

# ID 1344 | OVERCOMING RESOURCE SCARCITY BY IMPLEMENTING STRATEGIC REGIONAL PLANS THROUGH URBAN-REGIONAL DEVELOPMENT PROJECTS: A EUROPEAN PERSPECTIVE

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## 1 INTRODUCTION

The objective of this paper is to highlight some preliminary findings of an ongoing research project (2016-2020) entitled “From Plans to Land Change: How Strategic Spatial Planning Contributes to the Development of Urban Regions” (CONCUR) in which the author, as a postdoc researcher, and the co-author, as the project coordinator, are involved. The project is financed by the Swiss National Science Foundation and is based at the Swiss Federal Research Institute WSL in Switzerland. A team of circa 7 researchers investigates different aspects concerning how strategic planning contributes to the development of urban regions. In this paper, we argue that urban regions in Europe and beyond are currently encountering a range of challenges, such as providing a varied and efficient transportation network, affordable housing, green infrastructure, public spaces, and attractive investment conditions (Albrechts et al., 2017). In addition, a number of urban regions have been experiencing dynamic changes in the scale and scope of metropolitan governance (Zimmermann and Getimis, 2017), and new forms of flexible territorial governance arrangements have emerged (Oliveira, 2017). These economic, social and governance driven challenges unfold in a context of limited financial, human, infrastructural, land and ecological resources.

The hypothesis of departure postulated in this paper is that urban regions, in a scenario of limited resources, have been implementing strategic spatial plans through area-specific and functionally-oriented urban-regional development projects (URDP). Examples of such projects include the repurposing of outdated harbour, industrial or railway facilities, the reconfiguration of green infrastructures, the reinforcement of the public transportation network and the development of new residential areas. This is a claim in line with that of Tiwari and Winters (2016), who argue that “strategic planning today is used to determine where a project will be in the future” (p. 2). These authors also argue that one of the reasons that public administrations adopt a more intensively project-based approach to spatial planning is that governments are cash-strapped and must therefore prioritize capital-intensive actions in a market-sensitive environment (Tiwari and Winters, 2016). Carmona et al. (2009) underline that strategic planning is seen as the best means for an urban region to take advantage of the opportunities of globalization; and urban projects are the chief mechanism for implementing a futuristic vision of a global-oriented strategy. Urban development projects exist in urban regions with very different histories and development levels (Cohen, 1966), from Europe (Meijsmans, 2007) to elsewhere in the world (Carmona et al. 2009). Fast-track plan implementation through projects has been criticized, however, because these projects are often linked to neo-liberal aspirations of the entrepreneurial city (Moulaert et al., 2001). Other scholars decry the poor integration of urban projects in wider spatial planning processes (Swyngedouw et al., 2002).

The theoretical investigation in this paper is developed further by drawing on the qualitative analysis of 43 in-depth interviews with regional planners and planning experts on the European urban regions of Barcelona, Cardiff, Copenhagen, Dublin, Edinburgh, Hamburg, Hannover, Helsinki-Uusimaa, Lyon, Milan, Oslo-Akershus, Stockholm, Stuttgart and Vienna. This qualitative method of research was considered the most appropriate method to provide answers to the following research questions (RQ): RQ 1: What are the reasons for the implementation of strategic spatial plans through urban-regional development projects? RQ 2: How are the territorial governance arrangements behind the implementation of strategic plans through urban-regional development projects characterized?

Following this introduction, the paper continues with an explanation of what we mean by URDP. The third section provides methodological details. The fourth section includes a discussion of the case-study findings, derived from the interviews. In the concluding remarks of the paper, we support the statements of the co-chairs of this conference track, who argue that regional planning could contribute to decision-

making on how scarce resources can be used efficiently at the regional scale. In this paper, we advance this argument by exploring the practical linkage between the implementation of strategic spatial plans through URDP and how spatial transformation can thrive in such a context of resource scarcity. Nevertheless, we acknowledge that additional research is needed to improve knowledge on how strategic spatial planning contributes to spatial transformation and development of urban regions in an uncertain world that is undergoing rapid economic, demographic and environmental changes.

## 2 A WORKING DEFINITION OF URDP

Strategic spatial planning is usually undertaken at the urban regional level (see Ziafati Bafarasat, 2016; Albrechts and Balducci, 2013). Strategic spatial planning involves the construction of new institutional arenas within structures of government that are constantly changing. Although it may be more or less clear what strategic spatial planning entails in supporting spatial transformation, Oosterlynck et al. (2011), in line with Albrechts (2006), argue that plan implementation, social innovation and political decision-making are “black boxes” for spatial planners. According to Oosterlynck et al. (2011), spatial projects support plan implementation and are prepared for the spatial transformation of a specific territory or territorial area, such as an industrial site, a harbour facility, a green space or an abandoned railway structure, rather than for the transformation of a whole urban region or any other territory in its totality; however, they generally also involve aims for a structural change and catalysing effect at the urban regional level. For Albrechts (2006), spatial projects ideally are coordinated by public institutions, such as regional entities and/or municipalities, in close cooperation or partnership with private interest groups (e.g., real estate agents, retail companies) and non-governmental organizations (NGOs; eg environmental NGOs) and “aim at transforming the spatial, economic and socio-cultural fabric of a larger area through a timely intervention” (Albrechts, 2006, p. 1492).

For Ziafati Bafarasat (2016), the idea of urban-regional development projects, strategic projects and area-specific projects as an approach to steer spatial transformation is entrenched in the urban project tradition in several European countries (Meijsmans, 2007). In Italy, for example, strategic spatial planning at the urban regional level tends to involve some strategic areas, articulated into several key strategic domains, each of which has some spatial projects (see Sartorio, 2005). In the UK, in the 2000s the first strategic (national) plans were prepared for Northern Ireland, Scotland and Wales, aimed at integrating social, economic and environmental objectives into spatial strategies. Strategic spatial planning in the UK is highly market led and development oriented and aims at enhancing economic growth through strategic projects (see Reimer et al., 2014). In Switzerland, strategic spatial planning at the cantonal level comprises laying down the main principles of spatial development and identifying key strategic projects (see Ringli, 2003). In the Netherlands, the shift in spatial planning towards a regional economic approach and territorial competitiveness has enhanced the involvement of public and private interest groups in collaboration or partnership, whilst foreign investors are encouraged to participate in major public infrastructure projects (see also Reimer et al., 2014).

Based on overlapping descriptions given by Abdelwahab and Serag (2017), Oosterlynck et al. (2011), Carmona et al., (2009), Van den Broeck (2008) and Albrechts (2006), we have summarized five types of projects: (i) Urban projects are mainly driven by strategies within the context of globalization and increasing international, intercity and interregional competition. They are aimed at regenerating urban areas for promoting economic development, housing availability, and cultural activities (Albrechts, 2006); (ii) Rural projects are aimed at transforming rural and suburban areas into a more sustainable and dynamic form of development, as well as providing public services such as mail delivery, electricity and sewer systems (Albrechts, 2006); (iii) Strategic projects are the result of a process aimed at developing shared terms for sustainability and spatial quality. Strategic projects can be a catalyst for effective structural and fundamental changes, as they intervene in a concrete way in a spatial and social context. They must generate synergies between social, cultural, economic and spatial dimensions (Van den Broeck, 2008); (iv) Large urban projects are aimed at revitalizing city centres and central business districts, given the change from a manufacturing to a service-oriented economy and the increase international competition. Large urban projects have also been used to position urban regions in a global context (Carmona et al., 2009); (v) Strategic planning projects set a proper future development vision for the city, and they define and limit urban expansion onto agricultural lands. This type of project ensures proper service provision in the different areas of the city and guarantees sufficient housing provision to meet future needs (Abdelwahab and Serag, 2017).

As the result of the combination of these descriptions, our working definition of urban-regional development projects postulated in this paper is that URDP are spatial projects derived directly from the content of the strategic regional plan in force or those projects prepared after the publication of local development plans which have been elaborated in line with a strategic regional plan. Development projects are often negotiated or prepared through collaboration or partnerships between multiple levels of government and private interest groups and are backed by specific funding schemes. URDP are considered here as projects targeting rural (e.g., through infrastructure provision) and urban areas (e.g., through city centre regeneration) but, despite the target area, they must be of regional importance. Urban-regional development projects are a fast-track plan implementation approach to ensure that spatial transformation happens at the ground level in key strategic domains, such as housing, transportation, green-infrastructures, retail, industry, financial services, tourism, culture and sports. Fourteen urban regions were selected as case studies for this investigation. Details about these regions are provided below.

### 3 SELECTION OF CASE STUDIES AND METHODOLOGY

The 14 above-mentioned European urban regions were chosen because: (i) they represent different European planning systems, which is essential for generalizing the findings and for ensuring the diversity of plans and spatial projects, and (ii) their strategic plans are in force, or are about to be approved. The specific designations of the plans under discussion can be found in Table 1.

Case study*	Organizations interviewed**	Discussed plans
Barcelona	Àrea Metropolitana de Barcelona. Mediaurban Agency.	Metropolitan Urban Master Plan (to be released in 2018) with references to the Metropolitan Plan 1976.
Cardiff	Cardiff City Council. Cardiff University. Expert of regional transportation.	Strategic Development Plan for the Cardiff City Region (forthcoming) with references to the Cardiff Capital Region City Deal.
Copenhagen	Danish Business Authority. University of Copenhagen. Rudersdal City Council.	The Finger Plan 2015 - A Strategy for the Development of the Greater Copenhagen Area with references to the Finger Plan 2013.
Dublin	Dublin City Council. Eastern and Midland Regional Assembly. University College Dublin.	Regional Planning Guidelines for the Greater Dublin Area 2010-2022 with references to the Dublin City Development Plan 2016-2022.
Edinburgh	City of Edinburgh Council. Strategic Development Planning Authority For Edinburgh and South East Scotland. Royal Town Planning Institute, Scotland. University of Dundee.	Proposed Strategic Development Plan 2016 and Edinburgh Local Development Plan 2016 with references to the Strategic Development Plan 2013, to the Action Programme 2016 and to the Main Issues Report 2015.
Hamburg	Hamburg Metropolitan Region. HafenCity University Hamburg.	Regional Plan 2005 with references to the Regional Development Concept and to the Strategic Framework 2010.
Hannover	Region Hannover. Leibniz University Hannover.	Regional Spatial Planning Program (RRÖP) 2016 with references to RRÖP 2005.
Helsinki-Uusimaa	City of Helsinki Helsinki-Uusimaa Regional Council.	Regional Land use Planning for Helsinki-Uusimaa Region 2016 with references to Helsinki City Plan - Vision 2050 Urban plan - the new Helsinki city plan.
Lyon	Le Sepal - Syndicat mixte d'études et de programmation de l'Agglomération Lyonnaise. Uni. Lumière Lyon	Schéma de cohérence territoriale de l'Agglomération Lyonnaise - SCOT 2030.
Milan	Città Metropolitana di Milano. Politecnico di Milano.	Piano strategico triennale del territorio metropolitano 2016-2018 with references to "City of cities: A project for Milan"
Oslo-Akershus	Akershus County Council. Oslo City Council.	Regional Plan for Land Use and Transport in Oslo and Akershus 2015.
Stockholm	Stockholm City Council. Stockholm County Council. Nordregio.	Regional development plan for the Stockholm region RUFSS 2010 with references to the forthcoming RUFSS 2050.
Stuttgart	Verband Region Stuttgart. Cardiff University (on Stuttgart).	Regional plan 2009 with references to The Stuttgart Region's Landscape Park, the Neckar Landscape Park.
Vienna	Vienna City Council. Austrian Institute for Regional Studies and Spatial Planning. Vienna University of Technology.	Planning cooperation for the Spatial Development of the City Region of Vienna, Lower Austria and Burgenland 2011 (PGO 2011) with references to STEP 2025 - Urban Development Plan Vienna.

Source: Authors' own. \*Alphabetical order; \*\*Organizations with which the respondents were affiliated\*\*.

Table 1 - List of the organizations interviewed\*\* and the discussed strategic plans.

Forty-three qualitative, semi-structured interviews were conducted with urban and regional planners responsible for processes of plan making and plan implementation and with other knowledgeable urban and regional planning experts, such as academics and members of planning institutes. The interviews were carried out in English at the interviewees' workplaces between May and November 2016 and

followed an interview guide. Regarding the analysis of data on plan implementation, the interview transcripts were first organized into alphabetical order by case study and a single PDF file was created. Second, by employing the method of process tracing (see Schmitt and Van Well, 2016), each page on which references to (i) plan implementation, (ii) projects, (iii) urban projects, (iv) rural projects, (v) strategic projects, (vi) large urban projects, (vii) strategic planning projects, (viii) development projects, or (ix) strategic development areas were identified was isolated for in-depth analysis of the context; concrete examples of projects were located whenever provided by the respondents. Finally, quotations from the interviewees were extracted to support the discussion of the research questions (RQ). The findings of the interviews are discussed below and summarized in Table 2.

## 4 DEBATING PLAN IMPLEMENTATION THROUGH PROJECTS

This section draws on the analysis of the interviews to detail the reasons for plan implementation through projects (RQ 1) and the governance arrangements behind this plan implementation approach (RQ 2).

### 4.1 BARCELONA

Plan implementation in the Àrea Metropolitana de Barcelona (AMB) is the result of the “combination of small interventions with large urban projects” aimed at improving the core city and surrounding municipalities as a whole (interview at AMB). The respondents at AMB and Mediaurban highlighted that while some of the small projects, such as the construction of “urban facilities and parks”, several city-making interventions are mostly aimed at boosting place attachment; large scale projects are mainly related to expansion of residential areas as well as improvement of the transportation network. According to the respondents, the reasons for the implementation of plans through urban-regional development projects are mainly related to the need for more effective management of the financial resources, which are limited at the municipal level. Municipalities need to cooperate with the AMB in order to see spatial transformation taking shape in their administrative territory. Numerous urban regeneration projects of regional interest are being promoted in multilevel collaborations arrangements involving AMB and the municipalities composing the urban region (interview at AMB). Examples of such projects are the urban improvement of La Rectoriai in the municipality of Begues and the improvement of the Parc Fluvial de la riera de Rafamans in the municipality of La Palma de Cervelló.

### 4.2 CARDIFF

Discussing plan implementation in Cardiff as an urban region requires references to the recently approved Cardiff Capital Region City Deal (see <http://www.cardiffcapitalregioncitydeal.wales/>), as this deal “is a way to get support from London for specific projects” (interview at Cardiff City Council, CCC). This means that the Strategic Development Plan for the Cardiff City Region (forthcoming) and the more strategic visions of the Cardiff Local Development Plan 2006-2026 will be both implemented through development projects and subsidized by the city deal. This city deal sets out a transformative approach to determine how Cardiff Capital Region will deliver the scale and nature of investment needed to support the area’s growth plans (interview at CCC). The city deal is developed through cooperation between the UK Government, the municipalities of Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taff, Torfaen and Vale of Glamorgan, and the Welsh Government. Urban-regional development projects in the areas of infrastructure provision, transport planning (e.g., South Wales Metro project), digital network improvement, and support for enterprise and business growth and for new residential areas are the priority areas for project development (interview at CCC). The main objectives of the South Wales Metro project, “a Welsh Government lead scheme” (interview at CCC and Cardiff University), are: improving connectivity; linking communities with all major commercial, social and leisure attractors; enabling the region to function as a single coherent economic entity with comparable journey times for public and private transport modes; and offering realistic travel choices. South Wales Metro project has gained momentum with the city deal, as this funding scheme is the only funding source available for its implementation (interview with expert of practice in connectivity and transport).

### 4.3 COPENHAGEN

The Finger Plan 2015 has mainly been implemented through local development plans (interview at Danish Business Authority, DBA). However, due to scarce land resources available for the growing population, together with the relocation of industrial facilities from the harbour area to elsewhere, some urban development projects have been prepared. One of these projects is the Nordhavn project (interview at University of Copenhagen, UC). This project contemplates the transformation of an active industrial port into a modern residential and business area. When completed, Nordhavn will have room for 40,000 residents and an equal number of work places (interview at DBA and interview at UC). Limited financial resources, primarily at the local level, also mean that some municipalities in the Greater Copenhagen Area are becoming “even more entrepreneurs while engaging with getting private funding” to support plan implementation, often through a variety of small development projects in the urban functions of housing, transportation, environmental protection and water management (interview at UC). This more entrepreneurial style of spatial planning adopted by municipalities has paved the way for collaborations between municipalities and private interest groups, such as housing developers. Collectively, these groups have contributed to spatial transformation in the Greater Copenhagen Area. Development projects are the result of pair-wise partnerships between the Danish Business Authority, the city of Copenhagen and the municipalities located in the Greater Copenhagen Area (interview at DBA).

### 4.4 DUBLIN

The implementation of the Regional Planning Guidelines for Greater Dublin Area 2010-2022 (RPG GDA 2010-2022) mainly unfolds at the ground level through projects, which are prepared through pair-wise partnerships between municipalities, such as Dublin City Council, and private investors (interview at Eastern and Midland Regional Assembly, EMRA). Limited financial resources and reutilization of abandoned industrial and harbour facilities are the main reasons for the implementation of plans through projects. The Dublin City Development Plan 2016-2022, for example, contemplates a number of Strategic Development Zones (SDZs). These SDZs enable government authorities to “designate certain parcels of land for a fast-track planning process, where the development of those lands is considered to be of strategic national importance” (interview at Dublin City Council, DCC). A key purpose of SDZs is to enable the fast-track delivery of new residential and non-residential development in locations of strategic importance in the Greater Dublin Area. One of these SDZs is the “North Lotts and Grand Canal Dock” (<http://www.dublincity.ie/main-menu-services-planning-urban-development-plans-local-area-plans/north-lotts-grand-canal-dock>), which involves the repurposing of the docklands into a residential and business area. A number of collaborations, braced by various funding schemes, support the development of these SDZs.

### 4.5 EDINBURGH

The key role of the SESplan - Strategic Development Planning Authority for the Edinburgh and South East Scotland Region is to prepare and maintain an up-to-date Strategic Development Plan (SDP) for the area which takes a long-term view of how the area will change (interviews at SESplan and City of Edinburgh Council, CEC). As in Cardiff, the Edinburgh and South East Scotland City Region Deal (<http://www.acceleratinggrowth.org.uk/>) has recently been approved. This city deal is a mechanism for accelerating growth by obtaining significant government investment. The governance arrangements behind the formulation of projects funded by the city deal are the result of collaborations between the council areas of Edinburgh, East Lothian, Midlothian, West Lothian, the Scottish Borders, the southern half of Fife, the UK and Scottish Governments. Projects will be mainly directed at improving infrastructure, boosting economic performance through innovation hubs, expanding the regional housing programme and reinforcing tourism activity (interviews at SESplan and CEC). The financial capital derived from the city deal is crucial for overcoming the limited financial resources in Edinburgh and the South East Scotland urban region. Implementing the SESplan Strategic Development Plan through development projects is needed for spatial transformation to actually occur. At the time of the interviews, in Edinburgh it was not possible to identify specific projects but only the priority areas for intervention, such as housing and employment land.

#### 4.6 HAMBURG

The Hamburg Metropolitan Region (HMR) works on “an informal basis” situation, which hinders its capability to engage in strategic regional planning (interviews at HMR). The HMR works on the basis of informal cooperation by bringing multiple interest groups together to “cooperate on projects” (interview at HMR). The HMR mainly reacts “to the initiatives that come from the region, from the municipalities, from the counties and from the members of the HMR” (interview at HMR). Plan implementation happens through area-specific development projects. In the HMR, the scarce land resources, the limited technical resources at the local level of government, and the need to effectively manage financial, human and natural resources are the reasons for the implementation of plans through projects. These projects are mainly developed through collaborations between HMR and municipalities located in Hamburg Region. Rural partnerships support projects aimed at contributing to the resolution of urban-rural inequalities. The HMR makes three development funding schemes available to support cross-border, settlement development, nature protection, biotope and transportation projects (interview at HMR): (i) Strengthening the Metropolitan Region’s “international competitiveness” through projects on topics such as economic development, tourism and culture; (ii) Providing public services, particularly inter-district solutions for technical infrastructure and for interlinking public transport; (iii) Managing spatial structure and land use, for example through settlement and zoning plans and ecosystems management and protection. These funding schemes are pivotal in supporting regional cooperation. Several projects spanning administrative municipal borders, from landscape protection to numerous park and ride and bike and ride facilities, have been subsidised.

#### 4.7 HANNOVER

The interviewee at Leibniz University Hannover (LUH) convincingly highlighted that “Hannover is a benchmark for regional planning in Germany” and also that there is “a continuous tradition of spatial planning at the regional level” which greatly influences strategic regional plan making and plan implementation. According to the respondents at Region Hannover (RH), the Regional Spatial Planning Program 2016 (RROP 2016) is implemented through local development plans – “we can give some impulses, such as funding to support local infrastructures, but we don’t do it on our own”. The RH provides support “not only with money, but also with knowledge and technical expertise” so municipalities can develop new residential areas and propose reuse of former industrial sites, among other projects of regional interest (interviews at RH). The RROP 2016 works as a framework, which means that all development projects have to be implemented in line with the strategic regional plan. There is no margin of manoeuvre for additional projects which are not included in the plan unless they are catalytic projects for the Region Hannover. Scarce land resources, weak technical capability at the local level of government, and the need to effectively manage financial, human and natural resources are the reasons for the implementation of plans through development projects. These projects are mainly driven by collaborations between Region Hannover and municipalities.

#### 4.8 HELSINKI-UUSIMAA

According to the respondents at Helsinki-Uusimaa Regional Council (HURC), the regional land use planning for Helsinki-Uusimaa Region 2016 is mainly implemented by means of local development plans. The HURC regional planners have been developing multiple methodologies to support plan implementation, such as the action plan. This “action plan is to support the implementation or the management of the Helsinki-Uusimaa regional plan.” (interview at HURC). The action plan is essentially focused on the expansion of the residential offer to meet the growing demand for housing in the urban region. Helsinki-Uusimaa Regional Council also sees the “regional plan as a tool for reinforcing the public transportation network”. The regional plan facilitates project-making, as it brings together municipalities to coordinate actions that help fulfil the content of the plan. There are several housing development projects underway, as well as projects of regional interest aimed at strengthening transportation links, including walking and cycling routes (interview at the City of Helsinki). Scarce land resources and limited financial resources at the local level of government are the reasons for the implementation of plans through urban-regional development projects. These projects are developed in coordinated collaborations or partnerships between Helsinki-Uusimaa Regional Council and municipalities, and they are in line with local land use plans.

#### 4.9 LYON

SCOT 2030 - territorial coherence scheme for Greater Lyon – is mainly focused on economic and housing development. SCOT 2030 also devotes attention to environmental issues, nature protection and preservation of agriculture areas (interview at Le Sepal). It became clear after the interviews in Lyon that SCOT 2030 is an envisioned framework and that the local development plans in the urban region (Le Plan Local d'Urbanisme, PLU) have to be developed in line with SCOT 2030. In addition, it became clear that the implementation of SCOT 2030 will occur through revised PLUs. SCOT 2030 is also seen as an essential planning tool for boosting territorial cooperation and development projects (interview at Le Sepal). According to the interviewee at University Lumière Lyon, SCOT 2030 is essentially an “economic project...elaborated with the economical actors in the urban region”; is flexible enough to allow the development of urban-regional projects, such as project of Lyon’s central business district and multimodal hub, Part-Dieu district (<http://www.lyon-partdieu.com>). Ongoing projects are aimed at fulfilling housing needs, preserving land for food and energy production, and safeguarding spaces for retail and industrial expansion (interview at Le Sepal). Scarce financial resources is the reason for the implementation of plans through projects. These projects are mainly developed through collaborations between Greater Lyon and private interest groups.

#### 4.10 MILAN

The current regional planning efforts in the Milan urban region reflect a number of changes in the territorial governance system that have been taking place all over Italy, mainly since the publication of Law 56 on 7th April 2014 (interview at Città Metropolitana di Milano, CMM). Milan has always been a city governed by a variety of several actors; some of them represent economic interests, while others represent foundations, higher education institutions and chambers of commerce (interview at Politecnico di Milano). To a certain extent, these actors “have been crucial in...finding specific solutions to specific territorial problems through projects and have also contributed to the shaping of the urban agenda” (interview at Politecnico di Milano). Furthermore, “the role of the municipalities has not been so central as in other European cities, so there has always been a dynamic between the role of the municipality and the role of interest groups”; “there are a lot of projects that have a distinctive urban dimension that were independently promoted by interest groups” (interview at Politecnico di Milano). In Milan, “there has been a lot of civic involvement, grassroots involvement, projects, very transverse projects funded by a bank, a foundation, but involving social cooperatives, associations of inhabitants, also some local firms or schools...I think this is the richness of this region” (interview at Politecnico di Milano). The welfare project, numerous urban regeneration projects and habitability projects are examples of urban-regional development projects identified by the interviewees. These projects are established to overcome socio-economic imbalances, to contribute to social cohesion and to meet the rising housing demands due to an increase in population (interview at CMM). Limited financial resources and scarce land resources are the reasons for the implementation of plans through development projects. These projects are promoted both by public entities and by private interests groups.

#### 4.11 OSLO-AKERSHUS

The case study Oslo-Akershus could be considered a great example of urban-regional collaboration and a truly functional urban area (interview at Oslo City Council, OCC). It brings together the City of Oslo and Akershus County Council to work in a coordinated manner on land use and transportation planning (interview at OCC). In March 2012, Oslo City Council and Akershus County Council adopted the Regional Plan for Land Use and Transport in Oslo and Akershus 2015. This plan will be in force until 2030, with potential extension until 2050. Plan implementation in Oslo-Akershus urban region unfolds at the ground level through the implementation of local development and master plans. To support plan implementation, an action program has been developed (interview at OCC). One of the 10 actions of the program is to “move different enterprises and especially logistics from the centre of Oslo to some clusters outside of the core city” (interview at OCC). In this regard, “a strong cooperation between Oslo City Council and Akershus County Council is pivotal” (interview at OCC). The interviews at Akershus County Council made clear that the Regional Plan for Land Use and Transport in Oslo and Akershus 2015 will be implemented in the coming years after each decision is negotiated and consensus among governments and interest groups is reached. Development projects can only be implemented after the elaboration of an area-specific

“master plan” (interview at OCC). The projects underway are related to the need to reinforce the housing offer and the transportation network. Environmental preoccupations, the need to give a new use to outdated industrial and brewery facilities, and scarce land resources for new residential areas are the reasons for the implementation of plans through development projects. These projects are developed only after consensus building is achieved among the County and City Councils and various private and non-for-profit interest groups..

#### **4.12 STOCKHOLM**

The Regional development plan RUF5 is the chief regional plan for the Stockholm region (interview at Stockholm County Council, SCC). RUF5 2010 is now in force. Work is underway, however, to develop the next regional development plan – RUF5 2050 (to be officially released in June 2017). RUF5 2050 is a further development of RUF5 2010, and the vision is for Stockholm to be Europe’s most attractive metropolitan region. RUF5 “performs an important function and expresses the collective desire of the Stockholm region” (interview at SCC). Plan implementation in the Stockholm urban region “has to be done through the municipalities by the means of the implementation of land use plans” (interview at Stockholm City Council, SCityC). According to the interviewee at SCityC, most of the municipalities in the Stockholm urban region “have a very common idea of how the region will develop”. In this regard, the municipalities, including Stockholm City, “are very involved in large urban projects” such as the Stockholm Royal Seaport, where 10,000 new homes mixed with work spaces will be built. The respondent at SCityC also underlined that Stockholm has to be more project oriented so it can better respond to the need to densify the city. However, any forthcoming project has to be developed strictly in line with both RUF5 and local plans. Urban-regional development projects in the Stockholm region have been used as fast-track planning interventions, not because of financial restrictions, but as a way to respond quickly to increasing housing needs. There have also been major projects in water management as well as in reinforcement of the public transportation network. Environmental preoccupations, the need to transform an outdated harbour area and the scarcity of housing land are the reasons for the implementation of plans through development projects. These projects are developed in a cooperative manner involving Stockholm City Council and Stockholm County Council.

#### **4.13 STUTTGART**

The implementation of the Strategic Regional Plan 2009 for Region Stuttgart is done through local land use plans and landscape plans, such as those used to plan the Neckar Landscape Park (interview at Verband Region Stuttgart, VRS). Plan implementation is also done by projects, which are mainly focused on improving the green infrastructures (interview at VRS). Projects developed based on inter-municipal collaboration are more likely to be subsidized by specific funds made available by the VRS (interview at VRS). Despite the VRS’s request for intra-regional cross-border projects, all projects must comply with the landscape plans in force. The chief aim of the co-funding scheme for green projects (i.e., regeneration of green-infrastructures mainly for recreational purposes) is “to balance and to improve quality of life and quality of environment” (interview at VRS). The VRS monitors and evaluates the implementation of projects and considers whether municipalities still want to develop the proposed projects or not, so funding is effectively allocated in projects that will really be beneficial for the whole population. The VRS also supports the municipalities in the urban region in preparing applications seeking funding for transportation and urban regeneration projects. Limited financial resources at the municipal level, scarce land resources and environmental preoccupations, mainly the need to preserve the natural resources available, are the main reasons for the implementation of plans through development projects. These projects are developed through collaborations between VRS and the municipalities located in the region, with the participation of private investors depending on the type of project.

#### **4.14 VIENNA**

Strategic regional planning in the Vienna urban region is highly complex, the respondents at Vienna City Council (VCC), at Austrian Institute for Regional Studies and Spatial Planning (AISP) and at Vienna University of Technology (VUT) emphasized. Austria is a parliamentary representative democracy

comprising nine federal states, including Vienna and Vienna's neighbouring states Lower Austria and Burgenland. These three states have their own spatial plans; for example, in Vienna the Urban Development Plan Vienna (STEP 2025) is currently in force. At the regional level, the Spatial Development of the City Region of Vienna, Lower Austria and Burgenland (PGO 2011) serves as a guideline for the states involved. Plan implementation at the urban regional level unfolds mainly through projects fulfilling priority areas of spatial development, such as housing, public transportation, public spaces, green infrastructures and all projects aimed at improving the quality of life (interview at Vienna City Council). Two main projects were identified by the respondents at Vienna City Council and at Vienna University of Technology. One is the repurposing of old railway facilities in Vienna city centre, where development of a multi-functional facility (i.e., housing, offices and retail) is planned. This project involves a partnership between Vienna City Council and the Austrian Railway network owner (ÖBB-Infrastruktur AG). The second identified project is the urban-regional development project of Aspern Seestadt (<http://www.aspern-seestadt.at/en>). This project is Vienna's largest urban development project and, as such, will be constructed in several phases over a period of at least two decades (interview at VUT). This project involves collaborations between public authorities and private investors. Several small-scale projects in Vienna urban districts have been implemented, mainly with the aim of reinforcing the housing offer, creating public spaces and boosting the public transportation network. Two regional managers act in Vienna urban region as project-making and implementation facilitators. Their role is to negotiate projects with municipalities and align the local with the regional interests (interview at VCC). Scarce land resources for new housing developments in the core city of Vienna and the need to effectively managed financial, human and natural resources are the reasons for the implementation of plans through development projects. Furthermore, the weak regional plan for Vienna urban region propels project-making as a fast-track modus operandi to enact spatial transformation.

Case study*	Examples of projects	Main urban function of the projects	RQ 1: The reasons for the implementation plans through projects	RQ 2: Territorial governance behind project-making
Barcelona	Several urban regeneration projects	Urban regeneration Residential City-making	Limited financial resources, mainly at the municipal level.	Collaboration between municipalities and the AMB.
Cardiff	South Wales Metro. <a href="http://gov.wales/topics/transport/public/metro/">http://gov.wales/topics/transport/public/metro/</a>	Residential Retail Transportation	Limited financial resources.	Collaboration between the UK and the Welsh governments and city councils.
Copenhagen	Nordhavn <a href="http://www.nordhavn.dk/">http://www.nordhavn.dk/</a> & others.	Residential Retail Transportation Cruise tourism	Scarce land resources. The need to repurpose outdated harbour facilities.	Collaboration between municipalities and the Danish government.
Dublin	North Lotts & Grand Canal Dock Strategic Development Zone Planning & others.	Residential Retail Business Public spaces Transportation	Limited financial resources. The need to repurpose outdated harbour and industrial facilities.	Collaboration between public authorities such as Dublin City Council and private interest groups
Edinburgh	Several projects (names not specified during interviews).	Innovation hubs Infrastructures Residential Cultural tourism	Limited financial resources.	Collaboration between the six local authorities and the UK and Scottish Governments.
Hamburg	Several projects (names not specified during interviews).	Retail Tourism Culture Transportation Residential Green infrastructure	Scarce land resources. Limited financial resources at the municipal level. Limited technical resources. The need to repurpose outdated harbour facilities.	Collaboration between Hamburg Metropolitan Region and municipalities located in Hamburg Region.
Hannover	Several projects (names not specified during interviews).	Residential Transportation Retail	Scarce land resources. Limited financial and technical resources at the	Collaboration between Region Hannover and

	interviews).	Green infrastructure	municipal level. The need to repurpose outdated industrial facilities.	municipalities in the region.
Helsinki-Uusimaa	Several projects (names not specified during interviews).	Residential Transportation Green infrastructure	Scarce land resources. Limited financial resources at the municipal level.	Collaboration between Helsinki-Uusimaa Regional Council and municipalities.
Lyon	Redeveloping of Lyon Part-Dieu district & others on housing and transportation.	Residential Food Energy Retail Industrial	Limited financial resources. Scarce land resources. Environmental preoccupations	Collaboration between Greater Lyon and private interest groups.
Milan	Welfare project Urban; Regeneration project; Habitability project.	Residential Urban regeneration	Limited financial resources. Scarce land resources.	Projects promoted by a variety of interest groups.
Oslo-Akershus	Several projects (names not specified during interviews).	Residential Retail Transportation Green infrastructure Public spaces	Scarce land resources. Environmental preoccupations. The need to repurpose outdated harbour and breweries facilities.	Partnership between Akershus County Council and Oslo City Council.
Stockholm	Stockholm Royal Seaport <a href="http://www.stockholmroyalseaport.com">http://www.stockholmroyalseaport.com</a> & others	Residential Transportation Retail Green infrastructure Public spaces	Scarce land resources. Scarce built up areas. Environmental preoccupations.	Partnership between Stockholm City Council and Stockholm County Council.
Stuttgart	Neckar Landscape Park <a href="http://www.landchaftspark-region-stuttgart.de">http://www.landchaftspark-region-stuttgart.de</a>	Green infrastructure Public spaces Residential Industrial Transportation	Limited financial resources at the municipal level. Scarce land resources. Environmental preoccupations.	Collaboration between VRS and municipalities. Collaboration between VRS and private groups.
Vienna	Project for reconversion of rail facilities into residential and commercial areas; Aspern Seestadt project.	Residential Transportation Industrial Green infrastructure Water front regeneration	Limited financial resources. Scarce land resources. Scarce built up areas. The need to repurpose outdated railway facilities.	Partnership between Vienna City Council and Austrian Railway network owner (ÖBB-Infrastruktur AG). Other public-private collaborations.
Main concluding remarks of the analysis of the case studies.	Main urban function of the projects (see in Figure 1):		RQ 1 - Main justification for plan implementation through projects:	RQ 2 - Main type of territorial governance arrangements:
	1) Residential; 2) Transportation; 3) Green infrastructures; 4) Retail; 5) Public spaces; 6) Industrial.		1) Limited financial resources; 2) Scarce land resources; 3) Repurposing of outdated facilities; 4) Environmental preoccupations.	1) Collaborations among public entities; 2) Collaborations between public entities and private interest groups.

Source: Authors' own elaboration. Notes: \*Alphabetical order; RQ = Research Question (RQ 1; RQ 2).

Table 2 - Cross-case analysis of examples of urban-regional development projects, main urban functions of the projects, the reasons for the implementation of strategic plans through urban-regional development projects (research question 1, RQ 1) and territorial governance arrangements behind the formulation of projects (RQ 2).

## 5 CONCLUDING REMARKS

This paper provides a contribution to the main conference them – “Spaces of Dialog for Places of Dignity: Fostering the European Dimension of Planning” by revealing that the selected 14 European urban regions have been implementing strategic plans through urban-regional development projects in times of resource scarcity. Figure 1 summarize the key findings, in line with Table 2. The paper also highlights that such area-specific and functionally-oriented urban-regional development projects can act as catalysts for effective structural, socio-spatial and spatial-economic transformation, thereby contributing to fairer and more equitable spatial development. The implementation of strategic plans through projects is mainly attributable to limited financial resources, including at the municipal level (RQ 1, Fig. 1). In most of the

selected cases, local levels of government have no financial mechanisms for implementing local development plans in an organic manner (i.e., through a concerted implementation effort without projects - path A, Fig. 1). In this regard, municipalities are, to some extent, obliged to engage with national or regional governments to seek funding so they can implement plans through projects (path B, Fig. 1). For the municipalities to receive funding, they have to establish projects that fulfil specific needs (e.g., more social housing; better intraregional transportation networks) in concrete territorial areas. Projects are then seen as the most effective and least time consuming path for spatial transformation to actually happen at the ground level. In the majority of the cases, the projects are co-developed through collaborations or multiple partnerships involving a wide range of territorial governance structures (e.g., regional entities, municipalities, and private interest groups such as retail investors or real estate agents, RQ 2). The majority of the urban-regional development projects are supported by funding schemes from entities at supranational (e.g., European Union, EU), supraregional (e.g., national governments) or supralocal (e.g., regional agencies or regional governments) levels.

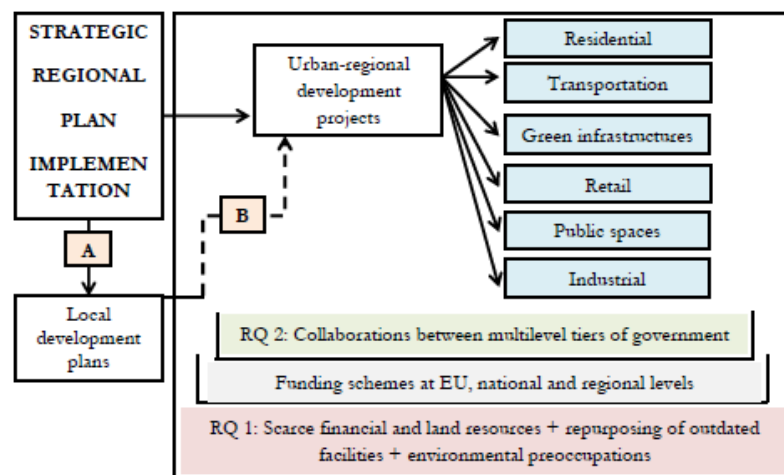


Figure 1 - Schematic representation of strategic regional plan implementation in the selected cases.  
Source: Authors' own elaboration. RQ = Research Question (RQ 1; RQ 2).

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## **ID 1345 | THE URBAN-RURAN RELATIONSHIP AND ITS DEVELOPMENT TENDENCY BASED ON THE PHENOMENON OF PSEUDO COUNTER- URBANIZATION - TAKING WUHAN AS AN EXAMPLE**

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### **1 BACKGROUND OF THE STUDY ON THE URBAN-RURAL RELATIONS BASED ON "PSEUDO COUNTER URBANIZATION"**

#### **1.1 THE JUDGMENT OF URBAN-RURAL RELATIONS IS AN IMPORTANT PREREQUISITE FOR THE COGNITION OF THE CHARACTERISTICS AND CONNOTATION OF URBANIZATION**

Urbanization is, with the development of social productive forces, the process of promoting the rural population's migration in urban areas, causing changes in the social and economic space, and making closer sharing relations of public services. In this process, the urban area and the rural area are the two poles of the flowing of elements such as population, economy, and service, and is an important geographical space carrier in urbanization. Therefore, the judgment of the urban-rural relations has an important role of explanation and prediction for the cognition of the characteristics and connotation of urbanization development. And different development stages of urbanization are accompanied by different economic and social development levels, industrial divisions and institutional changes, and then show the corresponding urban-rural relations characteristics, forms, and functions. Therefore, so the prejudgment for the development trend of urban-rural relations is also an important basis for formulating the future urbanization development strategies.