ISoCaRP MILLENNIUM REPORT
FINDINGS FOR THE FUTURE
The Work of the Congresses of ISoCaRP
1965 - 1999

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INTRODUCTION

Ever since the foundation of ISoCaRP in 1965, the need was felt to establish a text which should give expression to the contemporary view of spatial planning. This led to a paper developed and discussed at the Lyon Congress in 1967 – "Text Programme Lyon". Since then, more than three decades have passed involving many changes in planning theory and practice, and several times the idea was discussed to bring the Lyon Text up to date. But in the end it seemed preferable to make a new approach, leaving to the old text the role of a testimony to its particular time.

From the very beginning of the existence of ISoCaRP the annual congresses and preparatory seminars have been the most significant activity of the Society. Congress themes have usually been selected in parallel with the world agenda. Each year, the chosen theme of spatial development and spatial planning was examined and discussed by participants of the congress to express relevant findings and conclusions. It should be recognised then, that the results of seminars and congresses form a sort of collective opinion of ISoCaRP on specific planning and development issues.

The results of congresses are rich and remarkable. It is logical therefore to review papers and reports concerned, in order to select and relate to each other, findings and conclusions formulated and adopted by so many contributors – participants of our congresses.

In the special publication in 1990, on the occasion of the 25th anniversary of ISoCaRP, the report "The Work of the Congresses of ISoCaRP", prepared by *Charles Delfante*, then Vice President, was published. The formula of this Millennium Report differs considerably from the previous paper, as the present text is based in principle on original papers and reports, while comments have been limited to a minimum. This Report is not a complete "closed" presentation of the contemporary view of spatial development and spatial planning, as there are still a lot of undiscussed and unresolved issues.

The Millennium Report is open for new issues, which require further discussions and might be considered as subjects of future seminars and congresses. This summary review of past congresses to some extent highlights what the Society and its members have attempted to accomplish in the last 35 years at the end of the Second Millennium.

1. CITY AND REGIONAL PLANNING PRINCIPLES

1.1 A review of historic parallels

The history of planning in the industrial society may be considered at first sight as a continuous effort to improve the spatial framework of a society in evolution according to its changing needs and wants. But upon closer inspection, the continuity turns out to appear rather as a sequence of recurrent attempts to master the problems perceived, interrupted by more or less sudden breaks in perception and perspective. Looking at the history one might observe three major changes of "Planning climate" in Europe:

- In the first decade of our century, the new discipline of town planning - along with the term itself – established itself in its own right and defined its activates, its goals, its values as against the actual development of the late 19th century. The new interpretation of planning was most convincingly stated by *Patrick Abercrombie* in the late thirties: "Town and Country Planning seeks to proffer a guiding hand to the trend of natural evolution, as a result of careful study of the place and its external relationships. The result is to be more than a piece of skilful engineering or satisfactory hygiene or successful economics: it should be a social organism and a work of art".

- Around 1960 the insight gained ground that there is no such things as "natural evolution", that economic and social development is already being manipulated in many ways – by tax systems and other political regulations – and that spatial development cannot reasonably be separated from socio-economic policy. In consequence, a new conception of comprehensive planning arose: spatial planning as an integrated part of a comprehensive societal policy – along with a high confidence in our ability to organise such a policy along rational lines; planning theory, qualification, operations etc. received therefore much attention.

- In the seventies, perspectives of dwindling resources and "limits to growth" shattered the confidence in a "future at our disposal". Expectations in comprehensive approaches and integrated actions were increasingly disappointed. The result was a turn away from earlier ambitions for comprehensiveness; flexibility, small steps, reversibility, cautious approaches came to be now the key terms. Ecological considerations stood against further expansion; "orderly retreat" seemed to be the demand of the day. Planning theory receded in favour of pragmatic "ad hoccism". This was accompanied by the notion that public action alone was not sufficiently effective, that therefore private initiative should be encouraged by partnership and deregulation /*Gerd Albers*, Prague 1994/.

1.2 Planning Principles and Research Programme of 1967

At the head of this Report is the Text Programme of Lyon, which was prepared by the Editorial Committee as the output of the Lyon Congress 1967. Bearing in mind the rapid transformation of society and its needs, the influential migration of people into cities, the increasing uniformity of lifestyles, and the growth in the need for land, the Lyon Text attempts to show that planning consists essentially of creating the quality of life most favourable to the development of man and of society.

The goal of planning was defined as follows in the Text Programme:
The continuous organisation of space producing a framework for a harmonious way of life for man and society. It was stressed that although never in history has mankind had at its disposal

such powerful technical, economic and political means for transforming the environment, those means are used very poorly and the results obtained do not correspond either with the requirements or with the possibilities of man.

The principles of planning have been enumerated as follows:
- adaptation to the special local and regional conditions;
- analysis and interpretation of the prevailing tendencies of development in the past and if possible the projection into the future, in order to avoid discontinuities of development;
- utilisation of the site taking full account of the ecological balance to be preserved, and of the quality of the landscape to be created;
- interdependency of the rural and the urban areas which are mutually complementary;
- the broadest possible spectrum of choices in employment offered by the urban centres to their own population and to that of their zone of influence;
- safeguarding of the historical heritage;
- reservation of open areas to preserve possibilities for further development.

Having defined the principles of planning and the rules of spatial organisation, the Text Programme sums up the conditions needed to achieve planning quality, emphasising in particular the need for information, education and the structure of research.

A periodic revision of this document, considered as a research programme for ISoCaRP was envisaged, but this has not taken place. Due to this fact, at the Executive Committee meeting held in Zurich in April 1997 it was agreed, that instead of carrying out the revision of the already historical Lyon document, a new report summarising findings and conclusions of past ISoCaRP congresses and seminars should be prepared.

1.3   The type of planning

The type of planning and the meaning of terms, bearing in mind the limitations of language, required a common approach. At the risk of over simplification a definition of the type of planning was set out in Introduction to each volume of the ***International Manual of Planning Practice***, to assist in better understanding of terms and concepts which are similar in name but different in meaning.

DEFINITION
Planning – as a continuous process of though – is anticipating and preparing for foreseeable future change. City and regional planning – as a procedure to manage such change in spatial terms – makes arrangements for future use of land by public an private owners. There are different time horizons for future demands on land use – from long-term sustainability to accommodating urgent housing programmes. Therefore planning must safeguard flexibility toward future changes in material means and in value orientations, but it must also be capable of acting on short-term demands. This requires a broad spectre of instruments – for keeping open future options on the one hand and for transforming plans into reality on the other.

OPERATION
Planning as "management of change" is a political process by which a balance is sought between all interests involved – public and private – to resolve conflicting demands on space. It needs therefore an agreed and enforceable system, which defines:
- the goals of planning /in more or less detail/

- the type of authorities which have the duty to establish the balance between conflicting demands through plans
- the type of changes for which arrangements are to be made
- the right of intervention into the owner's right – and its limitations
- the procedure by which plans are to be established – from public consultation to approval by higher authorities – including the procedure by which objections against the plan are regulated.

CONTRIBUTIONS

Many disciplines and professions are involved in understanding the need for, and effects of, change in the use of land, especially in its relation to social, economic, and environmental concerns and policies. The land use planner or urbanist contributes to the federation of skills required in the analysis of functions, but his special contributions is the craft of synthesis, applied to spatial relationships and the form and quality of human settlements.

CONCERN

The central concern is the formulation and implementation of:
- plans and policies or other arrangements for the development and conservation of the land and the environment
- specific decisions and measures for improving physical living conditions

  while respecting the inheritance of the past and the needs of future generations, and balancing short term gains with long term consequences.

SOURCES. Reports and documents from:
30th Congress "Expanding Demands on Planning" Prague, 1993
3rd Congress "Text programme of ISoCaRP" Lyon, 1967
"International Manual of Planning Practice" Volume 1, 2, 3 ISoCaRP

2. EXPANDING AND CHANGING DEMANDS ON PLANNING

2.1 Current State of Planning

Apart from the legal and administrative structure, on the basis of information gathered from various countries, some summary statements on the current position of planning become evident:

- Most planning systems were designed at a time of economic and population growth; in the mid-1970s nearly all countries began to experience a recession, falling birth rates, unemployment, and an ageing population; in nearly every country planning was rethought, redesigned or had new legislation between 1980 and 1985.
- At the same time the growth of both global and local environmental concerns /and the first European planning legislation, the Environmental Directive/ was coupled with a preoccupation with rehabilitation of city renewal, and the release of enterprise to create jobs.
- Ideological preoccupations /"the politicians are dismantling planning"/ tended to mask the origin and universality of these changes, and the reasons for adjusting the planning system.
- Many countries are experiencing various forms of polarisation; a north-south divide in which high quality living places are attracting people and employers, or centres of excellence contrasting with centres of industrial decay; an international mobile elite divided from an urban underclass, alienated and exposed to unrest.
- The limits of urban policy in influencing the direction of these urban changes are only just coming to be appreciated.
- As a result, the emphasis of planning has changed from directing the natural course of events to helping communities to help themselves, and to adjust to economic and social changes brought about by international trade, information services, and the search for high quality living places.
- Hence the role of the planner is changing from an expert who drafted plans to an adviser who clarifies political choices in the use of land, anticipates conflict, and identifies opportunities.
- Planning issues that are accepted politically have become more important than quickly elaborated or ready-made plans which will never be realised and may set standards of disappointment.
- The planning product is now more the creation of a spatial strategy, followed by provisional plans, ideas or even visions, which lay the foundation for small steps, partnerships and the transaction of change.
- Each country is exploring ways of opening up the control of development to negotiation in order to make it more flexible and responsive.
- There is a dissatisfaction with participation in itself with a search for more effective ways of involving relevant sectors of the community via partnership and joint initiatives.
- There is also a recognition that participation takes too long, slows up decision making and adds to the cost of planning; by the time plans are approved they are out of date.

2.2   Major Changes in Town Planning Approach since 1967

During the span of ISoCaRP congresses the following changes of trends and tendencies in town and city planning have been identified and discussed:

FROM:	TO:
- Garden city	- inner city
- Expansion of new development	- conservation and renewal
- Population and employment increase	- stability, changes in social structure
- Simplistic notion of planning as enlarged architecture	- the understanding of the city as a social and economic system
- Creating and controlling whole environments	- accepting diversity and "the happy accident"
- the "end state" master plan	- flexible policy plan
- top-down planning	- encouraging self-help initiatives
- planning product according to design rules	- planning process as the result of participation
- control by "plot ratio"	
	- urban impact analysis
- separation of land uses for health reasons	- a mixture of uses for social diversity
- confidence in the computer and quantitative methods	- mistrust of model-based planning
- quantitative methods	- qualitative concerns
- the planner as the only discipline involved in planning	- corporate view and product from a wide range of disciplines
- the pursuit of exciting but simplistic new images	- the discovery of order in existing diversity
- industrial technology	- electronic technology
- cheap energy	- expensive energy
- central systems	- quest for decentralisation
- consensus and agreed definitions	- new role of experts as co-ordinators, negotiators and advisers
- municipality provides services	- municipality acts as civic entrepreneur
- urban governance: worst first	- municipal marketing: invest in success

2.3   Seeking the Balance in a dynamic World

We are living in a dynamic world in which it is becoming more and more important to seek a balance between contradictory interests of people and institutions:

- public and private concerns <u>against</u> each other and <u>among</u> each other
- ecological <u>and/or</u> economic potentials
- needs of the rich <u>or</u> the poor
- mono – <u>or</u> multifunctional settings
- short-term action <u>or</u> long-term planning
- individual <u>or</u> common interests
- rapid growth <u>or</u> planning for balanced limited development

No general answer can be given for these problems. We must be aware of the multipurpose of society and the contradictions society has in itself.
Seeking the balance seems to be the traditional core of the planning profession if we relate this to the structuring or restructuring of our living environment. However, some main issues, which are now at stake, can be identified as follows:

- economic development recognise world-wide movements of labour, capital, raw materials and knowledge. The world becomes a global village. Urban regions are the building bricks for economic competing and co-operating networks. Differentiation and specialisation of urban regions will become important.

- socially and culturally there is an increasing pressure caused by migration, unemployment and individualisation. Special attention to <u>urban identity</u> is demanded in a more and more multicultural setting. Improvement of social organisation and civic spirit is especially related to neighbourhoods.

- in the <u>physical</u> domain pressure for <u>environmental responsibility</u> is growing. At the same time there is local political pressure for <u>urban renewal</u> in regions <u>in decline</u>. Environmental issues are important in cities as well in the countryside.

2.4   Conclusions

It is generally felt that physical planning and planning action have achieved substantial results in several countries in the world. At present different changes in societies are taken place. The role and position and effectiveness of planning have to be reconsidered. Therefore, changing, new and expanding demands on planning are arising.

At the end of 30th Congress in the City of Prague the following conclusions were drawn:

- Planning systems should be improved in some countries. Improvements should be directed on planning action and realisation: land use policy, building controls, property, registration and transaction.
- In other countries deregulation to some extent is necessary to improve the effectiveness of planning.
- Long-term visions are desirable for better integration of project development.
- Mentality, role and position of planners need quality improvement and change: the operating, mediating and managing role has to be improved by education, and by evaluating and learning during the planning process.
- Better and explicit balances have to be negotiated between private interests and the public cause.
- A better interaction has to be organised between politicians, entrepreneurs and citizens to reach whole-hearted support and engagement.
- While the planning process is developing, understanding between actors and participants has to be improved.
- A balance has to be reached between economical, ecological, and social goals in order to reach a sustainable spatial development.

__SOURCES__.   Reports and documents from:
30th Congress "Expanding Demands on Planning" Prague, 1993
1997 Joint AESOP-ISoCaRP Seminar "Planning for the 3rd Millennium" Ascona – Switzerland, 1997
10th Congress "Urban Planning and Political Decision" Munich, 1974
14th Congress "Evolution of Urban and Regional Planning with Regard to Changes in Society", Montreal/Canada, 1978

3. THE NEED FOR PLANNING

3.1 New Planning Systems and Concepts

Although physical planning is from its very nature a continuous process, the existing planning systems and concepts have became largely insufficient and inadequate so far as to meet present expectations and requirements. The urgent task should be an innovative search of new ways for more effective planning methods under present and future conditions. This thesis is supported by experience gained from various projects and by results of research in the domains of organisation and management, political sciences and empirical psychology.

We are living in a period of transition. As the problems and conditions of planning are no longer the same, it is essential to find new solutions for the challenging demands of planning beyond the conventional concepts of planning.

We should not ignore that the crisis of the conventional planning is part of a crisis of public institutions. Governmental institutions have largely become insufficient, expensive and unable to handle a complex society. Often they are only able to manage spatially limited tasks with a limited number of actors, with clear objectives and conventional routines. Planning in the public domain is not in a position to solve multilateral and complex problems at the moment.

3.2 Relationships between physical and economic Planning

Economic and physical planning once considered distinct, tend under the pressure of events towards an increasingly rigid independence. Although the relationship between the two disciplines is becoming stronger mainly at political and technical decision making levels, some definite obstacles persist which prevent their mutual integration in one approach.

These obstacles are principally the counterpart of the compartmentalisation of traditional administration, which exists at territorial and sectorial levels. Finally it is evident that there is conflict between the scope and complexity of society's objectives /for example the demand for land/ and the constraints society imposes on itself for achieving the objectives it has chosen.

In the face of these various aspects the planners assembled at the Antwerp Congress concluded that it was necessary and urgent:
- To integrate economic, social and physical planning at all levels.
- To reform the system of taking decisions and action, allowing in particular the participation of citizens.
- To secure the continuity of the planning process and to achieve coherence in all stages of that process.
- To decompartmentalise the disciplines which together and simultaneously must work towards the realisation of overall planning.
- And consequently to adjust education and qualifications.

3.3 Planning awareness

The need for effective and comprehensive planning is more obvious than ever. The Rio Declaration on Environment and Development and its working document Agenda 21 recognize the need for promoting sustainable human settlements development and formed the

basis for the organization of HABITAT II 1996 conference. The matter is rightly considered to be very urgent. At the global level the differences in living conditions among nations, regions and people seem to increase in whatever respect it is measured. It is now recognized that planning deals with <u>basic</u> <u>needs</u> <u>and</u> <u>human</u> <u>rights</u>.

Global analysis of need for planning action should meet local demands for survival, basic needs and human rights. The planet, nations, regions cannot be regarded as planning areas. Nature and mankind can not be treated separately. The basic unification for analysis and action seems to be <u>landscape</u>, seen as morphological, geophysical, biotic and technical totality. Humanities, social and natural sciences need to integrate in order to widen the common area of knowledge.

A grass-root approach needs to consider every individual a potential participant in the planning process. We all make up our pictures of the world with elements of "reality", fear and hope. This may be understood as substance of knowledge, risk management and development planning. This forms the basis of planning awareness. There is no other possible ground for action on global/local level than the human-ecological one.

3.4   Planning for an uncertain Future

In today's world dominated by technological development and globalisation, the gap between different countries and different societies in terms of quality of life has all the time been growing. The issue is how to solve these problems and what kind of planning would be needed for an uncertain future. The theme of "Risk assessment and Management: Planning for an Uncertain Future" was selected for 33rd Annual Congress in Ogaki, Japan. The following issues were discussed at four workshop sessions:
- New planning instruments and technologies for coping with increasing uncertainties;
- Incorporating community views with risks;
- Sustainable development and risk management;
- Identifying a new planning paradigm for risk management.

The Ogaki congress has shown through lectures, paper presentations and discussions that there appear to be two main directions dealing with the problem of risk in planning. One is to improve the existing positivistic-oriented tools by developing more and more accurate information, more comprehensive models and introducing better quality control of the planning process. Another direction is a more radical one, more related to social science, where public participation is central. Problematic knowledge and use of rhetoric are key ideas.

At the end of 33rd Congress the following conclusions were presented by the General Rapporteur:
- Risk is a planning issue and risk evaluation and risk assessment should be integrated in the general planning process.
- The socialization of nature is making man both an object and subject of risk. The natural sciences in some ways are becoming a part of the social sciences.
- There is a need for more focus on local experience-based knowledge. This means more active participation from different stakeholders in an area.
- The need for wider perspectives and larger horizons in our planning calls for global perspectives.
- There appear to be two main directions when dealing with question of risk and uncertainty in spatial planning. One could be called ecological modernization, the other a new concept of "risk society". The first one would improve the existing methodologies by developing better tools for more and more accurate information, more comprehensive models and

better quality control of the planning process. The second one would introduce more radical new ways of handling risk, with more locally based experience, which means more participation from different interest groups. Mediation and negotiation should be frequently used in the planning processes.

- A careful awareness and balancing of quantitative and qualitative knowledge is needed.
- Planners should work to make plans more robust, or resilient to accidents and other unwanted occurrences. A balanced mix of positive and negative goals should be favoured.

SOURCES. *Reports and documents from*
33rd Congress "Risk Assessment and Management": "Planning for an uncertain Future" Ogaki – Japan, 1997
30th Congress "Expanding Demands on Planning" Prague, 1993
6th Congresses "Physical and Economic Planning", Antwerp, 1971

4. MAIN ISSUES OF THE PLANNING PROCESS

4.1 Key Tendencies

The current state of development and planning is marked by complexity of issues, uncertainty and rapid changes. After a decline of planning and research in the 1980s a steady resurgence is now manifested in 1990s. Some key tendencies are:
- impacts of globalisation, integration of economies and competition
- a search for environmental sustainability
- attempts to combat social inequalities, unemployment and to accommodate migration
- a search for more participatory and collaborative urban governance, emphasizing new partnerships
- emphasis on decentralization, devolution and support for local government
- continued attempts to eradicate poverty.

4.2 Globalisation Process

The globalisation process and opening up of economies has brought the world together. Cities all over the world are fast becoming part of the global system relying, more and more, on external investment. Privatisation on the other hand has changed the character of cities whose dominant form is now determined by the play of market forces. Cities are now in competition with one another – globally and locally to attract a larger share of private investments.

The traditional Planning Approach, which regards Planning as predominantly, a technical process through which professionally determined "public interest" is optimized is no longer valid. Excessive reliance on market principles and private interests has allowed the speculative real estate market to play a crucial role in the allocation of land use and in determining investment priorities.

4.3 Community Participation

Urban planning should provide for extensive consultation at all stages of the process. The key concepts are "enabling" and "empowerment" at both the urban and regional planning levels. Such participatory approaches will:
- lead to clear objectives for planning interventions;
- encourage a feeling of ownership and utilize people's extensive knowledge about their local environments;
- promote public awareness through media campaigns, working groups, etc.;
- strengthen urban management instruments and encourage community involvement in environmental protection, the construction and provision of facilities and services, and
- promote transparency and accountability in the planning process.

4.4 Negotiation Process

Disputes are inevitable in any endeavour and they need to be resolved early, constructively and cost efficiently. The most used process to resolve individual disputes are negotiations between the people directly involved in the dispute or their supervisors. This process leaves most control with people involved. The process is informal and consensual. Everyone can learn how to negotiate more effectively.

There are a variety of negotiating styles within any one culture and when cross-cultural negotiations take place there are even more. There are many differing cultures both between

differing occupations and professions and between various geographical areas, as well as between people of differing ethnic origin. All of us need to be aware of the different negotiation styles, values, practices, expectations of outcome and the diversified communication styles involved in cross-cultural negotiations.

4.5   Mediation Process

Another well-known "new" process that is newly discovered and given a more formal structure is mediation. Mediation is defined as: "... the process by which the participants together with the assistance of a neutral person or persons, systematically isolate issues in order to develop options, consider alternatives, and reach a consensual settlement that will accommodate their needs. Mediation is a process that emphasises the participants' owns responsibility for making decisions that affect their lives. It is therefore a self-empowering process".

Planning and environmental disputes are often highly technical, and involve expert opinions on matters such as town planning, acoustics and ecology. The mediation process can help to solve technical disputes in a less adversarial way than in the courtroom. Parties can reveal and defend their findings, and be exposed to new information in an informal setting. This gives them a chance to review their findings.

Mediation does not guarantee that parties will solve scientific and technical problems, but given the right encouragement they may address technical disputes as a mutual problem rather than merely defending their own findings on attacking those of other experts.

4.6   Respecting the Diversity of cultural Identity of Communities

For spatial planning at the supra-national, European or trans-frontier scale the following findings are crucial:
-   Unity implies the search for some agreement at the global scale to defend human and natural resources and the environment.
-   Identity means the recognition of the different historical evolution of ethnic groups, bounded by language and common social patterns, and closely linked with territorial areas where such evolution took place.
-   Cultural identity is the historical product of the interaction of anthropological, territorial, and environmental factors. "Identity maps" /cartes d'identites culturelles/ should be drawn up for each cultural province.
-   Spatial form and structure are an essential component of cultural identity and the cultural province is likely to be at a scale above the single city but below the nation scale.
-   Unity depends on connections, diversity flourishes in isolation.
-   Cultural identities may be obliterated through the wrong use of modern technology.

Spatial planning has a particular contribution to make by identifying cultural identities, revealing future choices and providing a spatial framework for the development and evolution of local places.

SOURCES. *Reports and documents from:*
ISoCaRP "HABITAT II Forum of Professionals and Researchers" Istanbul/Turkey, 1996
31st Congress "Adaptation and Mediation in Urban Planning", Sydney/Australia, 1995
28th Congress "Cultural Identities in Unity", Cordoba/Spain, 1992
10th Congress "Urban Planning and Political Decisions" Munich, 1974

5.   PARTNERSHIP AND PARTICIPANTS IN THE PLANNING PROCESS

5.1   Partners and main Actors in the planning Process

The term "partner" can well be replaced by "actor" but also by "protagonists"; "partners" infers those having the same goals, interests and tendencies. These actors, whose classification is vague, can equally well be defined as all those forces, which have an influence on the final result of the implementation process. The present situation concerning the implementation of planning is characterised by the following main features:

- The multiplicity of the participants.
- Inadequacy and shortage of plans and forms of urban growth.
- Lessening of the role and the credibility of the planner.
- Conflicts between the various participants.
- A redistribution of power to the benefit of financial sectors and informal sectors.
- An absence of the will to negotiate and the machinery for negotiation.

Cities and landscape are man-made. Society's ideas about cities, countryside and regions are changing. This can be seen in the behaviour of individuals, in the use of space and the shape of space. We used to pay attention to city and countryside separately and now there is particular attention to the total living environment of the region. The shape and structure of space is determined by political and institutional decisions. The actors of the system are:

- **politicians** :   they have a mission and take decisions;
- **experts** :   they have knowledge and skill and make visions and plans;
- **entrepreneurs** :   they have means for investments and can organise implementation;
- and **citizens** :   they have demands and ideas and give support to people's representatives.

The balance of power between them differs from country to country. Also the role of urban planning differs. The shape of cities and countryside is determined by history and the power balance of the main actors.

5.2   Partnership in Planning

Partnership has been described as "powerful": public interest power, professional power, political power; with the politicians always siding with the strongest power of the moment. The main goals for the organisation of all partnerships must be to create confidence between the partners and the actors involved.

Possible inappropriate interactions between three essential groups of protagonists were observed between capital, the authorities and the population. The latter especially are better instructed, better informed and devote more than formerly to participation, and can claim a more active role, although sometimes they are more inclined to oppose than propose.

Working in partnership for a diversity of clients requires planners, researchers and educators to be pro active, responsible and fair partners. Expert instruments such as conflict resolution and mediation will be the means towards consensus building.

Planning Professionals: practicians, researchers, educators, commit their professions to act as partners and mediators and contribute these new skills to the common creative process of shaping sustainable communities in cities for all.

Partnership in planning and development means the co-operation between partners who represent different interests but are willing to collaborate on a common project on an equitable basis.

Planning professionals should develop a more diverse range of roles. Through modified forms of expert intervention, they could be reactive, proactive or interactive in their functions, according to the specific needs of clients and communities. Professionalism would depend more on greater flexibility in the choice of clients and partners, necessary to respond effectively to urgent and competing needs and briefs. The degree of consultation and agreement necessary before action would vary, as would the relations between policy and implementation.

5.3   New Role of physical Planners

The planner can be actor, participant, protagonist, representative or exponent. Changes in physical structure are influenced by economic, social and technical process and vice versa. The necessity and the will to guide these changes indicate the need for intervention by planners. The purpose of planning is therefore to guide and influence these changes, and hence to propose the directions in which the solution must be researched.

The implementation of the actions and strategies planned by the HABITAT II Agenda implies a radical change in the traditional economic and political logic and behaviour at any level of social responsibility and consequently a radical revision of the role of professions, the planning profession in particular.

The reconsideration of the role of the planner implies a new approach to the themes and problems of human settlements which concerns above all the analysis and interpretation of settlement phenomena for which intervention is required and thus how the planning process should be designed.

The requirement of a "sustainable environment" which has impacted also on the professional culture has imposed on this an innovation of contents and methods. Similarly, the growing need for a popular participation in the decisions concerning the urban and territorial transformations has led to the democratisation of planning and management processes, that is, to the so-called planning from below.

These two connotations of the planning process represent two major aspects in the redefining the planner's task, which is now that of combining the requirement of a sustainable environment with that of the participation of all subjects of planning in the planning design in its significant phases.

SOURCES. Reports and documents from:
ISoCaRP Conference "HABITAT 2 Forum of Professionals and Researchers" Istanbul-Turkey, 1996
30th Congress "Expanding Demands on Planning" Prague, 1993
27th Congress "Implementation of Planning – Non-Governmental Actions in Urban Planning" Berlin, 1985
20th Congress "Implementation of Planning in Small Towns – Agents of Action" Braga, Portugal, 1984
19th Congress "Implementation of Planning – The Partners" Amsterdam – the Netherlands, 1983

6.   THE CITY

6.1   The city and the urban Crisis

The CITY is obviously at the core of the planner's preoccupation, care and attention. It has been throughout the 35 years the object of many studies and debates which have been concerned with its structure, land use, and urban function; or in a more general way concerned with the inextricable problems of big cities, which have the peculiarity of being permanent by nature but very ephemeral in the problems they pose.

Today the cities are in crisis and town planning, in as much as it is a discipline which works towards urban modelling and development, is seriously in question, and with it the planners, their concepts, methods and vision and even their existence.

Each town being a particular case involving a specific situation, there is no point in studying the various problems common to all the cities in the world in such general terms that the result will be of little interest or relevance. Depending on the place and the period, the economic or cultural development, and lifestyles etc. these problems have different characteristics and call for relevant treatment. For this reason it would be useless to try to provide solutions to the ills of the town in general terms; it is rather more reasonable to analyse the diverse experiences in order to learn what emerges more from urban methodology than pathology.

Therefore it is natural that only some fundamental aspects of the town have been dealt with in the congresses of ISoCaRP and again one must note that in essence it was the topical and current themes that were dealt with.

6.2   Urban Structure

At the Athens Congress in 1977 the final statement was confined to the presentation and detailed study of the duality between: on the one hand the social and economic forces which have an ever greater influence on urban structure and tend to dominate; and on the other, the objectives and roles of urban planning in relation to the management of urban change. The difficulty has appeared in establishing a positive relationship between a socio-economic approach to urban structures and a creative planning approach, when it is clear that this relationship is a necessary step in all attempts to resolve current problems of the city.

The present situation is characterised by the following main features:
- Lack of coherence between socio-economic changes and spatial structures which cannot be adapted to rapid evolution and which make development initiatives inoperative.
- Lack of coherence between urban planning and construction which revealed the inefficiency of planning.
- Lack of coherence in the many structural components due to the incompatibility of old and new land allocations.
- Lack of coherence between national and regional policies and different sectorial plans; because the fragmentation and the duplication in the public sector lead to badly co-ordinated and even contradictory series of plans and policies.
- Lack of coherence between plans and the public; for one forgets that the managers work above all for the inhabitants and not for the town: unpopular, misunderstood, incomprehensible, or premature plans are almost impossible to implement.

Consequently the three aims are: the democratisation of plans, a greater flexibility in plans, and a more human approach to the objectives.

6.3   City regions and Well-being

The widening of the notion of health from the "absence of sickness" to a broader concept of well being has commonly been adopted in urban planning and sustainable development idea. However, planners have to be aware of a web of interrelationships, which affect human well being in an unknown multitude of ways. All planning measures have side effects beyond those aimed at, some of them expected others unexpected but manifest, still others hidden. This calls for careful actions, not for inactivity, as it does not mean that we would not be aware of a number of principles by which to improve the city's contribution to human well being. Three aspects can be mentioned:

- First and foremost is obviously the whole field, which we now call ecology, the care for the natural resources as a general precondition for life and health, implying a massive reduction in the customary pollution of air, water and soil. Here town planning can offer some auxiliary services – the central task lies with environmental legislation and its enforcement.
- Second is the distribution of uses within the city and the landscape and the provision of communications between them. This has become increasingly difficult as cities expanded, division of labour grew and markets widened. It may well be that problems of human well being, or even human survival, may force us to reverse these trends. A special role among such uses is to be attributed to open space and vegetation with their importance for the urban microclimate, another important one is the reduction of traffic hazards.
- Third, the development of the city into a place offering a wide range of choices for its citizens and its visitors, not only in its cultural facilities and activities but also in its differentiated visual qualities to be experienced and enjoyed – a stage for urban life to unfold in many variations.

6.4   Cities and their Water Problems

In large parts of the world the water shortage problem is becoming a serious threat. It is expected that by 2025 more than 60% of the world's population will be living in cities, and the number of mega-cities with more than 5 million inhabitants is estimated to grow to around one hundred. The growing concentration of population brings huge problems in relation to over-exploitation of the water stocks, water supply, water quality and the disposal of waste water.

So far, urban water management in most developed countries has been limited to preventing flooding and providing satisfactory sanitary facilities, including drainage and treatment of waste water. However, this does not sufficiently take into account the natural water management processes of the city and its environs and the many other roles which water can play in the city and its surroundings. This might include water storage, water treatment, water as the medium for living communities, water-related recreation and enjoyment of the landscape. To achieve good results, water must become an integral part of the spatial and urban planning process.

In the 21st century the need for intervention and control will greatly increase. It is only sensible to anticipate this development by defining basic principles in advance and proposing

national and international codes of practice. The urban water system has an environmental potential which has been little utilised so far. Water in the city is a forgotten part of the regional water systems. Its re-evaluation could have a positive effect on both the urban waters and regional systems. A systematic, step-by-step approach to the problem is recommended. The recommended method of dealing with water problems in cities is divided into four parallel activities: <u>restoration</u>, <u>prevention</u>, <u>conservation</u> and <u>development</u>.

It is necessary to look at the water chain in terms of sustainable building. The public authorities and those responsible for water management need to develop a common vision on water policy and make sure that this is reflected in local planning and water management plans. Urban planning needs to be based on environmental and hydrological aspects, and people's perceptions. All the public authorities involved should be asked to work together with those responsible for water management to optimise the potential for water management in the city.

6.5   Planning of a safer City

The city transformation process and the new dimension that has now been attained by the urban phenomenon are generating substantial contradictions, an increasing feeling of "unease" among citizens and new risks at the global level. Originally the city was created to be a safe place against the risky environment outside its walls. The crisis of modernity has brought about the end of the idea of the city as a safe place.

Nowadays the quality of urban environment seems to be the leading concept in managing the complexity of problems that the quality improvement of contemporary cities requires; a complexity in which the traditional approach of spatial planning is tied to the new themes of environmental policy /water pollution, urban solid waste, risk reduction/. To face the complexity posed by the great problems related to safety, a multidisciplinary approach which looks at risk reduction issues in a holistic way is needed.

In the course of discussions on risk management in Ogaki workshops, following possible strategies and implications for planning were enumerated:
- An integrated planning approach and new relationship with management of land resources have a high priority in the planning and design of a safer city.
  An integrated and global approach to the problems of city development will help to create a much better and more liveable city. Both natural and social scientists as well as engineers should collaborate with urban and regional planners in order to provide the basic knowledge and means to mitigate disasters and inadequate environmental development.
- The most relevant integrated planning processes are taking place at the local level.
  Local governments operate to maintain economic, social and environmental infrastructure and they have an increasing responsibility both to create an adequate pre-disaster planning and to carry out the main part of post-disaster reconstruction and rehabilitation planning/.
- An adequate balance between public interest, social rationality, market forces and economy rationality is an important opportunity to achieve an adequate level of acceptable risk.
  Due to the artificial nature of a city a totally risk-free environment is unrealistic. Some balance must be found between risk and cost of reducing it. Local communities must decide what is an acceptable level of risk and plan accordingly.

- Participation is an important tool for achieving an integrated planning related to a safe environment, and communicative planning is one of the most important tools towards a sustainable development in risk prone areas.

  A mechanism to facilitate the active involvement and participation of all concerned should be created to enable them to receive information and facilitate their participation in early warning and disaster abatement and response procedures/.

SOURCES. *Reports and documents from:*
34th Congress "Land and Water" Azores-Portugal, 1998
33rd Congress "Risk Assessment and Management" Ogaki-Japan, 1987
26th Congress "The Environment and the City" Warsaw, Poland 1990
29th Congress "Cities, Regions and Well-being" Glasgow, United Kingdom, 1993
17th Congress "Renaissance of the City – How?" Stockholm, 1981
13th Congress "Urban Change and Urban Structure – How to Regain Coherence" Athens, 1977

7.   PLANNING FOR THE FUTURE

7.1   Planning for the Future – From Knowledge to Action

By the end of 1995 contacts between representatives of ISoCaRP and AESOP led to the idea that it might be fruitful if both organisations would engaged in joint activities concerning development of planning in Europe. As a result of this initiative a joint AESOP – ISoCaRP seminar on planning practice, planning research and planning education was organised and held in Ascona, Switzerland in 1997 under the title: "Planning for the 3rd Millennium: From Knowledge to Action".

The task of the Seminar was to widen discussion on what might become the future European Planning Agenda, by considering and trying to define the interconnections between planning practice, planning research and planning education. In-depth discussions on the interactive relationships between these activities took place in three workshops. One workshop dealt with practice and research, one with education and research and the third one with education and practice. This arrangement stressed that planning practice is – or rather should be – at the beginning and at the end of the cycle; practice – research – education – practice.

It was stressed at the opening session that some expected changes in education, research and practice might be described as the change of:
*   education from teaching to learning
*   research from knowing to understanding and the change of
*   planning as an act of mastering into continuous serving.

The seminar proved the fruitfulness of discussions between practitioners and students of planning. But it was questioned, whether both groups have thought enough about "the clients of planning" i.e. politicians, developers, citizens. It has been acknowledged that they have an essential role to play when professionals are discussing education, research and the practice of planning.

7.2   Planing Practice – Planning Research – Planning Education

For all participants the seminar proved to be a very stimulating and fruitful event of exchange of ideas and experience. From among many viewpoints and conclusions presented at workshop discussions, the following conclusions were particularly emphasised:

Practice and Research:
*   research should always be directed to understand and clarify the political reluctance to any process of planning and the differences in institutional context: such research can contribute to the transferability of planning solutions and approaches
*   academic planning research has its own agenda; planning as an academic discipline has at least two frames of reference – practice and academia. Academia is irrelevant unless it takes its problems from practice
*   researchers and planners should pay much more attention to the time-space constrains of modern societies in general and special groups in that society in particular
*   given the need for co-operation between practitioners and researchers, their relation is best seen as a LAT relation: living apart together; each has its individual job to do – but at regular intervals they join to do things together, e.g. in commissioned research, participation of researchers in real life planning solutions, developing a join agenda for public funding or research etc.

Research and Education:
- both research and education should be geared to the development of new kinds of knowledge and skills, especially concerning communication in planning process and management of projects;
- new skills and knowledge are needed for question like: how do we deal with risk, uncertain future and conflicts, as well as with human, natural and financial resources;
- planning, as well as research and education should be geared to facilitate some kind of continuos education of all participants in the process, i.e. politicians, planners, developers and the public in general

Education and Planning:
- we are facing growing competition among planning schools and participants in planning research and practice – architects, economists, sociologists, geographers and engineers. On the other hand the gap between developed and developing countries in terms of quality of education exists, and underscores the need for endeavours that would help to remove these discrepancies. These issues had been put forward in the Tunisian Congress in 1980 and unfortunately rather little improvement has been noted during last twenty years;
- the basic question: which different models of planning education – a broad based universal undergraduate level, or profile specialisation at graduate level – can achieve best the different aims of planning practice, remains open;
- an extreme diversity of planning education, not only from one country to another but often between schools of the same country, should be considered to be an asset, not a problem;
- some of the last ISoCaRP congresses, which have dealt with changing demands for planning activities /Prague/ and new skills /Sydney, Ogaki/ should provide <u>inter alia</u> guiding ideas on future planning education.

To sum up, planning research and analytical studies should go alongside planning practice while constantly drawing on it. Similarly, these findings from research and practice should be continuously fed into education and training in the real world. Only then the planning profession can build up a collective memory which reflects a true process and may lead to real progress over time.

7.3 Communications Technology and Mobility – Challenges to City and regional Planning

The 25th anniversary Congress in Basel was devoted to the implications of advanced communications technology and of mobility for the shape and structure of cities and regions. The anniversary's reflections on the past were combined at the Congress with the working debate on the impact that communications technology might have on the future of urban development.

At the beginning of the Congress a number of questions were put forward for discussion and to most of them answers were found. Hereafter only two selected questions and answers are presented:

- <u>Will the city be changed</u> by the new communication and information technologies and by the increased mobility of the people?
YES. The competition between cities will be strengthened by the high level of technological equipment available and by the lack of equipment in the regions situated between urban areas – at least in the first few years. And it is clear that it will not be necessary to reconstruct our

cities. The application of I.T. will not have a revolutionary impact on the form of cities, on their character or their style. Whatever happens, cities will least a long time because of their structure and their permanent nature.

- <u>Will it be possible from now on</u> to see the problem of the human settlements in terms of a network?

The answer is a clear YES. The new technologies will certainly allow a better distribution of activities between the towns and the periphery. They should make it possible to organise the regions around the towns in the same way that they should contribute to a reduction to superfluous movement. Nevertheless, there is a great risk that the growing appreciation of the market for the new technologies will lead on the contrary to a strengthening of the megalopolises if there is no clear regional planning.

Final report was completed by the Rapporteur General by the following conclusion:

We have come to understand that notwithstanding the important risks that new technologies present, and especially considering their inevitability, <u>the new information technologies will exert a major influence on the evolution of urban and regional planning and the development of cities</u>. They impose themselves at a turning point in planning history. Their influence is expected to be interesting as well as uncertain and risky.

7.4   Planning and coastal Area Management

At the end of Antalya Seminar "Coastal Area Management: Integrating Environmental Objectives into Regional Planning" three following conclusions were identified:

- First, building on previous work by ISoCaRP, the predict and provide paradigm for planning has been shown to be becoming increasingly out-dated. Particularly with input from the International Association of Impact Assessment /IAIA/ a new approach is being promoted based on looking at supply in terms of carrying capacity, rather than demand. One would refer to this approach as "analyse and assess". Carrying capacity is not a rigid concept it depends on the degree of management available and the quality of resources sought. But the concept is valid for coastal planning in particular.

- The second conclusion, again building on previous work by ISoCaRP, is that the range of planning instruments at our disposal needs to be extended. It certainly must be extended in the direction of assessment. But planners also have a whole range of existing instruments at their disposal which can be usefully applied to coastal management. They range from plot ratios, to zoning, to developing alternative attractions, to observing the precautionary principle, to concepts such as buffer zones and linear cities.

- The third over-arching point which emerges from the seminar and workshop discussions is a clearer definition of sustainable development. Sustainable development means that development does occur. The growth/no growth debate is a barren one. The question is more where and how development takes place. Here perhaps we have another paradox, as love for a particular area tends to destroy the object of its affections. A beautiful coast attracts visitors and development, which then make that specific coastal location less attractive. The beauty is lost and interest moves on to another unspoilt location.

7.5   Land and Water – Integrated Planning for a sustainable Future

ISoCaRP has always followed the principle of selecting congress themes in parallel with the world agenda. The United Nations General Assembly as the Year of Ocean designated the year 1998. The central theme of the 34th Congress in Azores was <u>water</u>, which is an indispensable part of human life, and <u>land</u> on which human life continues.

As a final synthesis seven issues covering spatial policy, planning and design were extracted. For each issue recommendations – "<u>lessens</u> <u>about</u> <u>water</u>" or "<u>challenge</u>" have been presented as follows:

WATER, THE QUALITY OF MERCY
- A continuous effort at a global level to ensure a sensible and sustainable Water Policy is required.
- If needed a new Water Deal at an international level must be introduced – a new equilibrium with concomitant checks and balances.

THE VALUE OF CLEAN WATER
- The slogans "Clean water benefits all of us" and "Keep clean what is clean" must become part of our everyday life.
- Inland Watersheds and Reservoirs need protection on an inter-municipal and inter-regional scale.
- All parties involved should Work Together.
- To really get people to act you need to have something happen that captures Public Attention in all the surrounding areas.

SHARING THE WEALTH OF WATER
- Adequate Financial Resources and Investment Strategies are needed to clean up wetlands, rivers and lakes.
- Financial Funding to manage essential water reservoirs on sustainable basis is needed.
- The approach to Water Systems and Spatial Planning should be harmonised.
- Integrated Water Management Systems should start at the up-stream level of Water Consumption Cycles.
- Look at Supply and Demand – the effective use of available water resources should be enhanced.
- Working with Water Cycles is the future – the technology is already available.

REBIRTH OF RIVERS
- Rivers need Room to continue changing in short, medium and long term processes.
- Good River Basin Management needs an Institutional Framework and effective agreements between the countries, regions and municipalities involved.
- Share Efforts!
- It is necessary to work in Partnership with citizens and other organisations that have an interest in the local river: they know their places and have essential information.
- A Vision of the River is needed in order to harmonise spatial, economic, water management and environmental planning and policy.
- Share Stories of Success; provide optimal information towards the public in developing river zones.

THE PROMISE OF REGENERATION

- Waterfront Upgrading and Sustainable Development have to go together – an integrated approach is needed.
- The Search for Solutions, which can satisfy a variety of interest groups, is an important starting point in the planning process.
- One should Try and Involve the Public in the decision-making process to the greatest possible extent.
- Interested and participating citizens are the Best Safeguards for good maintenance and safety of the area in the future.

ISLANDS – THE ULTIMATE COASTS

- Being on the whole Small, Remote and Vulnerable, Islands need extra attention and realistic help.
- Step by Step Policies are required.
- Restraint, Control and Understanding are major items in the planning with islands.
- "Planning for Uncertainty" is required with regards to the socio-cultural , the physical and ecological complexity of islands.
- More than anything else islands do need Integrated Planning: Co-ordination of Actions of communities, interested parties and stakeholders, authorities and specialists in social as well as natural sciences.

RESILIENCE; DYNAMICS; FREE ZONE?

- The range of our knowledge and planning instruments need to be extended to include Future Planning Questions regarding Coastal Areas and Marine Resources.
- Coastal Waters and their Marine Ecosystems are too delicate to be /ab/used as "Planner's Playground" or "Freezone".
- A dynamic and Resilient Approach to Land and Water will play an increasingly important role to sustain these Vital Elements.

The Azores Congress offered an excellent opportunity to look at the subject "Land and Water: integrated planning for a sustainable future" from various angles and in different cultural contexts. The subject was approached as a spatial planning challenge but also as a general policy problem. The various case studies from all over the world show that our approach, depending on the situation, should be compatible with local circumstances and local potential including values and preferences, or that a regional or inter-governmental approach is needed.

SOURCES. *Reports and documents from:*
34th Congress "Land and Water: Integrated Planning for a Sustainable Future" Azores, Portugal 1998
International Seminar "Coastal Area Management: Integrating Environmental Objectives into Regional Planning" Antalya, Turkey 1998
ISoCaRP-AESOP Seminar "Planning for the 3rd Millennium – From Knowledge to Action" Ascona, Switzerland 1997
25th Congress "Communications Technology and Mobility: Challenges to City and Regional Planning" Basel, Switzerland 1989
16th Congress "Planning and Education" Tunis, Tunesia 1980