

New regions, new plans

Norsk Planmøte 2016

Befolkningspolitikk og boligutvikling
– FNs New Urban Agenda i Norge

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THEMES AND QUESTIONS

Copenhagen and Oslo in comparison

- How does the institutional context of planning deal with a metropolitan/regional plan?

Reactions to and concerns about the NUA

- How can we interpret the governance and planning aspects of the New Urban Agenda in dealing with regional/metropolitan space?

Planning problems with no clear solutions

- What type of problems are NOT being solved by the available institutional structures and planning instruments? How can planners go about addressing such issues?

NEW REGIONS, NEW PLANS

...in the context of reforms of local government structure...

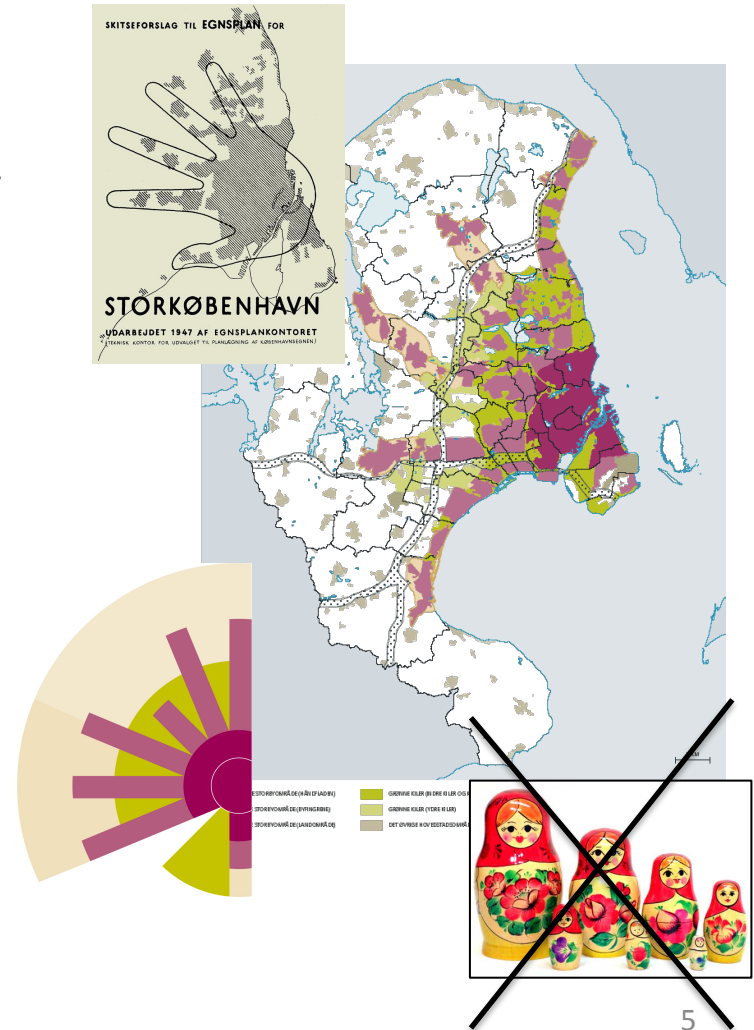
<i>Metropolitan Region</i>	<i>Metropolitan Spatial Plan</i>	<i>Date of Adoption</i>
Copenhagen	National Planning Directive for the Greater Copenhagen Area <i>[Landsplandirectiv for Hovedstadsområdets Planlægning]</i>	2013
Oslo	Regional Plan for Land Use and Transport in Oslo and Akershus <i>[Regional Plan for Areal og Transport i Oslo og Akershus]</i>	2015

The comparison between Denmark and Norway shows quite **differentiated responses to administrative reform policies**, and thereby also to the instrumental orientation within (metropolitan/regional) planning.

COPENHAGEN'S FINGER PLAN

Institutional context

- *A product of the municipal reform (2007) and of its resulting centralised-decentralisation.*
- Re-scaling of planning tasks and responsibilities and the abolition of counties as well as the Greater Copenhagen Authority.
- Enactment of the 2007 Finger Plan **state directive**.
- Spatial development framework based on the **regulation** of land-use in 34 municipalities that make up a newly defined city-region.



COPENHAGEN'S FINGER PLAN

Instrumental content

- Based on two fundamental principles: proximity-to-station and green wedges' preservation.
- Urban expansion is *phased* and *zoned*:

Urban re-development

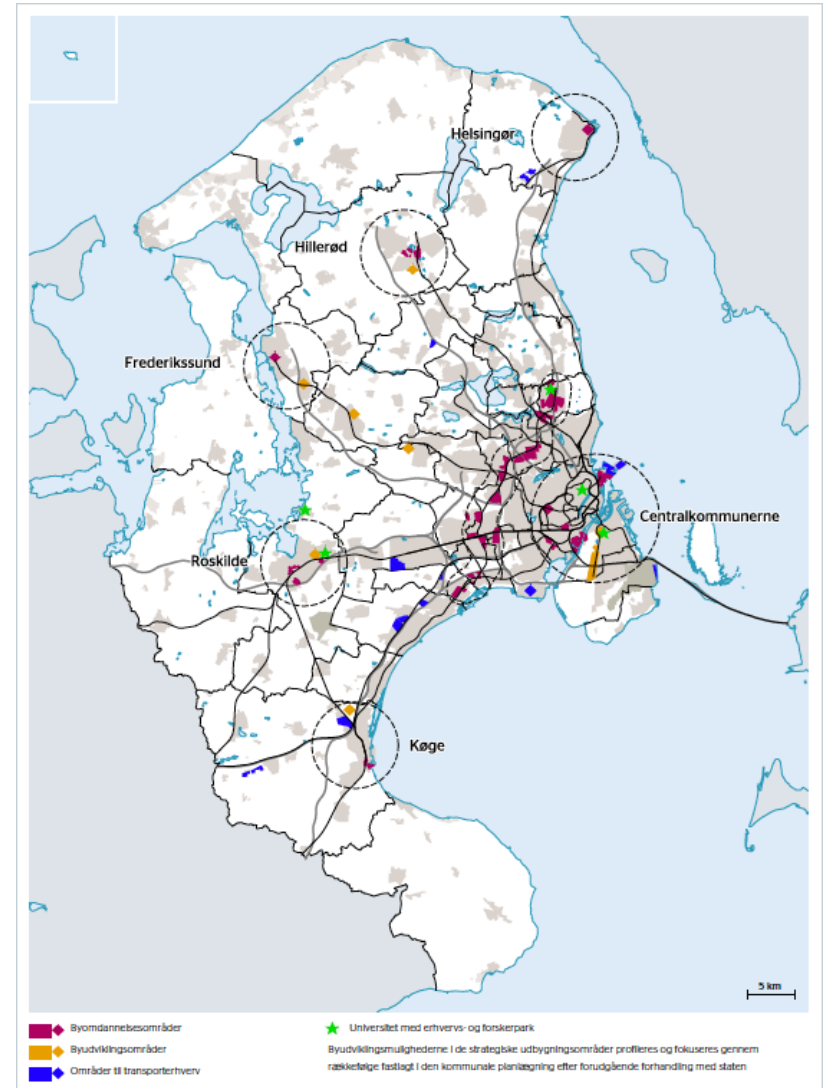
- Internal cities (urban regeneration)
- Ring 3 – Orbital corridor and new light rail
- Towns located at the fingertips

New urban development

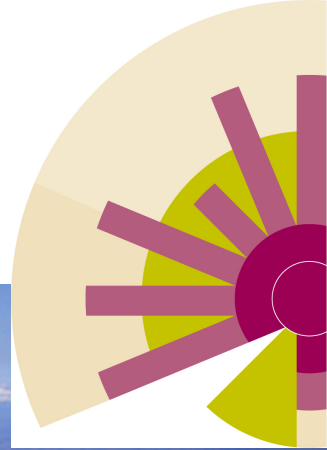
- Along the corridors and at the fingertips
- Specific areas in the internal cities

Areas for urban transport and distribution

Universities and industrial and scientific parks



COPENHAGEN'S FINGER PLAN



COPENHAGEN'S FINGER PLAN

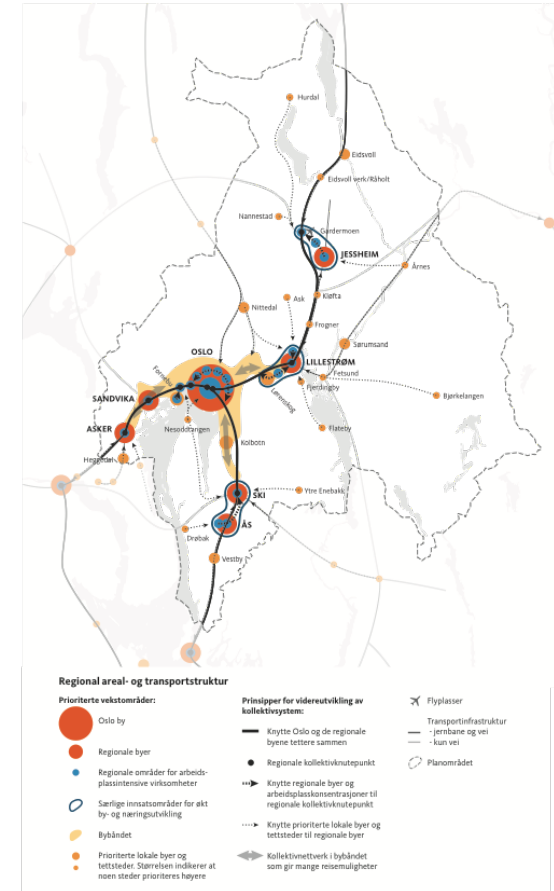


Bovedstrukturens
"knodepunkter"

OSLO/AKERSHUS REGIONAL PLAN

Institutional context

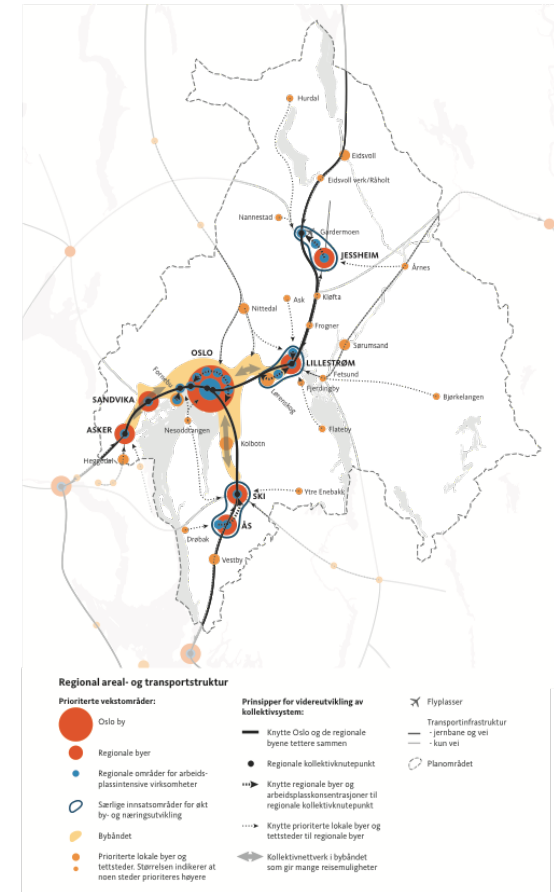
- *A product of the 2008 Planning and Building Act based on a joint collaboration between Oslo city council and Akershus county council.*
- A regional plan attempting to organise and control urban agglomeration spatially through collaboration.
- Includes 22 municipalities and attempts to secure the coherence of the overarching structure (e.g. transport networks), leaving other themes to be treated at lower scales.
- A context where local governance still has significant political power on land use and community planning.



OSLO/AKERSHUS REGIONAL PLAN

Instrumental content

- Makes use of planning provisions and objections, to prevent local authorities and private developers from acting against the regional plan's guidelines.
- Polynuclear urban development in aiming to evenly distribute growth benefits along the 3 regional corridors.



EMERGING OUTCOMES AND CHALLENGES

- The two metropolitan spatial plans partly converge on their themes, but can we really talk about a Scandinavian metropolitan model?
- An increasing degree of divergence associated with institutional contexts, instrumental contents and planning processes

- What roles do different actors (and planners specifically) play within this structural reform process...
- How can planners relate to the institutional structures they are embedded in?

NEW URBAN AGENDA (NUA)

EFFECTIVE IMPLEMENTATION

Institutional context

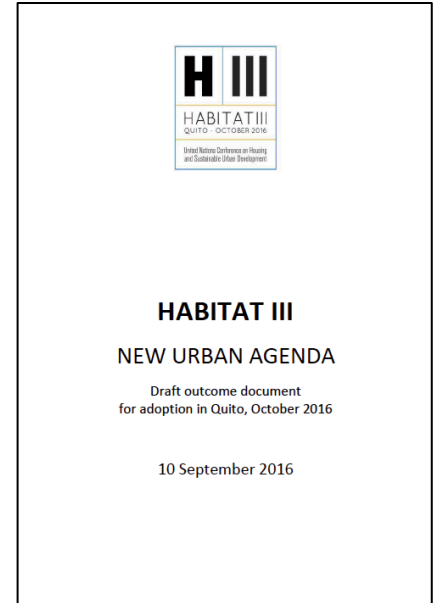
A) BUILDING THE URBAN GOVERNANCE STRUCTURE

§85 - §92

Instrumental content

B) PLANNING AND MANAGING URBAN SPATIAL DEVELOPMENT

§93 - §125



CONCERNS ABOUT THE NEW URBAN AGENDA (NUA)

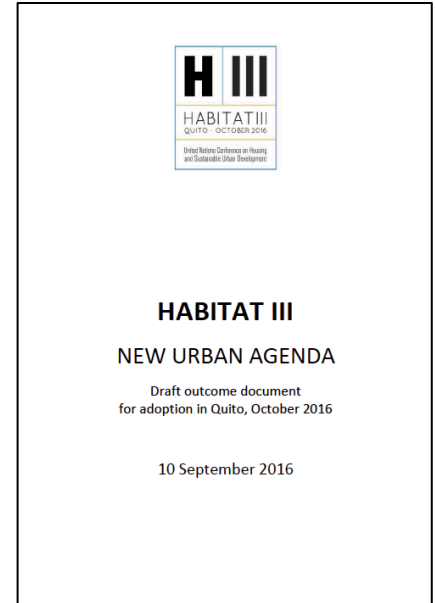
EFFECTIVE IMPLEMENTATION?

§49

We commit to support territorial systems that integrate urban and rural functions into the national and sub-national spatial frameworks and the systems of cities and human settlements....

The NUA's planning approach is a nested hierarchy of spatial plans with national plans framing those below it.

Implication: top-down fashion



<https://habitat3.org>

CONCERNS ABOUT THE NEW URBAN AGENDA (NUA)

EFFECTIVE IMPLEMENTATION?

§97

We will promote **planned urban extensions**, infill, prioritizing renewal, regeneration, and retrofitting of urban areas, as appropriate, including upgrading of slums and informal settlements ...

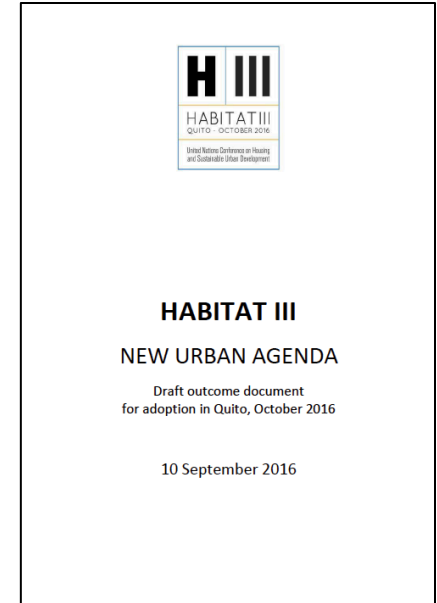
§98

We will promote (...) **planned urban extensions** based on (...) **compactness, polycentrism, appropriate density and connectivity...**

But...through measures that tend to be largely regulatory:

§111

We will promote the development of adequate and enforceable regulations in the housing sector, including building codes, standards, development permits, land use by-laws and ordinances, and planning regulations...



<https://habitat3.org>

CONCERNS ABOUT THE NEW URBAN AGENDA (NUA)

EFFECTIVE IMPLEMENTATION?

Older ideas of planning often resurface. In this light:

Should planning and planners first consider **relations** and **processes** before **objects** and **forms**?

PLANNING PROBLEMS WITH NO CLEAR SOLUTIONS

Spatial expressions of intra-urban inequality

The spatial expression of **stratification** in contemporary cities is explained by:

- Social segregation vs. spatial segregation
 - Social integration vs. social assimilation
 - Suburbanisation
 - Gentrification and displacement
 - Ghettoisation (as a spatial expression of marginalisation)
- These processes matter insofar as they create huge distances between social strata *within* cities.
 - Urban form is perceived both as a **spatial expression of inequalities** and as a factor that contributes to sharpen or maintain such inequalities.

WICKED PROBLEMS

- Have no definitive formulation (e.g. poverty)
- Have multiple explanations (each related to a solution)
- Can be seen as symptoms of other problems (e.g. suburbanisation)
- Their solutions are not true or false, but good or bad
- They have no stopping rule (i.e. new problems always emerge!)
- Their solutions have not ultimate test of success (difficult to evaluate solutions)
- Every problem is unique (there is no one formula)
- Their solutions are “one-shot operations” (always have to start all over)
- They do not allow one to be wrong (ethical and political considerations)

(Rittel & Webber, 1973)

PLANNING IMPLICATIONS

- Challenging some of our assumptions about planning, including the idea that long-range planning actually solves problems...
- Some of the issues that planners are called upon to address, in fact, **have no solutions** (*e.g. spatial expressions of intra-urban inequalities*)
 - What does this argument mean for our understanding of the planning process?
 - What does it mean for our understanding of the planner's role?

WICKED PLANNING PROBLEMS

*“... now that [the] relatively easy problems have been dealt with, we have been turning our attention to others that are much more **stubborn**. The tests for efficiency . . . are now being challenged by a renewed preoccupation with **consequences for equity**.”*

(Rittel & Webber, 1973, p. 156)