

A 'NEW AND SOFT' URBAN PLANNING PARADIGM: THE STRATEGIC SPATIAL PLANNING

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ABSTRACT

A central goal of urban policy and planning is to improve the living conditions and wellbeing of city dwellers. Nevertheless, many people experience a declining quality of life and this is intimately connected with environmental, spatial and socio-economic conditions. Many cities, for example, are experiencing a high incidence of pollution and stress related illnesses linked to poor industrial and transport planning, poor housing quality, underemployment and poverty. Access to basic services and community support is being undermined by changes in the spatial structure of settlements, especially increased dependence on car transport and land-use segregation. Urban and regional planning has a critical role to play in improving people's and cities' wellbeing, quality of life and futures. Here, "urban planning" is used throughout this paper to describe the process by which the use of land in cities is regulated in the public interest. Governments throughout Europe have established systems intended to achieve this. The evolution of these systems within different cultural and institutional frameworks has led to variation in the terminology used to describe the process. Examples include urbanisme or aménagement du territoire in France, town planning in Great Britain, Raumordnung in Germany, urbanistica in Italy and "şehirçilik" in Turkey. This term includes land-use planning, town and country planning, physical planning, urban and regional planning, territorial planning and space management systems. This document focuses primarily on urban issues and therefore uses "urban planning" as an umbrella term. In addition, "urban planning" has the potential to reflect the implications of land-use strategies, policies and programmes for the social, economic and physical environments. On this context, strategic spatial planning is appeared a new and recent approach in planning. So, new urban planning approaches are discussed on and strategic spatial planning approach is explained to be detailed and comprehensive in.

Keywords: *Urban Planning, Strategic Spatial Planning, Planning Approaches*

INTRODUCTION

"If planning were judged by results, that is, by whether life followed the dictates of the plan, then planning has failed everywhere it has been tried. No one, it turns out, has the knowledge to predict sequences of actions and reactions across the realm of public policy, and no one has the power to compel obedience."

Wildavsky, 1987: 21

Planning is an extremely ambiguous and difficult word to define. Planners of all kinds think that they know what it means; it refers to the work they do. The difficulty is that they do all sorts of different things, and so they mean different things by the word; planning seems to be all things to all people.

In many advanced industrial countries, such as Britain, the United States, Germany or Japan, the phrase 'urban planning' or 'town planning' is strictly a tautology: since a great majority of the population are classed in the statistics as urban and live in places defined as urban, 'town planning' seems simply to mean any sort of planning whatsoever. In fact, as is well known, 'urban' planning conventionally means

something more limited and precise: it refers to planning with a spatial, or geographical, component, in which the general objective is to provide for a spatial structure of activities (or of land uses) which in some way is better than the pattern that would exist without planning. Such planning is also known as 'physical' planning; 'spatial' planning is perhaps a more neutral and more precise term (Hall, 2002).

Today, at all types, most urban planning systems in the world do not effectively address sustainability, livability, environmental, spatial and equity issues. Powerful interests that affect the urban environment -such as transport and energy policies- are not involved. Urban planning needs to become a part of the solution instead of part of the problem. Cities and towns need to be more consciously planned if they are to become more sustainable and livable. The attempt to take an integrated approach to urban problems means significant changes in policy and behavior at all levels.

1. CHALLENGES IN CITIES

The twenty-first century is likely to be dominated by urban living in a way that we have not experienced before (Thorns, 2002). Over half the world's populations are now city dwellers. By 2025, according to World Bank estimates, 88 per cent of the world's total population growth will be located in rapidly expanding urban areas and 90 per cent of that urban growth will be absorbed by the developing world (World Bank, 1996).

Worldwide economic, cultural, environmental, social etc. trends are having a greater and greater impact on urbanization. These global and glocal forces worldwide need to be understood to make sense of urbanization trends and other changes in the spatial distribution of the world's population over the last 15-20 years.

Cities and urban-rural systems have been and will remain central to the socio-economic development of most countries. Nevertheless, the process of globalization may transform the economic and socio-cultural fabric of large urban areas and remodel their spatial structure. Ensuring that urban land serves the economic and socio-cultural needs of all urban inhabitants is one of the most complex tasks for urban government. At this juncture, competent and accountable urban governance is a key factor in the potential contribution of cities to economic and socio-cultural development.

Within cities and towns, new infrastructure and services such as water supply, sanitation, solid waste collection, transport and communication may either propagate urban sprawl or be contained within more efficient high-density, balanced land use and infilling. New approaches to planning, including environmentally sound land-use policies, responsibility and participation are essential to achieving healthy, productive, livable and equitable human settlements.

Since the early 1980s, common trends have developed in the European Region. Urbanization has continued to increase, especially in central and eastern Europe and in Turkey. The population and number of people employed have grown more rapidly in most large cities (over 500 000) than in smaller cities in the most industrialized countries. Today, population of Istanbul city has been beyond 13 million.

In many cities social exclusion, migration, spatial segregation and red lines are

increasing. Spatial and transport problems have become more prominent in the vast majority of cities, and these problems are linked to health challenges and the perception that the quality of life is declining. Decentralization and conurbation has taken place, with people moving out of the city centers to the suburbs and business moving its activities from the centre to the outlying areas. The city centers, meanwhile, are home to increasingly vulnerable or marginalized groups.

Many cities are adapting their development patterns to a market economy following the political upheavals of the early 1990s. Market-driven spatial changes in these cities are proceeding with few safeguards for environmental quality, social equity or the health of the residents. According to an assessment of Europe's environment conducted by the European Environment Agency (Stanners & Bourdeau, 1995), the environment of European cities and towns is deteriorating in general. Two thirds of Europeans live in urban areas covering 1 per cent of the total land area. The assessment recognizes that urban air quality has improved but finds it still frequently unsatisfactory in large cities. Urban water supply is neither allocated nor managed efficiently. The consumption of scarce resources by cities is increasing: every day a city of 1 million inhabitants consumes an average of 11 500 tones of fossil fuels, 320 000 tones of water and 2000 tons of food and produces 2500 tons of CO₂.

2. THE IMPORTANCE OF URBAN AND REGIONAL PLANNING AND URBAN PLANNING SYSTEM

The type of planning system that has evolved in each country has depended on the country's legal system and institutional framework, the relative roles of the different actors in the development process and the degree to which a separate planning profession has emerged. Despite the differences, planning systems have been at the forefront of public efforts to manage new development and protect and improve the environment. Nevertheless, exchanging experience and comparing case studies are extremely difficult without a detailed understanding of the planning system in the countries under discussion. Such understanding is not straightforward when in many countries in the 1990s "the field has been characterized by a permanent turmoil which has created a state of permanent instability affecting structures and systems" (Cin & Lyddon, 1995).

Comparison of European planning systems reveals also many contrasts. For example, in Denmark the legally binding plan-based system allows developments if they are in conformity with the development plan and planning system. In the United Kingdom, the plan provides only a presumption of the kind of development that will or will not be allowed. In Romania, since the Revolution, local councils have been empowered to take the necessary actions to improve environmental conditions and the quality of life of local residents. In Turkey, planning system is a legally binding plan-based system that a kind of development plans on different regional and local levels.

The planning system is not clear in most of the newly independent states. In the previous system, local governments had no separate legal identity and were subject to strict hierarchical control by the central government. In the new system, central and

local governments are becoming partners. Powers and responsibilities are being transferred to local authorities.

Elected local governments are already responsible for urban planning in most countries, but the process of transfer is taking place more rapidly in responsibility and expenditure than in power and resources (Cin & Lyddon, 1995).

Three types of planning systems can be identified in general. The first has a clear centralized pattern, although it may have more than one planning tier. The second has a balanced distribution of responsibilities through the different levels. The third has a totally decentralized system with a high degree of autonomy at the different levels. Some countries are moving from a regulatory planning system to a more discretionary one, and others are trying to implement a stricter framework to avoid ad hoc decisions. In some countries the plan is only a guide; in others, it is a law. Although the scope and methods of operation of urban planning systems clearly differ, they generally comprise three functions.

- Long-term strategic planning provides an integrated vision for the future based on an overall evaluation of strengths, weaknesses, opportunities and threats (known as SWOT).
- Plan-making is “providing frameworks through development strategies and plans at different geographical scales” including national, regional, city, neighborhood and specific sites (European Commission Expert Group on the Urban Environment, 1994). The plan includes a wide spectrum of content: strategies, policies, projects, structures, facts, figures, land use, settlement patterns, statutory measures, housing, retail, leisure tourism, community development and transport schemes, environmental action, measures to achieve social equity, economic decisions and investment.
- Development control includes “legal or administrative procedures operating at the local level to control the location and form of development and change of use within buildings” (European Commission Expert Group on the Urban Environment, 1994).

Countries differ in relation to the professional expertise and training of planners. In some countries urban planning is dominated by architects (especially in southern Europe). In other countries such as the United Kingdom, the Netherlands and Germany there is a strong tradition of planning and a long-established profession.

European countries have introduced different types of plan. These range from structure plans and strategic plans to local plans. Several of these approaches have been modified or adapted over time:

- *The comprehensive plan* is the adopted official statement of a local government’s legislative body for future development and conservation. It sets forth goals; analyzes existing conditions and trends; describes and illustrates a vision for the physical, social, and economic characteristics of the community in the years ahead; and outlines policies and guidelines intended to implement that vision.

- *Regional plans or development plans* cover geographic areas transcending the boundaries of individual governmental units but sharing common characteristics that may be social, economic, political, cultural, natural-resource-based, or defined by transportation. They often serve as the skeleton or framework for local government plans and special district plans, supplying unifying assumptions, forecasts, and strategies. An economic development plan guides a local or regional effort to stimulate economic growth and to preserve existing jobs.
- *Structure plans* originate from the United Kingdom. They operate at county or sub regional level and are broad in their scope, covering some social and economic considerations as well as those purely of land use. They are highly generalized, which is how they sustain flexibility.
- *Master plans* can operate at the municipality or city-wide levels. They provide broad land-use zones for an entire administrative area and can be implemented through a more detailed local plan.
- *Local land-use plans* are more precise and detailed. In general, their scope has to be fairly narrow, confined to areas of imminent change or where strict control is necessary. Their time horizon is shorter than structure or master plans.
- *Action planning* is an implementation oriented approach to solving problems at a local level with community participation. Action planning fits well with the view of planning as a process rather than a product.
- *Informal plans* are simpler to prepare and more sharply focused on a specific issue or challenge and can be the basis for negotiation rather than regulation. They can be more closely related to a municipality's corporate plan or other policies but lack the legal status of a formal plan.
- *Strategic plans* reflect the process view and are characterized by intersectoral coordination and financial feasibility. The output is not just a plan for land use but a set of interrelated strategies for land, infrastructure and financial and institutional development.
- *Urban design plans* are focuses on design of the public realm, which is created by both public spaces and the buildings that define them. Key elements of an urban design plan include the plan itself, the preparation of design guidelines for buildings, the design of the public realm—the open space, streets, sidewalks, and plazas between and around buildings—and the “public interest” issues of buildings.

A typical plan-making process can be seen in Figure 1. Here, the process of plan making should be viewed as a continuous cycle. There are interrelationships among the phases of the planning process. Information gained at a later phase can inform the outcome of an earlier phase. It is important to recognize the iterative nature of planning and to allow for continuous cycling to occur.

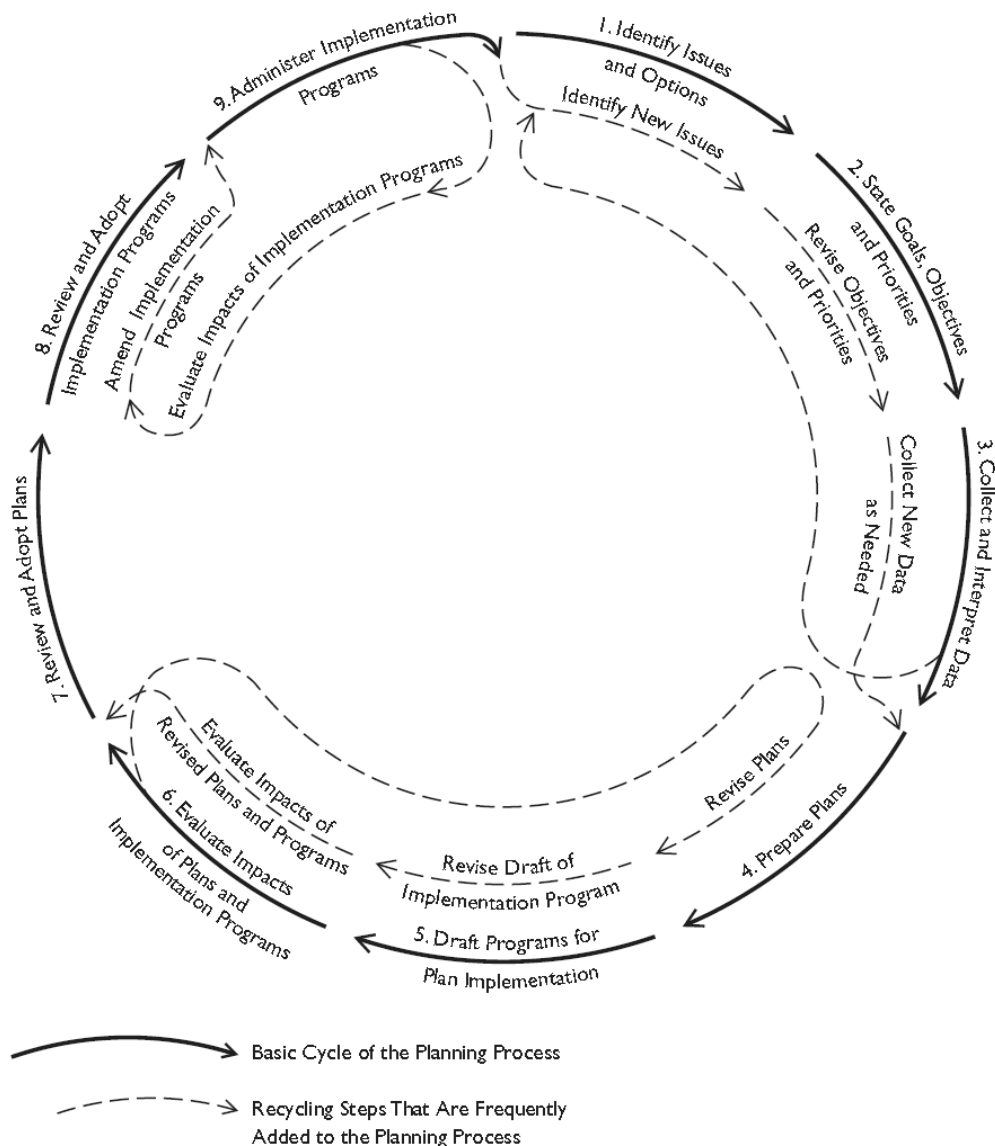


Figure 1. A Planning or Plan-Making Process Cycle (American Planning Association, 1995)

3. CRITIQUE OF TRADITIONAL APPROACHES AND TO A NEW URBAN PLANNING PARADIGM

In most countries, urban or spatial planning is understood to refer to the planning of the physical structure of development or land-use planning. Historically, master plans have played a central role in the urban planning process.

The master planning approach has been changed or improved in some countries, but this remains the starting-point of urban planning for many countries. This type of planning is a fundamental tool of urban development and management. Nevertheless, in recent years it has been much less effective than it could be. It has been severely criticized as being too complex, bureaucratic, time-consuming, static and elitist. Many of its policies can become outdated, rendering the process irrelevant.

It has also been criticized for not promoting public participation. Community groups, target beneficiaries and nongovernmental organizations are usually excluded from the process. In addition, urban planning tends to be divorced from the sectoral processes responsible both for urban finance and for providing urban infrastructure and services.

Today, there is a new emphasis on decentralization, transparency and accountability. A more flexible, indicative and proactive type of planning is needed.

Future cities need to be more consciously planned if they are to address sustainability properly. Sustainability cannot be left to spontaneous mechanisms or to market forces. Urban planning practices also need to be changed to reflect a new awareness and to integrate environmental, health, economic and social concerns in the 21st century. For example, new city master plans and new neighborhood plans can be guided by a set of community values and a new community vision involving the citizens.

Many urban planners realize that the environmental, social and economic factors that promote wellbeing are complex. The holistic approach, advocated by planning pioneers, looks at the interrelationship between the whole person and his or her environment. This generalist approach is not opposed to the specialized thought and detailed work on health carried out by the medical profession. These two approaches are not only complementary but also mutually indispensable.

The city is made up of various communities, and the prerequisites for health are now more than ever a prime concern (UN, 1994). Stress created in cities riddled with violence, disruptive behavior and unregulated traffic can directly affect citizens' health. Urban planners working in connection with law enforcement agencies can help alleviate these conditions. The city should create a nurturing environment by providing a full range of community and leisure facilities and by actively encouraging public participation in city affairs by all citizens.

Urban planners have an active role to play in this. The new approach to make urban planning more effective has the following components:

- Community participation to set clearer objectives for planning interventions; to encourage a feeling of ownership; to promote public awareness; to strengthen urban management instruments; and to encourage community involvement;
- Involvement of all stakeholders in the city: everyone whose interests are affected by urban planning processes, from the initial stages of the planning process to implementation and maintenance;
- Coordination between national plans and policy guidance and local information and interests;
- Interaction of urban and economic planning to ensure clearer links between the various planning processes for cities, especially in addressing local community employment and the development needs of small businesses;
- Sustainability: by taking into consideration the thrust of Agenda 21, urban planning will provide approaches that address longer-term concerns for sustainable urban development, including energy-efficient urban forms;

- Financial feasibility: urban plans should be prepared with full awareness of the financial implications of proposals, including capital and maintenance costs and cost-recovery mechanisms; and
- Subsidiarity: taking decisions on planning at the lowest level compatible with achieving the desired objectives can help to maximize participation in and the effectiveness of planning processes.

Urban planning covers a broad variety of themes and constitutes a process of balancing and integrating a variety of interests. Although an intersectoral approach does not guarantee sustainability, increasing the integration of city plans tends to increase sustainability. The potential for cities to implement strategies, policies and plans towards sustainability depends on the cities' geography, demographic trends, economic structures, cultural aspects and administrative context.

Urban planning systems are essential for developing and implementing city-wide policies for sustainable development in which environmental, health and socioeconomic objectives are increasingly linked. Despite the differences between cities, a few general requirements for urban planning to make progress towards sustainability have been identified:

- Including short- and long-term objectives in the strategic plan or vision of the future;
- Ensuring good understanding of the local context before preparing plans;
- Assessing the social, economic and environmental impact of draft plans (carrying out sustainability assessment);
- Using indicators to facilitate decision-making;
- Promoting strong community involvement and participation; and
- Ensuring life cycle sustainability.

Many of these principles are already evident in some planning systems: they operate over a range of geographic scales; they include community involvement in various ways; and most of them are open and democratic in operation, seeking to take into account future social, economic and environmental effects and implications for different groups within the population.

However, traditional land use planning—being a more passive planning approach aimed at controlling land use through a zoning system and regulations—seems unfit for bridging the gap between plan-making, political decision-making and implementation. Hence in many countries the need was felt for a different type of planning, moving away from regulatory policy and instruments to a more development-led approach that aims to intervene more directly, more coherently and more selectively in social reality and development (see Albrechts, 1999, 2004).

Here, in the 1960s and 1970s strategic spatial planning in a number of Western countries evolved towards a system of comprehensive planning at different administrative levels. This approach to planning via a single policy field (i.e. spatial planning) met fierce opposition from other and usually more powerful policy fields

(Albrechts, 2006).

In the 1980s we witnessed a retreat from strategic planning fuelled not only by the neoconservative disdain for planning, but also by post-modernist skepticism, both of which tend to view progress as something which, if it happens, cannot be planned (Healey, 1997). Within the architectural/urbanism discipline, a new approach emerged to land use regulation and urban projects (Motte, 1994), especially for the revival of rundown parts of cities and regions. Today, more strategic approaches, frameworks and perspectives for cities, city-regions, and regions had again become fashionable in Europe by the end of the millennium (Healey et al., 1997; CEC, 1997; Albrechts, 1999, 2004, 2006; Salet & Faludi, 2000; Albrechts et al., 2003).

Strategic spatial planning is not a single concept, procedure or tool. In fact it is a set of concepts, procedures and tools that must be tailored carefully to whatever situation is at hand if desirable outcomes are to be achieved (Bryson & Roering, 1996). Strategic spatial planning is as much about process, institutional design and mobilization as it is about the development of substantive theories. Content relates to the strategic issues selected in the process.

4. CONCLUSION

An urban plan focusing on wellbeing of the urban population is not concerned solely with controlling land use. It requires finding policies and means of implementation that achieve socio-cultural, environmental and economic goals simultaneously. In some countries governments are making this explicit.

This paper has set out the stages of policy-making and implementation that are necessary to achieve a coordinated approach, which is strategic spatial planning. The process involves building partnerships, providing participation or a communicative and deliberative comprehension, understanding critical issues, developing a common vision, planning action, implementation, monitoring and evaluation. It may look like a linear process, but that is just for ease of presentation. In essence it is cyclical, a continuous learning process in which the experience of working together with different actors and taking action feeds back to the start. An effective programme of action in one sphere of policy builds confidence and draws other groups into engagement. In turn, the broadening spectrum of interests and agencies involved allows the plan to be bolder and more resolute.

Some recommendations are here:

- Regulation is needed within each planning system to respond to all kind of concerns of citizens and cities, while preventing disordered, uncontrolled, to everywhere, densely populated, etc. development.
- Planning should not always seek to balance the benefits of development against costs to the living. Planners should try to find new solutions that can achieve spatial, social, cultural, administrative and economic goals.
- Planning approaches should seek to be guided by objectives. Strategic national and regional planning bodies should define sustainability and livability targets and

broad spatial strategies.

- City plans should describe the intended states of all dimensions of city and society. They should include indicators of these to measure both the extent of the problems and the level of success in dealing with them.
- Planning systems with rigid zoning plans need to find ways of becoming more flexible to respond to cities and regions. The promotion of mixed-use schemes is one example of such flexibility.
- Planning systems, despite their differences, are largely sets of procedures. Their strongest powers relate to the regulation of private development projects. Market forces often determine the desirable locations for proposals or projects. Planning systems should therefore work closely with public expenditure programmes and infrastructure and grant regimes to encourage sustainable development on sites where negative environmental and spatial effects can be mitigated.
- Local proposals need to fit with regional and national strategies or regulations. There is no single solution, but the local situation needs to be analyzed and a wider range of spatial or physical, economic, social and cultural challenges need to be considered before a plan is formulated.
- The use of a planning system to influence urban form is a long-term mechanism, but strategies must be developed immediately and in short-term. So, action plans are mattered in strategic spatial planning.
- A consistent planning scheme for urban and rural areas must be developed in the coming years to ensure that more sustainable, livable and continuous approaches are applied in the face of economic and cultural globalization.
- Each city must to find the most appropriate approach for the local situation, but each should consider how to join all globalization process as glocal.

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EGY “ÚJ ÉS LÁGY” VÁROSTERVEZÉSI PARADIGMA: A STRATÉGIAI TERÜLETI TERVEZÉS

A várospolitikai és várostervezési központi célja a városban lakók életfeltételeinek fejlesztése. Ennek ellenére sokan hanyatló életminőséggel szembesülnek, amely alapvetően a környezettel és a területi, társadalmi és gazdasági feltételekkel áll kapcsolatban. A példa kedvéért, számos városban szembesülnek a helytelenül tervezett ipar és közlekedés miatt fellépő betegségekkel, az alacsony lakásminőséggel, a munkanélküliséggel és a szegénységgel. A város- és régiótervezésnek különösen fontos szerepe van a városok minőségének javításában, az életminőség és lakókondíciók fejlesztésében. Cikkünkben a várostervezés azt a folyamatot írja körül, amely a közvélekedésben a városok területhasználatával kapcsolatban meghonosodott. Európában a kormányok olyan rendszereket vezettek be, amelyek éppen az említett várostervezési megvalósítását támogatják, így Franciaországban (aménagement du territoire), Nagy-Britanniában (town planning), Németországban (Raumordnung), Olaszországban (urbanistica) vagy Törökországban (şehirçilik). A fogalmak utalnak a területhasználat tervezésére, a várostervezésre, a fizikai tervezésre, a regionális

tervezésre és területirányítási rendszerekre. Ebben a cikkben elsősorban a városok témakörére fókuszálunk, vagyis a várostervezés tulajdonképpen egy átfogó fogalom. Mindemellett a várostervezésnek meg van az a lehetősége, hogy válaszoljon a területhasználattal, a társadalmi politikákkal és programokkal, valamint a gazdasági és fizikai környezettel kapcsolatos kérdésekre. Ebben az összefüggésben a stratégiai területi tervezés, mint új és aktuális tervezési folyamat tűnik fel. Jelen cikkünkben tehát részletezésre kerül az új várostervezési szemléletek megvitatása és a stratégiai területi tervezés magyarázata.

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