approach used in this study offers an alternative framework for understanding the impact of infrastructure on industry and for identifying solutions to the infrastructure problem.

In contrast to the ambiguity in the literature, this study finds that infrastructure deficiencies -- in particular, unreliable power supply and poor road networks -- strongly impact the costs and competitiveness of firms in the Indian auto industry. A debilitating impact of poor infrastructure is that it introduces or aggravates unreliability in industry supply-chains and this, in turn, adversely affects industrial competitiveness. To alleviate broader supply-chain impacts of poor infrastructure and improve competitiveness, firms often devise innovative solutions to infrastructure problems and, indeed, include infrastructure as a key component of their competitive strategies.

For example, poor road networks and unreliable freight transport add to the costs of the auto industry by raising inventory levels and making it extremely difficult for industry to implement just-in-time/lean production systems that are key to global competitiveness. To overcome transportation bottlenecks, auto assemblers in India (such as Maruti-Suzuki, Ford, and Hyundai) are aggressively implementing a clustering strategy. That is, infrastructure constraints, in combination with the imperatives of lean production, are changing the geography of production in the Indian auto industry.



## Estimating origin/destination data for trip generation using GIS: the case of Catania, Italy

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Prediction of traffic flows over a network is an important part of many transportation studies. The general transportation-planning framework, the Urban Transportation Model System, makes use of socio-economic characteristics and origin/destination (O/D) data to find an equilibrium solution between travel demand and transport supply. If the O/D data are not available, new procedures for the formulation of trip generation must be applied. This is the case for the metropolitan area of Catania, Italy, where transportation studies have only been supported through network flow modelling. GIS, with their capabilities for integrating considerable quantities and different kinds of data, can offer the transportation planner a solution to handling the missing O/D data.

This research explores the use of GIS for estimating O/D data. The study is carried

out at the intercity level involving the 18 core comuni of Catania and estimates missing O/D data from readily available census data by applying spatial interaction analysis. A production constrained competing destination model is used and can take into account both the socio-economic characteristics of travellers and the spatial organisation of the study area. The predicted traffic flows can also be used to organise spatial structures - in terms of interaction zones - among the city centres, based on the probability that a traveller selects a specific destination. Two correlation analyses are performed to validate the O/D matrix. The areas of interaction zones are correlated with two other spatial organisations: Thiessen polygons and administrative areas. A second correlation between predicted traffic flow values and observed traffic counts at 13 observation sites is performed. The above analyses have required the use of several non-integrated packages: Arc/Info, TransCAD, and SIMODEL. The O/D estimation procedure is found to work well and presents a useful alternative where O/D data are unavailable.



## **Before the pendulum swings again: grounding the new transport realism**

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This paper uses Foucauldian concepts of power and rationality to critically analyse British transport policy in the 1990s. In a climate of risk and uncertainty, policy is shifting away from the demand driven paradigm towards a new realism of sustainability and 'integrated' transport. The paper argues that the central challenge for transport policy is about more than implementing this new integrated transport agenda: it is about restoring the legitimacy of the policy process itself, in the wake of the rhetorical policy shift.

The theoretical work of Michel Foucault is used to construct an approach to the analysis of transport policy which focuses on the inherently political and contested nature of policy making, played out in the competition between discourses. This ap-

proach scrutinises the construction of rationality in transport policy: the discourse-driven shaping of knowledge, through the contingent use of analytical tools and decision-making processes, which conditions policy making.

The paper argues that grounding the new transport realism requires the construction of a new rationality for transport policy, which embraces the contested nature of policy making. The new rationality needs to incorporate a deeper sensitivity to the nature of knowledge, spatiality, and inclusivity, and consequently necessitates a review of existing processes and tools of policy making in this light. It is concluded that the new realism cannot successfully break away from the demand-driven policies of large scale road building until new practices of policy making are constructed which can consolidate the shift towards integrated, sustainable policies.



## The economic effects of infrastructure planning

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Infrastructure planning is gradually becoming a main topic in the world of physical planning, not only in the Netherlands, but also throughout Europe. The issue where infrastructure should be located is often legitimised with reference to the expected economic benefits. Economic effects, however, are theoretically, methodologically and empirically difficult to estimate. To begin with, there is a very basic difference between the negative and positive effects. While the negative effects focus spatially on a very specific local (or regional) area, the positive effects (or benefits) tend to spread widely from a spatial perspective. Furthermore, there are direct effects in the construction phase and indirect effect in the stage of use. Finally, the question has to be answered who profits and who suffer.

As investments in infrastructure grow, in the Netherlands the need has grown to investigate the economic effects of infrastructure systematically. The system developed will be

described and commented and related to similar experiences in other countries such as Japan, the UK, Germany and France.

As it appears, both methodologically and empirically the measurement of economic effects is very complex. Overall effects are hardly measurable at all. Only partial effects can be measured. Secondly, during what period should its effects be estimated. Empirical research shows large differences between short-term effects and long-term effects. A third conclusion deals with the issue of intermodality. Railway station areas are only really upgraded (in terms of transport) when its level of intermodality is improved. The fourth finding deals with the complex question whether investments in infrastructure structure spatial development or only attributes to an existing structure? Combining this question with the issue of measurement periods, one can observe both. A final conclusion relates to the development potential of regions. As investing in infrastructure physically improves its accessibility, distance becomes a more relative term. Regional development and infrastructural development get more and more complementary. Therefore, the central question of where to locate infrastructure development changes from a spatial issue to a (primarily) functional issue: at what particular location can both kinds of interests best be serviced?

## Privacy as an planning problem: some transport-related examples

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rights contribute to the establishment of protected spheres. When the collective meddles with decisions in protected spheres, the Pareto principle and privacy-rights conflict and thereby cause the liberal paradox.

There are potential but unwanted privacy-invading elements inherent in modern transport surveillance technology, and we have no satisfactory decision rules to resolve the value conflicts that the use of this technology might create. The practical examples of transportation planning instruments eroding privacy deal with toll technology and intelligent vehicle-highway systems. The theoretical part shows how such technology, by violating privacy-rights, can cause the liberal paradox of social choice to arise in transportation planning. Liberalism is taken to grant each individual the right to decide within a protected sphere. Amartya Sen has proved that such liberalism cannot be guaranteed, given the combination of preference sovereignty and rational social decision-making. Privacy-



## PLANNING THEORY



## **Towards sustainability: the geography of policy discourses in transport planning and dilemmas for governance**

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Throughout Europe, transport planning is experiencing a range of pressures associated with: congestion on existing networks, growing awareness of the environmental damage of transport choices, and cuts in public spending which preclude infrastructure supply-led solutions. These pressures are widely held to have led to a consensus in approaches to UK transport planning at central and local government levels. This consensus principally involves a switch from providing for ever-increasing traffic growth to one of managing the demand for private motorised travel. However the notion that such a consensus exists is questionable. The perceived need to tackle issues such as congestion and pollution varies both within local transport policy communities and across different areas. There is a resultant geography to the com-

mitment to implementing more sustainable transport policies. Policy implementation is therefore likely to proceed at different rates in different places and require different spatially differentiated solutions.

It is argued that accelerating the take-up of more sustainable transport policy requires careful attention to the institutional arrangements regarding transport and also wider governance issues and the balance to be struck between two elements: a strong regulatory line from central government.

a focus on the local to engender commitment to change across the range of stakeholders in localities.

This paper details findings from a research project funded by the Rees Jeffrey's Road Fund which provide lessons for governance in implementing a new demand-management focused transport policy and sustainable development agendas in other policy sectors.



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It is argued that scientific discourses of the urban poverty problematic and the related topics of exclusion, polarisation, underclass, homelessness, which are central to urban planning, generally don't fully take into account their political implications. Vast parts of the writings on these issues actually further contribute to anti-urbanist ' clichés of urban doom' and betray/include middle class, ethnocentric, sexist and racist prejudices about the poor. It is necessary to critically re-read urban poverty literature in order to overcome the 'modernist' shortcomings of contemporary writings on urban problems.

Urban planning has always used catchy metaphors to turn observed urban changes into words. Quite evidently, but often neglected, this entails the epistemological dangers of oversimplifying the complexity of urban change and of omitting vast parts of the urban process so as to create metaphorical order in our thinking about the city. Science, too, can only survive through neatly separating the realm of conventional 'scientific' order from its

counterpart, 'non-scientific' disorder. Science actively participates in the creation of purified urban concepts, which are stripped off from the complexity of everyday urban life. Metaphors, which are commonly employed by urban analysts, such as 'exclusion', 'underclass' or 'polarisation', are not merely and innocently used in an attempt to get a grip on complex urban realities, but they also effectively happen to influence the way we think about those realities. These are not merely objective 'concepts' or 'hypotheses' that are to be tested through empirical research, but metaphors that, empirically valid or not, have a persisting resonance in both scientific and more popular discourses.

A review of metaphors will reveal how politically problematic the metaphorical order, imposed upon the city by leading urban analysts, actually is. Although being established metaphors among geographers, planners, etc. descending from a leftist tradition, 'exclusion', 'underclass' or 'polarisation' can easily be absorbed by right-wing politics that would include far-reaching individualisation of the poverty problematic, anti-urbanism and a considerable dose of racism and sexism. These metaphors actually contribute to a purified vision of the contemporary city, in which the affluent parts are cutting themselves off from the 'city as a public place'.



## **A transaction cost theory of land use planning and development control: towards institutional analysis of public planning**

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Discussion of public land use planning and development control has addressed the question: why does society choose this way to control the land development process and the production of the built environment? Answers have explained public intervention based on Pigouvian welfare economics, rational choice, and public choice theory. It has been claimed that Coasian institutional economics and transaction cost theory only offer contingent answers to this question.

This paper presents a rationale for public land use planning and development control based on transaction cost theory (TCT): that the assignment of property rights in land and third-party enforcement are essential for the efficient operation of markets, and that government intervention in the form of public planning and development control is necessary because these

are sovereign tasks. Seen in this light, public planning and development control are part of the institutional environment of land development and the property market.

The outline of an integrated economic-political TCT is developed, and applied to analyse the transactions involved in land development and production of the built environment. Applying the TCT principles of remediableness and discriminating alignment, the critical characteristics of these transactions and their implied transaction costs are matched to alternative governance structures: planning administered by public agencies, privatisation or delegation in part or whole of planning and development control functions, voluntary enforcement through restrictive covenants, etc.

Conclusions based on this analysis offer some generalisations on the relative efficiency of public planning and development control systems. Some examples illustrate the potential of this theoretical framework for the institutional analysis and design of public planning and development control institutions in specific real contexts.



## Human-scientific theory of action and planning

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This paper is a presentation of human-scientific action theory and its linkage to planning; both planning theory and planning practice. Human-scientific action theory is created by Professor Gunnar Olsson and professor José Luis Ramírez, Nordic School of Planning, Stockholm.

Planning is primarily a practical and reflective activity. The notion "Planning" may, therefore, describe the activity "planning" or the reflection about this activity. The last one is what planning theory is about.

My presentation of this theory will be structured around two main aspects; planning as action and planning as rhetoric.

### Planning as action

The human-scientific action theory looks at the world from a perspective of actions. Human-scientific planning theory may be regarded as a use of this action theory in the field of planning. We always act, as a member of a society, as a member of an organisation, as a planner, as a politician. Only in some situations, often the most important ones, we give it a thought, we reflect before acting. - or in acting. Both

these reflections and these actions are the core of planning.

Understanding planning demands that we give attention to the planning products, the planning processes and, as an independent part of planning, the actions where we chose which processes to initiate.

### 2) Planning as rhetoric

Public planning is an activity that includes a co-ordination of the knowledge and actions to many different actors. Ramirez claims that it makes no sense to talk about a collective action. The only possible is joint actions among individuals that have agreed upon some goals, means, - to follow some rules.

The dialogue gets a crucial position in such action processes. Ramirez take us further from the dialogue to rhetoric: From this point of view a vital part of the core of planning is precisely discourses of rhetoric. The wise decisions are the result of both the traditional production of knowledge through different sorts of research and through dialogues in planning processes. Such dialogues will be an arena for policy, professional knowledge and common sense. The right action is not a mimetic repetition or the mechanical adherence to a rule. What is good /not good, right/wrong, true/ not true is a discussion each of us has to reflect upon, also in co-operation with others. Experiences are closely connected with advising to others, discussing with others, and developing functioning truths together with others. Experience is both social and communicative. Dialogue understands through communicating.



## Searching for a planning theory in Latin America from a Venezuelan prospective

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to political elements; and on the other, to those associated with the main purposes of the social transformation that is pursued. In this paper sources coming from both political and technological philosophy will be used as a way to determine the possibility of an Alternative Planning Theory.

In Latin America different planning approaches have been conceived. Venezuela through the Centre for Development Studies (CENDES) at the Central University of Venezuela (UCV) has been a focal point of such intellectual production. This paper intends to put forward the fundamental background of this theoretical tradition through the analysis of certain approaches and the proposition of the basic criteria for an alternative approach. To this end, previous contributions of Jorge Ahumada, Oscar Varsavsky, Carlos Matus, Mario Testa, and myself will be considered as a starting point.

Planning Theory cannot ignore the social specificity of our countries and must recognise that the resulting consequences of the present changes produce substantial modifications of the theoretical propositions linked to a system in a situation of social transition.

The making of a Planning Theory for a transitional period is strongly related to a transformational action, which on the one hand, is due to the viability issues linked



## **How to do Planning with Words. Using philosophy of language to explore the language of planning**

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Although this is sometimes under-estimated, planning - spatial planning included - is mostly a verbal occupation. That is to say, plans are in their greater part written objects, and what planners do - negotiating, writing, reading, arguing, persuading, convincing (and sometimes-lying) are verbal actions.

The emerging paradigm of communicative planning emphasises this verbal aspect, and elaborates on the use planner's make of it. One of the key issues in communicative planning theory is its normative foundation - the wish, common to those theorists, to make planning a democratic, inclusionary process. Public participation and consensus building seem as essential to this paradigm as discussions of information and the discourse of planning.

This heightened awareness for the responsibility of planners to include as many diverse interest groups, and to listen to as many different story places new demands

on the professional skills of planners. When fostering public participation, especially in conflict-ridden contexts one must have the means to be aware and understand the many voices to be included. Furthermore, to conduct a fair and "transparent" planning, planners must be able to articulate in a manner that will ensure the full delivery of their intentions. In simple words, to be able to make planning participatory, planners must learn to read and write in an understandable language.

However, that declaration leaves open the question what is an understandable language. Only a specific planning context can offer a full answer to this question. Still, I believe that considering verbal tools as professional planning tools, and using insights borrowed from other fields to elaborate them, will better equip planners to face the new professional demands. The philosophy of language suggests several ideas (and some were already put to use in the work of distinguished theorists). The proposed paper aims at presenting concepts such as speech act, intentionality and implicature and show their relevance to the practice of writing plans and to the practice of reading them. A comparative examination of divergent interpretation for conflict-laden plans serves to exemplify that relevance, and show the importance such linguistic tools have in fostering consensus through planning.



## Exploring the heart of the matter: the role of development plans in planning systems

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Across Europe, development plans lie at the heart of national planning systems. In many countries, the plan is a legally binding document and, as such, is seen as the 'master' of these planning systems. In Britain, the plan has been described as more of a 'servant' of the system, providing a flexible framework for decision-makers. Changes to British planning legislation in the early 1990s gave development plans a renewed importance within the discretionary system, as the concept of a 'plan-led' system of control was introduced. This did not add as much legal weight to the documents as plans in other European countries enjoy, but the changes served to place development plans on centre stage once more.

Within this context, these paper questions the extent to which the role of development plans within planning systems has ever

been satisfactorily clarified. Taking a historical look at development plans within the planning system in England and Wales, this paper explores the debates, which have surrounded their appropriate role, form, preparation and implementation across the decades. Drawing on these arguments, a number of key issues relating to the role and function of development plans are identified, some of which have arisen at intervals over the last few decades but have never been resolved. The purpose of this paper is to illustrate the need for these issues to now be addressed if development plans are to remain a central tenet of planning systems. By going to the heart of the matter, a number of key lessons for the future of planning practice and theory are thus identified.



**Planning theory; a view from the banks of the Isis. A report from the Oxford planning theory conference**

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ing the establishment of new dominant theoretical paradigm. 3. Or whether it is more realistic to speak in terms plurality of theories.

Specialist international conferences provide a way of checking development in areas of debate where the participants are not in frequent contact. Such conferences are like an audit of the current state of the discourse(s) in their field. The Oxford Conference was called with this object in mind and with the hope that it might be possible to chart the path of future development.

The paper considers what was presented and argued about in Oxford to determine: 1. Whether the intensity of the disillusionment with modernist cultural and political practices including planning has passed, in other words postmodernism has had its day. 2. Whether the present time is witness-



**The role of information in making and debating planning policy: insights and issues from planning theory**

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The paper develops the argument that ideas about what planning is and how it is practised (usually referred to as planning theory) should be consistent with and shed light on the way information use in planning is interpreted. The paper reviews the literature on planning theory and examines the role given to information by different perspectives. The term 'information' was central to works of planning theory in Britain in the late 1960s and early 1970s. These were heavily influenced by ideas from operational research and cybernetics (e.g. McLoughlin, 1969; Chadwick, 1971; Fahudi, 1973). Alternative views of planning theory turned their attention to social equity and the distributional consequences of planning (e.g. Davidoff, 1965; Rein, 1969) and did not

emphasise flows of information in the same way. Recent works with a societal critique, however, have returned to the term 'information' as a central theme, but the conception of information is very different to that of systems theorists as it relates to discourse and the power to influence agendas and decisions (e.g. Forster, 1989). Taking what is often called an institutionalist perspective (Rydin, 1993), planning has been explored by some theorists in terms of the institutional arrangements, procedures and processes through which policy and decisions are formulated (Healey et al, 1988; Healey, 1990). The paper concludes that the way information is constructed and communicated, and the purpose and influence it has in planning decisions can best be explained with reference to the nature and character of those processes.



## **PLANNING FOR TOURISM AND RECREATION**





## **Tourism and urban and regional planning: what relationship? The case of Portugal**

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Tourism is the world's third largest industry and it is foreseen that it will become the world's largest industry in the beginning of the next century. The importance of tourism to a number of countries, and in particular to those located along the Mediterranean, is enormous. In Portugal tourism accounts for 8% to the GDP and employs directly over 300,000 people.

As in many other countries the development of tourism in Portugal has been supported on an economic rationale, as a result of its impact on income, employment, balance-of-payments, investment and development. However, evidence shows that unplanned forms of tourism development may jeopardise the physical, social and economic environment. As a result of this, planning has started to assume centre stage in the tourism sector.

The objective of this paper is to provide a critical insight into the way in which tourism planning has evolved in Portugal. To this end, the paper will start with a brief discussion about the state of the art of tourism planning theory and practice, and its relationship with urban and regional planning. It will be shown that despite being sides of the same coin and of benefiting from each other, too many misunderstandings can be observed between tourism and urban and regional planning theory and practice.

The objective of the second part of the article is to review the roots and the rationale behind the (slow) evolution of tourism planning in Portugal. It will be demonstrated that tourism planning has failed to keep the pace with the tourism industry and, as a result of this, tourism is faced with a number of problems. The challenges with which tourism is faced and the role that tourism planning may play on this matter will then be discussed.



## **The role of tourism in local economic development**

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The paper examines the role of tourism in local economic development, drawing upon recent experience in both Wales and the European Union. Reference is also made to other international examples of global and city competition for tourism development and expenditure.

The importance of tourism development as a planning issue and driver for economic development is discussed in relation to the institutional framework for tourism development and policies at EU, national, regional and local government levels.

The paper identifies the nature and scale of tourism in Wales in terms of job creation and expenditure and ranks it along-

side the importance of foreign direct investment as a source of economic activity. The economic costs and benefits of tourism for individual areas are also discussed in relation to environmental and social costs and benefits.

The paper examines the role of tourism in the urban and regional economy not only in terms of job creation but also urban regeneration. The role of cultural tourism is also examined e.g.: the role of the arts, sports events, music, media etc. in local economic geography. Some international examples outside the EU are quoted, and particularly the increasing global competition for internationally mobile tourism development (again comparable to foreign direct investment).

The paper presents some conclusions on the future role and direction for tourism policies and economic development.



## **Product and market plans for tourist destination development and the relations to local plans**

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The paper will present a summary of a research project carried out in the Lillehammer area between 1995 and 1997. The report will be presented to the Norwegian Research Council in February 1998.

The main aims with the project was:

To try to find a professional content and an operational work process for product and market planning for a tourist destination development.

E.g. planning that the tourism industries are responsible for.

To try to find a professional content and an operational work process for the planning in the public sectors responsible for the tourism production elements and necessary infrastructure.

To try to find a suitable co-ordination between the product and market plan for tourism development and the local plans.

To try to find important terms for local tourism organising.

In order to accomplish the main aims the following research activities have been carried out:

A survey of how the strategical planning is carried out at business level, with emphasis on how the co-operation is considered.

A survey of the tourist industry's attitude to the local tourist organisation.

A survey of the present co-operation projects, what is the background and what does each industrial unit expect to gain.

A survey of the individual business units co-operation with the local administration.

A survey of how the strategical planning is carried out in the public sector responsible for elements in the destination tourism product and necessary infrastructure.

A survey of how tourism is integrated in regional plans, local plans, plans for public sectors both at regional and local level and local physical plans.

A survey of how the strategical planning is carried out in the local tourism organisations.

Methodically the project is based upon document analysis and in-depth interviews with all stakeholders involved in the destination tourism production.



## **Tourism and environmental processes: strategies for integration in some areas of the Mediterranean**

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This paper contains the basic themes of a research project in course at the Dipartimento di Ingegneria del Territorio at the University of Cagliari concerning the "environmental city" in Sardinia.

In the "environmental city", there is no dichotomy between natural and built space. The gridded city, as the representation of local elements connected by a tight (or loose) web of relations, and the spread city that loses its hard boundaries to meld with the geographic context (not necessarily contiguous) are the basis for the connection to and passage from the urban-territorial dimension to the environmental one. Tourism will be analysed according to its different manifestations and the transfor-

mations produced in the geographic context. In an area such as the Mediterranean coastal resources are dominant. Particular emphasis will be placed on the policies and strategies aiming at integration of the coastal areas with internal ones. This kind of integration should be a primary objective not only physically and economically, but also culturally, spatially and above all from the point of view of the correct management of environmental resources and their durability.

Methodologically, research will be based on a comparison between the various policies regarding tourism in different geographical areas of the Mediterranean and the ways in which the phenomenon has evolved in the past and how it will evolve in the future.



## INDEX



## Cultural Heritage and Tourism in Municipal Director Plans and in Urban Plans

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In Portugal, the period of a "first generation MDP" preparation has just finished, with a very weak treatment of the cultural heritage matters. In most cases, an inventory of the cultural heritage was produced with some classification proposals added.

Even in the few MDP's, where there was a deeper analysis of the cultural heritage (as happened in Reguengos de Monsaraz, with the circumscription of "cultural sites") regulation measures of protection, namely of cultural tourism, were not taken in account.

As the whole country begins the preparation of the "second generation MDP" it is important that an emphasis on a careful and better treatment of the cultural heritage subject is observed.

The interest in tourism development increased during the 90's, especially in rural areas. Predictions indicate that, in the year 2000, the tourism business will be a major employer in the USA; meanwhile, 80% of the American tourist destinations will be located in rural areas. A change has occurred in cultural tourism: rural tourism is considered a tool of development all over the world.

In the "first generation MDP", the tourism subject was also very poorly treated, as active measures to use each county's natural and cultural values were lacking. It is most important that this matter will not be overlooked in the "second generation MDP".

In the present paper, the subjects of cultural heritage and tourism in the "first generation MDP's" are analyzed, as well as their integration in the "second generation plans" and their contribution to the counties development.



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Klaus Kuntzmann

Creative actors

procedures and indicators<sup>n</sup>

projects/catalyst projects

only 20% out of fence communities (U.S.)

to promote security



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# ABSTRACTS

