

# UPAT

URBAN PLANNING ADVISORY TEAM

## TEN YEARS OF UPATS: REFLECTIONS AND RESULTS

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UPRAT



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## Preface

Ten years ago, the International Society of City and Regional Planners (ISOCARP) took the initiative to form an Urban Planning Advisory Team (UPAT) for the first time. The idea had come into being because hindsight had revealed that too often planning processes for difficult tasks of city and regional planning did not have access to the independent viewpoint of experienced experts from different disciplines. Cities and regions often do not possess the kind of information needed to put together appropriate teams for a short-term intensive collaboration on a specific problem, especially not with an international composition. This is where the UPAT format comes in: the one-week Think Tanks lead to interesting ideas and solutions for difficult tasks and continuing processes.

A group of experienced experts from science, administration and planning practice, taken from the Society, can create a rich repertoire of ideas. Creative and highly productive teams that can work together for about a week in the respective planning areas can be put together in a short time. ISOCARP is a global society, which means that experts from all the continents and all relevant problem areas can be called upon to participate. Moreover, an intensive collaboration in an international interdisciplinary team is a special challenge that experienced and enterprising members of the Society would happily take on. The benefits of UPAT participation make it then possible to promote special projects within ISOCARP.

The UPATs have become a very successful format. This publication not only features the 50<sup>th</sup> anniversary of ISOCARP, but it also covers the ten-year existence of the UPAT format with the experiences, findings and perspectives of the 24 UPATs introduced since its inception. However, in connection with the upcoming challenges of our discipline, the UPAT experience needs to be organised and classified. Therefore, the basis for this publication are the reports from the various UPAT cities and regions, as well as the results of a special UPAT symposium held at ETH Zurich in June/July 2014.

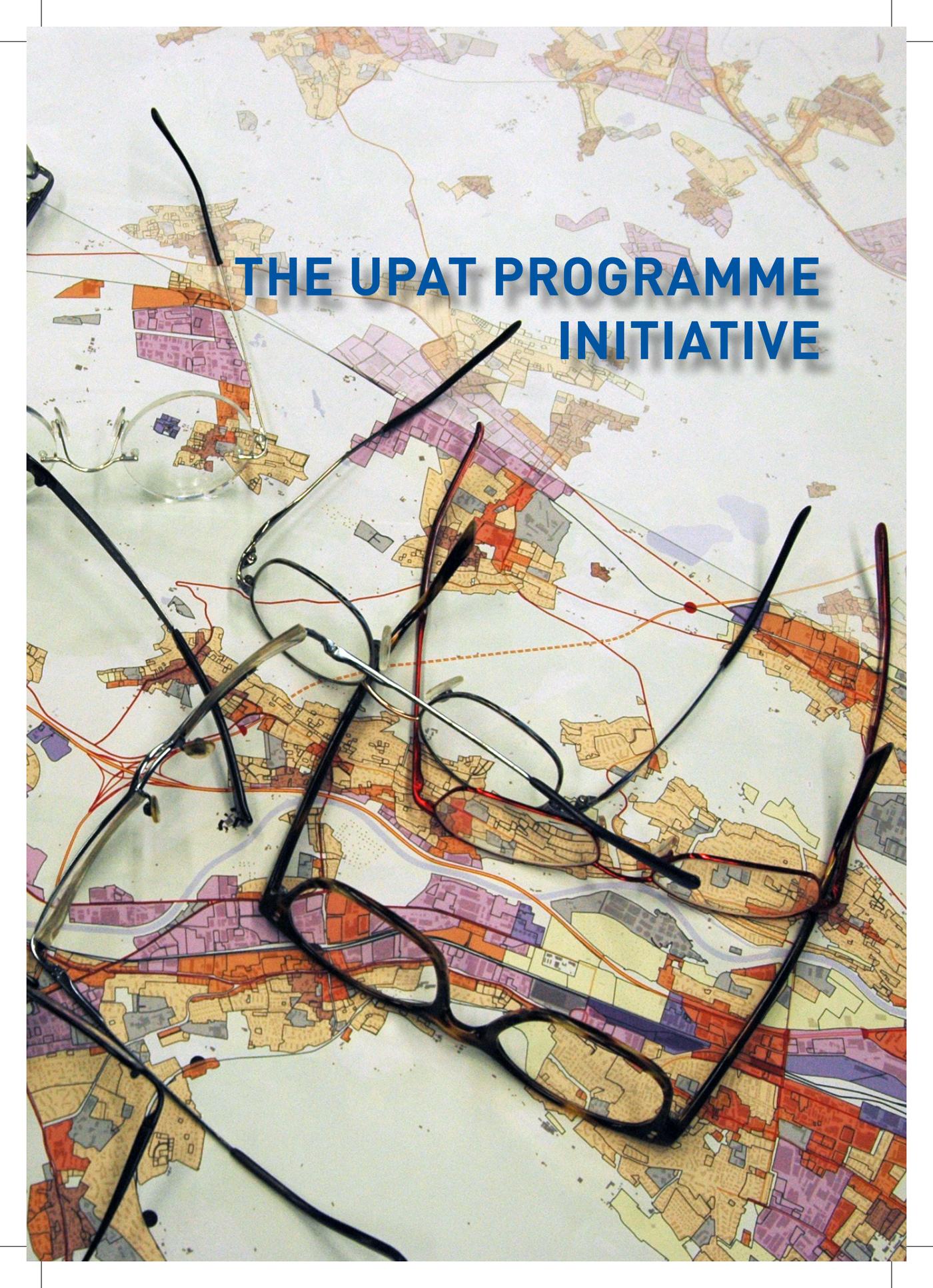
We want to thank everyone who has contributed to the success of the UPAT initiative in the last ten years and, in one way or another, contributed to this publication.

We would be very pleased when this publication leads to increased participation from ISOCARP members and serves to motivate and inspire cities, regions and institutions to commission many new UPATs.

Zurich / The Hague  
August 2015

Martin Dubbeling  
Ana Perić  
Bernd Scholl





**THE UPAT PROGRAMME  
INITIATIVE**



## UPAT: Bettering Cities around the World

Alfonso Vegara

A UPAT is a truly bottom-up initiative that mobilises the collective planning intelligence and experiences of ISOCARP members to help communities accelerate innovation with ideas, concepts and projects. As we celebrate ten years of success in bettering cities around the world, let us pause to trace and reflect on the origins of the UPAT initiative.

UPAT started as the Urban Task Force (UTF) initiative in 2004. This initiative provided a mechanism to activate ISOCARP members who then highlighted opportunities and found sponsorship for UTFs. ISOCARP then assembled the UTF teams, comprising ISOCARP members who volunteered their time. The team members were chosen for their familiarity with the planning issues involved. UTF teams were multi-disciplinary and able to give a holistic and objective view of the topic.

The inaugural UTF in November 2004 offered suggestions to the Regional Government of La Rioja, Spain for the development the Alto Cidacos Valley, one of the most depressed areas in La Rioja. The Enciso area is an attractive rustic rural environment, and one of Europe's most important sites for prehistoric dinosaur icnitas (trace fossils). The existing economic realities notwithstanding, the UTF identified an opportunity to develop new activities that could stimulate local investment, with the support and expansion of rural tourism and the strategic development of Enciso as a services centre for the Alto Cidacos valley, as well as part of the adjacent Soria province. The UTF was initially conceived, not as a work of typical urbanism performed by the professionals of our discipline in their daily work, but as a voluntary and experimental contribution to help the authorities and citizens explore future opportunities in their territory.

Shortly after La Rioja, the second UTF was convened for Sitges to envision how the city could be positioned internationally, moving from being merely a tourist town in the vicinity of a city like Barcelona, to becoming a space for attracting talent and creative activities. This commitment of ISOCARP to the city of Sitges lasted several years and I can say that it has been a relevant experience with a major impact on the international positioning of Sitges as a vanguard of spatial planning through this partnership with ISOCARP (Fig. 1). This UTF offered suggestions on the optimum usage and urban design of the freed-up strip of railway land; and possible financial arrangements for such a project. It is a project that has changed the vision in Catalonia today in relation to the opportunities for transforming Sitges into one of the most emblematic tourist destinations in Spain.

The success of the first engagement with Sitges led to four subsequent UTF/UPAT projects with the city that were concluded in 2010. During this period, various issues relating to a dialogue between Sitges and the surrounding municipalities to achieve a more diversified and attractive metropolitan structure were addressed. These issues included the internal mobility of Sitges and its connection with its region, the integration of Sitges with Garraf Natural Park and the impact of changes in Barcelona’s urban profile on the emergent opportunities for Sitges.

The pioneering UPATs addressed diverse territorial challenges, and reflected the potential of a bottom-up initiative by ISOCARP members to provide concepts and urban solutions for a specific territory. In particular, this partnership with the City of Sitges reveals the potential of UPAT as a fresh, neutral and powerful model in helping a city to establish a long-term vision for its urban and territorial systems. These efforts have shown that a new dynamism has emerged through ISOCARP initiatives, with the ability to integrate local planners in developing ideas and projects that would otherwise not have been initiated.



Fig. 1: The ISOCARP Executive Committee meeting with the Mayor and the planners of Sitges in January 2005. (Source: ISOCARP)

12 | As cities continue to take on a leadership role in defining the global economy and society, the UPAT initiative will be ever more important in addressing more complex problems in the years to come. Building upon the successes of its past decade in inspiring solutions for cities around the world, the next challenge for UPAT in the coming decade would be to address issues that transcend traditional administrative boundaries and political structures. By considering the new scale of cities when developing urban and metropolitan solutions, we can inspire platforms for cities to work collectively together to develop a more competitive, cohesive and resilient territory.

# Why UPAT?

## From Problems to Action

Bernd Scholl

### 1 Introduction

Urban Planning and Advisory Teams (UPAT), which is a service and format started by ISOCARP, are invited by host institutions to contribute in solving challenging, many layered tasks of urban and regional development. For a successful result of the collaboration, the composition of the teams, i.e. different academic disciplines and cultures and various levels and kinds of experience, should create the best possible prerequisites.

The teams have little time: as a rule, just one work week is set aside to get an overview of the situation, identify the central problems, develop ideas for a solution and present it to the members of the host institution. Writing a meaningful report requires additional time and the report is usually expected some weeks after the end of the UPAT week.

Concentrated and intensive collaboration during the UPAT week requires very good preparation. Essentially, preparation consists of the identification of central tasks and conflicts. An initial exploration through discussions with key actors and open attempts at problem solving can achieve this step. The open questions that surface from this initial exploration help in reviewing the prepared foundation and, in particular, the formulation of the task assignment. An indispensable component of a thorough preparation is an inspection of the project area. Experience has taught that several months of advance preparation work is necessary in order to achieve a solid foundation: The better the preparation, the better the results of a UPAT week.

Some are of the opinion that a week is hardly enough time to come to an advanced result in an interdisciplinary group with different kinds of expertise and different mother tongues. They say there is too little time for a proper analysis and clarification of the task, never mind agreeing on a cooperative work arrangement.

The experience with the UPAT format and other action-oriented approaches demonstrates the contrary. It is possible in one week of concentrated collaboration to develop ideas for a spatial strategy and solutions for difficult problems. In order to achieve this, a definitive understanding of planning and an approach

that is built on this understanding is necessary, which will be sketched out in the following paragraphs. The central starting points are the spatial problems and a judicious approach to them.

## 2 Problems

First, it is important to clarify the term 'problem', which goes back to the Greek *πρόβλημα*, *próblema* and designates a proposed task, a question of conflict. However, the term also means a promontory overlooking the sea that creates dangerous shallow waters; the navigation of the seacoast important for survival has thus become a synonym for a heavy struggle with the task at hand. The philosopher Karl Popper understands problems simply as 'unsolved difficult tasks', whose solution takes place through 'speculative hypotheses and refutation'. He proves, in an example about human understanding, that a problem can only be understood against its background. According to Popper (1972: 174), this background "is made up of at least one language, whose use regularly touches on theories, and from many theoretical suppositions, which, for a quick glance, are not questioned. A problem, together with its background (...) forms what I call a problem situation."

Personally, I use the term 'problem' in spatial planning as a synonym for 'difficult, unsolved, spatially relevant tasks'. A *spatial planning problem is then: a difficult unsolved spatial planning task along with its background*. This connection is of eminent practical importance for the solution of complex tasks. For the solution of problems, it is implicit that a background must be established, which makes it possible to identify, understand, and solve problems at all.

A too strong work division at the beginning of planning project, as can be observed directly in the treatment of complex planning tasks, is not conducive for finding integrated solutions. One of the usual work divisions is made up of extensive, consecutive tasks in which various actors, by discipline, investigate the 'state' of the inventory, analyses, the formulation of goals, and the development of measures to be assigned. This approach leads to fractures and interruptions in the clarification process.

14 | A further consideration of relative importance for solving difficult spatial planning problems is not to wait too long before starting on the first attempts at solutions. Only when one tries to solve the problem alone, can one discover the task's inherent difficulties, knock-on problems and open questions. It is important, to penetrate the decision-relevant problems as early as possible. If these are not discovered and posed right at the beginning, there is the danger that precious resources can be wasted because answers are often sought in areas that can be proven to be unimportant in relation to the important decisions.

Accurate questioning could bring preconceived notions about possible solutions to falter and reveal a false security. This proves that when competent questioning is applied in spatial planning, mostly to our own attempts to solve a given problem, it can materialise any misconceptions and therefore must be allowed

from the beginning. In the sciences, it is often claimed that finding the right question is more than half of the entire effort. Analogue would thus be a good formulation of a task is more than half of the work.

Here, seen methodologically, is where the UPAT format comes in. The one-week time limit forces all the unessential things out and focuses on penetrating to the core of the task, i.e. the problem. Ideas for solutions are the foreground, including the connections in the basic argumentation, the clarification through appropriate principle sketches, the combination of important quantities and, naturally, the critical time aspect. One may not use any deceptions. To penetrate to the core of the problem and manage useful solutions in one short week obviously needs a much longer preparation period.

### 3 Actions

Spatial planning is a problem-oriented discipline, and at the core, most problems can be traced back to problems of decision-making. One task is to clarify the main possibilities open to spatially relevant decisions and actions.

What are the basic options for action? What conditions should be observed? For example, if one assumes there are sufficient financial resources available for specific plans and then it turns out that no money has been reserved for them, the reason for this oversight should always be the first question. What side effects and consequences might arise as a result? Once an option has been selected, the question of how to implement it brings up operational questions: who should do what with which resources and by when?

The answers to difficult problems, which, of course, are not limited to spatial planning, are not immediately obvious and require, at least in part, longer processes to work them out. Intended improvements are often implemented years and sometimes even decades later. Extensive infrastructure plans in the area of roads and railways, airport expansions and the transformation of settlement areas in urban and regional contexts can deliver clear descriptive examples.

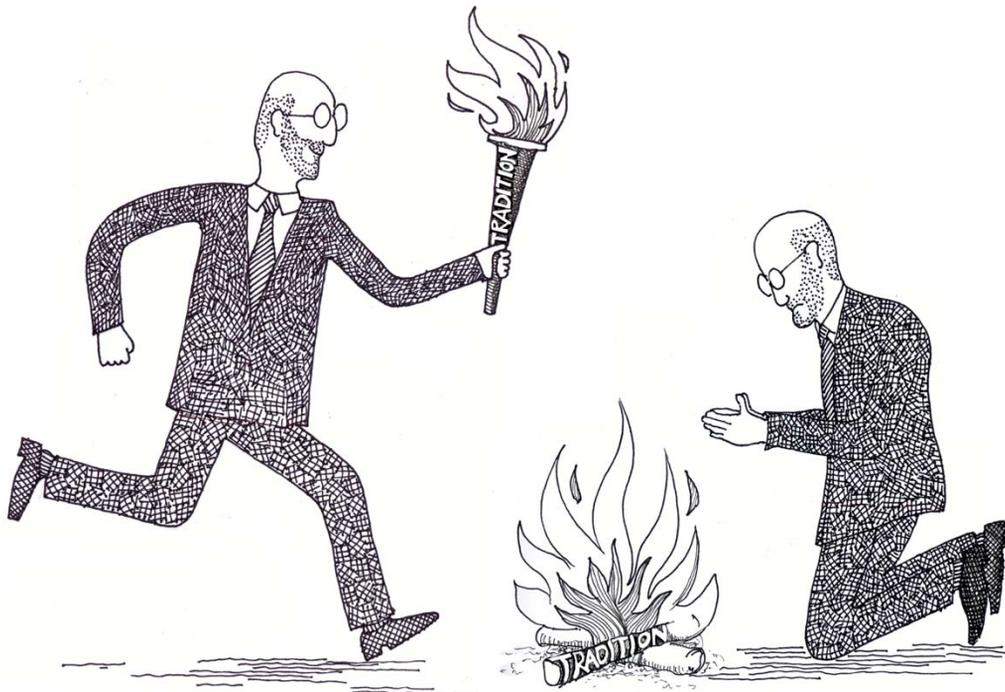
Spatial planning and spatial development are all about initiating decisions that will help solve difficult spatially important tasks while under the restraints of working with continually limited resources, such as time, personnel, knowledge, finances, etc. Decisions are always made about actions, not about the impact of the action. However, whether the desired impact and consequences will actually take place or whether an undesirable impact and consequences can be avoided, cannot be 'decided' beforehand.

The clarification and solution of spatially important tasks should serve the goal of increasing the possibilities of the use of space. The future organisation and design of living space should not limit the opportunities for the existence, behaviour and experience of its users, rather the opposite, to encourage their unfolding. The reality of the space and the orientation of the intended spatial development thus form the framework. In addition, the existing, and expected,

# TRADITION

is the passing of the flame,  
not the worship of the ashes

Gustav Mahler 1860 - 1911



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spatial conflicts and the conflicts that arise in the course of planning must be carefully observed. Exploration, clarification and resolution of spatial conflicts also belong to the tasks of spatial planning and, in part, can bring complex problems to the forefront. Physical interventions to solve these kinds of problems are one means, but in no way the only means. In all the solutions to spatially important tasks, it is imperative to pay close attention to finding a solution that has a very economical approach to the use of land, which is in short supply and is not a renewable resource.

How does one move from problems to suggestions for action? The better the possible treatment is prepared, the more effective the result. Maxims can help clarify the effects and consequences of treatments that are being considered through testing and making the planning argumentation as clear as possible. Moreover, maxims can help avoid traps in argumentation (Signer, 2015). According to Maurer (1995), someone who knows about maxims and does not need them is better off than someone who needs them and does not know them.

In the book *Higher Education in Spatial Planning* (Scholl, 2012), I presented the most important maxims from my point of view. I want to highlight three of them at this point: the three-cycle maxim, the three-level rule and the maxim on mixing codes.

#### **4 The Three-Cycle Maxim**

One could sum up this methodological principle in one maxim: create clarification processes in such a way that complex assignments can be processed in three cycles of roughly equal length. It is much more effective to start quickly with the first attempts at finding solutions, even with incomplete information, and test them afterwards, than it is to spend too much time gathering useless descriptive information.

Only those who try to solve a difficult problem by themselves can understand it properly. Further questions and information gaps become clear to them. For many, this is an uncomfortable process, while others are under the illusion that more information will give them more certainty in finding solutions. This, unfortunately, is not the case. On the contrary, putting off attempts at solutions usually leads to more time pressure and can lead to superficiality once the heart of the problem is reached.

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The above maxim invites us to develop a rough result in the first cycle and to think through the realisation of these suggested results, then to further explore the critical or fundamental parts of the results in the second cycle and to make corrections and improvements (in the presentation) during the third cycle, in particular, to reserve time for the unforeseen.

The three-cycle maxim stimulates learning through exploration. Exploring solutions is closely connected to the willingness to get involved in adventurous, playful ways of learning. When a creative hypothesis is offered as a solution to

a problem, there should be enough time to test it and if necessary, to reject it in order to try a new approach. Children learn an incredible amount in a short time this way. Trying several times must also be possible in an academic environment.

The three-cycle maxim also fulfils the demand to be able, after sufficient incubation time, to carry solutions inside one's self, to be able to discuss it critically with a group and then, strengthened by criticism, to be able to present it to people outside the group. We encourage this way of working, dividing the time available into three cycles, and at the end of each cycle creating occasions at which the progress of each team can be checked.

It makes sense to structure the UPAT week in the proposed way. At the first event, i.e. the workshop discussion, it is mainly about the participants of UPAT putting questions to the Steering Committee. All kinds of questions are allowed. At the second event, the interim results of the UPAT team are presented in the plenum. Approaches and suggestions for solutions, as well as the presentation itself, receive comments, criticism and feedback from the entire Steering Committee. At the final presentation, the solution stands or falls on the quality of its arguments and judgement of the critics, often the Steering Committee.

## **5 The Three-Level Rule**

Architects and engineers are used to applying different scales to conceive and design a construction project. This has also proven to be true for planning designs. As a rule, three different levels of scale are important: an overview level, a concept level and a consolidation level.

Proposals for solutions should be able to be evaluated separately from the overview, as well as in connection to other significant overarching subject areas. At the same time, a central element of the solution must be tested to find out what difficulties must be overcome if the solution is implemented. This not only concerns material questions, but also questions of organisation and finances, for example. In order to prove the conclusiveness and feasibility of the concept, a change of point of reference is an absolute necessity. The three levels that need to be considered in this context are overview, concept and consolidation. One could call it the 'three-level rule'. Achieving the ability to move in different levels more or less simultaneously within one week will help the participants out of the traps of non-committal generalities or of getting lost in the details.

## **6 Maxim of Mixing Codes: Words, Pictures and Numbers**

I consider this maxim to be very important because of the following: 1) the codes are different and speak to the different perception channels of the addressees in relation to solution suggestions, and 2) this maxim helps planners come closer to problems through different access channels and to test how difficult circumstances can be presented through simple words, images and quantities.

Because solutions in our field have to be submitted in the form of decision guidelines to the most diverse groups in the decision-making process, it is important that outsiders can understand the solution process and the solution itself through conclusive argumentation. In contrast to other fields, such arguments have to be without insider jargon. The more far-reaching the planning decisions are, the more 'political' they are and must be understood by lay people and politicians.

Planning argumentation should therefore not only consist of conclusive and consistent reasoning, it should also render a translation service from jargon (expert language) into the everyday speech that is the common language. Research has been dedicated to this aspect of communication. Practically speaking, it is recommended that in addition to the written and spoken word for argumentation, illustrative pictures and important numbers should also be presented. In this way, the different perception senses of the audience are stimulated, which leads to more attentiveness.

To stay with this image, the UPAT team is encouraged to take different positions for analysing and solving tasks. During the UPAT week, it becomes apparent that not everyone involved understands all the statements, pictures and numbers. Every form of coding has its own challenges. This is often obvious in spoken language, because it is the most immediate form of exchanging information. Therefore, learning to create clear graphic representations and principle sketches to illustrate complicated topics is one of the more difficult elementary tasks in training for our field. Graphic tools and charts should not be too superficial, nor should they use too much, let alone unnecessary, information.

Good graphic representations in the planning profession should have a level of abstraction that does not reduce the clarity of the message. What is important? What can be left out? What should be the focus of attention? These questions are reminiscent of basic methodological questions. Graphic representations therefore often reflect the current status of clarity. When the graphics are confusing, the planning argumentation usually is too. Therefore, it is worthwhile to pay close attention to the development of the graphical language. An important characteristic of simple graphics consists of thinking in 'forms' or as Dörner (1996) puts it: in 'unreduced totalities' in order to cope with complexity. Caution needs to be exercised here; abstraction is good for the overview, but it can reduce illustrational capacity. Therefore, it is very important to organise the interplay between abstraction and concreteness. This example makes it clear that good graphic representations are always created on a fine line. Modern aids allow the representation of groups of subject areas in different layers and at least make this task a little easier.

It has been mentioned that using numbers in argumentation is essential. During a UPAT week, the use and estimation of important quantities should be stimulated. How much floor space is needed for what kinds of use? How much traffic could be expected? How many parking spaces will be necessary and, of course, what are the estimated costs of the individual arrangements? Quantitative in-

formation is needed to consider suggestions and make decisions for many spatial planning situations. Through simple simulations with programmes for table calculation, most of the numbers needed for a complicated planning task can be quickly obtained. In this context, the danger of anchoring and adjustment has to be avoided.

## 7 Conclusion: UPATs Open Eyes and Doors

Extraordinary organisation and a challenging task are of central importance for the success of UPATs. The success of a UPAT can be measured by whether it has managed to arrive at an on-going handling and decision process. The examples in the Epilogue demonstrate this impressively. Perhaps one can summarise it thus: UPAT is an eye-opener for the difficult problems of spaces of regional or national importance and a 'door-opener' for further actions with adequate procedures. It is first and foremost the starting element in a series of actions and decisions in order to solve complex spatially relevant problems.

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# Expert Advisory Platforms: A Critical Analysis of Collaborative Planning Procedures

Ana Perić  
Mahdokht Soltaniehha

## 1 Introduction

For the first time in the world's history, the majority of mankind lives in urban areas. Hence, we must be aware of new terms related to human settlements. According to biologists Crutzen and Stoermer (2000), we live in the 'anthropocene age'. Moreover, some authors agree that today's man is a sort of '*homo urbanus*' (Tibaijuka, Maseland & Moor, 2004). A shift in human habitat towards urban living brings great challenges for the sustainable development of cities, as well as for the prosperity of their citizens. In other words, the human race is supposed to cope with complex spatial problems in order to reach sustainability. The critical question that arises here is: How to deal with complexity in a rapidly urbanising world? The possible answer is that we need different 'lenses' for looking at spatial problems. Furthermore, we can assume that different ways of thinking demand different ways of planning from what is considered a traditional planning model (Healey in Perić, 2014). More precisely, over the previous two decades, spatial and urban planning has been based on the principles of communication, collaboration and cooperation among numerous stakeholders (Healey, 1991, 1997, 1998; Rydin, 1994; Innes, 1994, 1996).

Keeping the 'communicative turn' in planning theory in mind, i.e. the shift of focus from the planning product towards the planning process, it is interesting to have a look at planning practice. In addition to observing the communication among a number of interested parties, it is of particular importance to determine the level of continuous interaction between planners and other stakeholders. Therefore, the subject of this paper is collaborative planning procedures in planning practice as revealed through the actions of the most prominent professional organisations.<sup>1</sup> Most of these organisations have special units assigned to finding innovative planning solutions for complex spatial problems in a cooperative way. This article focuses on a comparative overview of the following platforms, selected on the basis of their influence, tradition and spatial scope:

- The Urban Planning Advisory Team (UPAT), ISOCARP (International Society of City and Regional Planners)
- The Implementation Lab (IL), IFHP (International Federation of Housing and Planning)
- Advisory Services (AS), ULI (Urban Land Institute)

The main mission of these three associations can be defined as follows: The UPAT performs as an expert group to diagnose problems in different cities and regions, counsel the local authorities and experts, and deliver the best options for solving such problems.<sup>2</sup> The IL promotes ideas on understanding human settlement issues in a changing world,<sup>3</sup> while AS provide practical solutions for difficult land use issues.<sup>4</sup>

Hence, we can assume that these platforms have similar goals. However, each 'case' actually requires a unique strategy taken from the wide-ranging planning approaches for addressing urban and regional issues. Therefore, the paper aims at elucidating the main similarities and differences in collaborative planning approaches of the UPAT, IL and AS in relation to collaborative planning methods. In general, a comparison of different advisory planning teams' actions is a challenging idea, however, some parameters can be compared relatively easily among the selected platforms, such as: the organisation of the planning process, topics, objectives, and outcomes. In other words, this article aims at clarifying the principles, performance and results of collaborative planning platforms.

The paper is structured as follows. After a general introduction on the research subject and goal, the main features of a collaborative planning paradigm as a theoretical background of the research are briefly presented. The central part of the article describes the main characteristics, i.e. the organisation of the planning process, topics, objectives, and outcomes of the three chosen expert advisory platforms: UPAT, IL and AS. This is followed by a discussion on the similarities and differences that leads to identifying particular features of the advisory platforms that correspond to a communicative and collaborative planning approach.

## **2 Collaborative Planning Paradigm: A Background of Contemporary Planning Practice**

22 | Collaborative planning is deeply rooted in the context of communicative management as a process of debate among the stakeholders involved. The term debate is mainly understood in two ways: as an inclusive argumentation, i.e. a public judgment that takes the contributions of all the members of the political community into account, or as collaboration, i.e. a process in which stakeholders jointly search for actions and strategies (Healey, 1995). Furthermore, communicative management is devoid of any influence of power, rather the entire management process is based on the force of arguments, rational dialogue and consensus. Thus, the formal positions and power sources become less important – all participants are treated equally in the process of communicative management (Allmendinger, 2002).

The theory of communicative action by Habermas (1984, 1987) is the theoretical basis for the legitimisation of planning practices that increasingly acknowledge the interests of various groups. Habermas proposes a transparent, unfettered, 'ideal' communication between the actors, who are equal participants in the

planning process and who acknowledge each other's basic social equality, and where the power of arguments, i.e. communicative rationality, predominates. Hence, conversation and interactions between the members of different cultural layers are of crucial importance for creating the communicative planning paradigm (Sandercock, 1998). Different terms are used to indicate the change of planning in terms of increased participation, such as: a communicative-argumentative turn in planning (Forester, 1989), planning through discussion and cooperation (Healey, 1992), communicative planning (Sager, 1994), inclusive discourse (Healey, 1995), communicative action and interactive practice (Innes, 1995), planning through consensus building (Innes, 1996), collaborative planning (Healey, 1997), discursive practice (Sandercock, 1998), and deliberative planning (Forester, 1999), among others.

A collaborative planning model focuses on the redefinition of the relationship between the subject of the planning process, a planner, and the object, the environment within which stakeholders operate, whereby the linear relationship of subject-object is changed by the continuous interaction and feedback between planners and other participants. Hence, the ideology of communicative planning is based on intelligent discourse as a medium for overcoming disagreements and conflicts (Allmendinger, 2002). In such a planning process, the central role is assigned to the planner who (Ennis, 1997):

- Is able to negotiate with other participants
- Does not stress his own position
- Does not act on the basis of prejudice
- Shows inventiveness in the planning approach
- Stimulates possible new directions for local activities

Interpersonal skills that are required of planners include the ability to pose a question and critical listening, both of which make them capable of directing the debate. In fact, a meaningful dialogue is the essence of an effective debate.

One of the basic premises of collaborative planning is to achieve consensus around commonly established goals and interests to be further accomplished through the planning action (Davoudi & Strange, 2009). During the discursive practice, professional planning expertise loses its significance and becomes only one of the knowledge forms applied in the planning communication with other stakeholders. Thus, instead of expertise, planning is based on 'practical wisdom', i.e. knowledge that is not necessarily scientific, but also includes experiential, contextual and intuitive knowledge (Sandercock, 1998). More precisely, the planning process should not only help ensure the participation of the local community, it should also secure its constant empowerment. In other words, planning should be recognised as an activity focused on the negotiation process among stakeholders with various interests and cultural backgrounds. In addition to this, we should endeavour to create a planning process that does not promote the public interest, as this can exclude the differences (Allmendinger, 2002). Instead, planning in a multicultural context requires new forms of multicultural literacy (Sandercock, 1998).

### 3 Expert Advisory Platforms

The central part of the article presents an overview of the expert collaborative platforms, UPAT, IL and AS, which inspire and stimulate sustainable urban environments. Using the lens of a communicative planning approach, the following parameters are covered: the organisation of the planning process, topics, objectives, and outcomes.

#### 3.1 The Organisation of the Planning Process

In terms of organising the planning process, all the selected platforms are established as collaborative practices, whereby the experts of UPAT, IL and AS act as facilitators of planning communication between other stakeholders, mainly local experts and responsible government authorities. In fact, linking up local knowledge with external expertise can improve problem-solving and decision-making procedures. In this overview, we focus on the following central questions: What are the major responsibilities of the team members? How do the advisory teams manage to collaborate with local stakeholders? What is the time schedule?

**UPAT.** The central idea of an Urban Planning Advisory Team workshop is to gather a rapid response team of professionals to address specific urban or regional planning issues within just one week of intense discussion. The team consists of international planners with world-class knowledge and experience in the planning sector, who are also ISOCARP members (Fernández Mejía, 2007). The UPAT is characterised by differentiated roles in the team, such as:

- The Team Leader, who is in charge of organising the communicative planning process among the team members.
- The Rapporteur, who writes up the final results of the workshop as a report.
- The Local Coordinator, who links the ideas and approaches of the UPAT members and their local counterparts.
- The Senior Planners, a group of five to seven experienced professionals who serve as advisors.

24 | A group of young planning professionals (YPP) and a local organising committee (LOC) complement the core team. The client is often a municipality that hopes to benefit from an international review of the local planning approaches to the spatial problems under discussion<sup>5</sup> (ISOCARP UPAT Principles, n.d.). One of the advantages the host city receives when organising a UPAT workshop is a tailor-made solution to an issue put forward by the municipality. The UPAT members work closely with local urban planners, making it possible for them to see how the international team faces and tackles the issue.<sup>6</sup> A UPAT workshop lasts from five to seven days. After the site visit, meeting with planning officials and other stakeholders, taking note of available documents and data, a final presentation of the outcome to the interested local participants usually takes place on the last day of the workshop, followed by a press statement or a conference, as dissemination activities (Fernández Mejía, 2007).

**IL.** The Implementation Labs of IFHP are laboratories that share and produce expert and experiential knowledge on specific local practical issues.<sup>7</sup> In particular, an Implementation Lab is a workshop focusing on multifunctional and intensive land use. An IL can be hosted by a city, region or institution, which must clearly identify the urban problem for the participants. In addition to organising the site visit, the host unit is also in charge of preparing all the necessary documents as aids in obtaining integral and objective advice from the group of experts selected for that specific IL (Implementation Lab, n.d.). In terms of the time schedule, the basic form for an IL consists of five main phases:

1. Pre-meeting preparation to identify the sites and key areas of concern by the host organisation and to prepare and distribute the dossiers with background material
2. Site visits to establish context
3. Plenary sessions to include invited speakers
4. Working sessions to formulate concrete suggestions for the sites, as well as recommendations on policy development
5. Concluding plenary session

Except the first phase, all other phases together take one week (Implementation Lab, n.d.).

**AS.** As the ULI covers a wide-range of professionals from various domains and, more importantly, various sectors (private, public, and civil), the Advisory Services panel consists not only of planners and architects, but also:

- Industry leaders from a broad range of backgrounds and disciplines: developers, funders, market analysts, economists, etc.
- Public officials
- Community development corporations

Together with prospective sponsors, including local governments, private developers, community representatives, and other types of organisations, AS members address the most challenging real estate and land use issues facing communities today, volunteering their time and expertise (Thoerig & Stern, 2013). However, the sponsors play a central role in the success of the AS programme. From the very beginning, sponsors work with the ULI staff to develop a unique panel programme. Furthermore, sponsors participate in all aspects of planning: from defining the panel scope, assignment and development of background materials and resources for panellists, to identifying local resources and stakeholders for the panel to interview (Advisory Services, n.d). In a concentrated one-week effort, the panels bring together the best and brightest from ULI's diverse membership in order to provide practical solutions to complex spatial problems (Thoerig & Stern, 2013). More precisely, the panel spends the week on the following activities: site visit, interviewing stakeholders, exploring options and debating potential solutions before making their final recommendations (Advisory Services, n.d).

## 3.2 Topics

When it comes to the topics, which are considered and reviewed by selected advisory platforms, it is essential to mention their diversity and range. The core of the topics is on land use mechanisms for sustainable development, which are divided into the two main fields of spatial planning and governance. It is these two fields that actually explain the roots of all the advisory platforms in a communicative approach to problem solving. However, the thematic focus of each programme is slightly different.

**UPAT.** ISOCARP welcomes projects from all over the world on different topics and different scales. In other words, ISOCARP invites every local community to propose a spatial challenge of any domain to its UPAT international volunteer expert review. The UPAT topics can be grouped into several categories with a number of subthemes (Teams that make a difference, n.d.):

- Spatial planning and infrastructure, including sustainable development, transport, mobility, tourism
- Regional planning, including landscape development, landscape design
- City planning, including urban renewal, urban regeneration and transformation, community revitalisation, environmental design, and urban design
- Heritage conservation
- Disaster preparedness and recovery
- Innovative planning processes, i.e. capacity building
- Research and education

**IL.** As the title implies, IFHP's Implementation Lab focuses more on housing-oriented problems, including housing renewal and re-adaption, housing supply, housing policy, and housing and public spaces. Evidently, housing challenges go far beyond the dwelling unit – it encompasses the social and economic aspects of life, physical elements and cultural barriers across urban forums (Housing: A Dominant Urban Development Issue, n.d.). Briefly put, the IL faces urban challenges embracing the issues of complexity, community and liveability with the focus on the integration of sector policies, specialised expert know-how, and cross-cutting issues, including:

- 26 |
- Governance: effective planning and implementation, finance, regulations, partnerships
  - Technology: systems management, construction technologies, architectural concepts
  - People and the environment: participation, quality of life, risks, resource use
  - Spatial quality and identity of place

According to the postulates of IL, each urban issue is complicated by its geographic, cultural, economic and political context. Hence, to fully understand the impact of these shifts on urban settlements, fresh perspectives, new orientations and approaches are needed (Implementation Lab, n.d.).<sup>8</sup>

**AS.** ULI was initially established to research the situation in Post-World War II cities in the United States to solve new inner city problems: preplanning, planning, construction and reconstruction. Later, broader issues were taken into consideration, such as urbanisation, conservation, regeneration, land use, capital formation, and sustainable development (Mission, n.d.). Today, the Institute is no longer focusing on American cities alone and is open to planners internationally. So far, AS have solved problems on various topics and scales, such as (Advisory Services, n.d.):

- Economic growth and development
- Infrastructure and transportation
- Metropolitan and regional strategies
- Disaster relief
- Downtown issues
- Housing and communities
- Urban design and architecture
- Universities and institutions

### 3.3 Objectives

A common objective of all the expert networks is sharing knowledge among the various stakeholders. At the same time, the objectives of the advisory teams determine the domain of activities to be undertaken. These can be slightly different in each consultancy service, as presented in the following.

**UPAT.** The general UPAT goal is to offer an extensive exchange of planning knowledge and experience of ISOCARP members, i.e. to provide local and/or regional authorities and communities with expert and independent advice on a particular urban or regional topic. In other words, the UPAT, organised like a consultancy firm, produces a solid and well-documented opinion related to the planning issue selected (ISOCAP UPAT Principles, n.d.). The attractiveness of the idea to create a truly international team of planning consultants, i.e. professionals detached from the place under discussion in a UPAT workshop, relies on the principle that independent experts can provide objective results and opinions, thus bridging the gap between global perspectives and local knowledge and skills (Uribe-Sandoval & Prospero, 2009). Therefore, the first UPAT objective is to assist local authorities in their own strategic thinking about local spatial problems and challenges, whereas expert suggestions and solutions should be a starting point for the development of new urban action plans. In addition to the involvement of local planners, young planning professionals also support the UPAT experts. Hence, the second UPAT objective is to include the young planners in a real world situation, thus helping them receive planning knowledge from more experienced planners.<sup>9</sup>

**IL.** As all IFHP activities are generally aimed at interacting with people who make the cities smarter, the IL particularly seeks to promote understanding and sharing knowledge on how urban changes impact the quality of life in human settlements. To tackle urban problems properly, various perspectives

stemming from different cultural backgrounds and mentalities are needed. It requires a very broad platform involving many allied professions with an emphasis on joint efforts made by both the local and external experts (Implementation Lab, n.d.). Through the formulation of practice- and future-oriented solutions, IL members help politicians, mayors and local experts from various domains make decisions that fully consider local problems. Furthermore, the IL gives young planners a voice in the planning debate and engages new generations as agents of change in the field of planning. Thus, an important objective of the IL is to provoke a reflection on the future role of planners in the changing global order and develop a common direction for the new generation of planning professionals (URBEGO, n.d.).<sup>10</sup>

**AS.** As ULI promotes the exchange of best practices among real estate and land use policy leaders in order to serve community needs, AS help find creative, practical solutions for some of the most challenging issues facing today's urban, suburban, and rural communities (Advisory Services, n.d.). Communities around the world have asked ULI to convene the Advisory Services programme in order to (Thoerig & Stern, 2013):

- Get timely, candid, and unbiased input from expert land use professionals
- Help kick-start critical conversations and move beyond decision-making deadlocks
- Help communities gain fresh insights and discover innovative solutions for complex real estate development challenges

### 3.4 Outcomes

Depending on the objectives of each advisory team, the outcome and results of collaborative processes can be distinctive. Thus, it is of critical importance for the clients to clarify what sort of outcome they would expect by inviting different advisory teams to their projects. Possible outcomes expected from the consultancy teams are discussed in the following sections.

**UPAT.** The general outcome of a UPAT workshop is a public presentation and a technical report,<sup>11</sup> with proposals and recommendations tackling the selected topic. More precisely, a report contains an analysis of the situation and a first approach to the solution of spatial problems (ISOCARP UPAT Principles, n.d.). The UPAT team provides local counterparts with recommendations related to the planning issue that may serve as a base or guideline, in order for them to design further strategies for addressing territorial development in the target city or region (Fernández Mejía, 2007). In other words, the outcome of a UPAT workshop consists of a variety of results, from detailed plans to holistic visions. On one hand, the UPAT should deliver clear recommendations that can easily be of use for the promoters. On the other, the UPAT should insist that promoters have a clear idea of the role of the UPAT workshop as a milestone offering a kind of plan on how to translate these recommendations into action (Uribe-Sandoval & Prospero, 2009).

**IL.** The basic outcome of an Implementation Lab is the concluding plenary session with a set of recommendations structured into six categories. The six issues considered, as well as the questions that need to be answered, are (Implementation Lab, n.d.):

1. Quality and identity: Does the project area have its own identity: socially, functionally and visually? How can this be enhanced? How can living a green lifestyle be supported? Are there local aspirations that we can build on?
2. Critical mass: Does each site have enough development, infrastructure and resident population to maintain a coherent community or support a desired mix of amenities?
3. Connectivity: What link does each site have with its surrounding natural and man-made environments? Can these connections be enhanced?
4. Human scale: Do existing developments relate in scale and proportion to diverse human-scale activities, such as walking, biking, congregating, and social interaction? Do the scale and relationships of public spaces support and attract use?
5. Promotion and marketing: How are existing uses promoted? How effective are these efforts and what types of promotion would be useful, necessary or possible to improve the sense of place?
6. Process: In developing a spatial development strategy, when should stakeholders be involved and how? What are the various interests and interdependencies between stakeholders? How do we handle opposing interests? How do we organise an effective planning and implementation process?

All the recommendations are subsequently incorporated into the IL report.

**AS.** The final output of a one-week intensive collaboration among various stakeholders, based on the help of local sponsors and the ULI members' expertise, is a set of recommendations and a written report.<sup>12</sup> However, AS produce much more than this. They provide real, tangible and transformative results, i.e. the Advisory Services panel process has changed the way local stakeholders think about land use planning and development. Many panels' recommendations have powerfully affected the cities that hosted them and transformed them forever (Thoerig & Stern, 2013).

#### **4 Discussion of Similarities and Differences**

After the presentation of the main characteristics of the selected advisory platforms, it is interesting to have a brief look at their main differences and similarities, again in terms of the organisation of the planning process, topics, objectives, and outcomes.

When it comes to the organisation of the planning process, a common feature of all the advisory platforms is a close collaboration with the client, mainly local or regional authorities. Actually, the close contact between the advisory members and local governments, as well as their mutual understanding, are the starting signal for future successful cooperation. However, in the case of

the Advisory Services by ULI, the involvement not only needs public sector officials, it also needs private sector representatives as equal contributors in the planning communication. Participation of the private sector is not limited in the other two advisory platforms (UPAT, IL), rather the strong encouragement of private initiatives follows from the American planning context.

Another remark relates to the spectrum of expertise covered by the core internal members of each advisory initiative. In the IL and AS, a broad range of different experts participate in the workshops – a consequence of the variety of expertise within the IFHP and ULI as their sponsoring organisations. In contrast, the UPAT advisory team is a ‘team of planners’ instead of a ‘planning team’, because the main prerequisite for becoming a member of ISOCARP is to possess knowledge and skills in the field of spatial and/or urban planning. Nevertheless, in actual UPAT workshops, the collaboration with local experts from various domains is highly encouraged.

In terms of topics, all the consultancy formats promote active cooperation in regions and cities, thus covering a large variety of topics – from regional planning, across city master plans to individual sites. The UPAT workshop in La Rioja, Spain in 2004 was dedicated to the topic of regional, social and economic development of the La Rioja region. In contrast to such a broad thematic scope, the workshop held in Tlalnepantla, Mexico in 2013 dealt with the transformation of the historic centre of Tlalnepantla. In the IL, the variety of topics can be seen in the following instances: In 2014, in Brasov, Romania, the problem was focused on the redefinition of the development potential of the area, whereas in 2000, the site-scale topic was related to the regeneration of the old royal artillery factory in Sevilla, Spain. AS also cover a variety of topics, from creating a strategy for sustainable development of the waterfront area of Hong Kong in 2011, to the reconstruction of Union Station in Washington, D.C., an architectural masterpiece, in 1981.

30 | The general objective of all the advisory platforms is to help local communities find solutions for complex problems and assist them in formulating strategic planning policies and visions for future sustainable development. A common feature of all the advisory programmes is the use of experts who are not familiar with the specific area under discussion in a workshop. Experts with no previous knowledge or experience in the local area bring in a fresh perspective and provide innovative planning solutions.

UPAT and IL promote the involvement of the younger generation of planners as future actors in urban development. According to the ISOCARP goals, the Young Planning Professionals are a crucial component of promoting and improving the planning profession. Similar to this, the URBEGO platform of young professionals is promoted by the IFHP to strengthen the role of young planners in a rapidly urbanising world. The AS approach does not include this objective.

Finally, the outcomes of these advisory panels are quite similar. In addition to the formal outcome in terms of a written report, provided by all three advisory

platforms, the informal outcome, in terms of organising various activities to disseminate the workshop's results, is also much the same. This mainly includes full media coverage of the final event, personal interviews with the team members, a press conference, etc. Nevertheless, the point of organising such advisory workshops is in their impact on communities in tangible, lasting ways, often years after the programme has been concluded.

## 5 A Critical Analysis

A quick reminder of the theoretical premises briefly introduced at the beginning of the article: In seeking the elements of a collaborative process, we need to keep three aspects in mind – a structured planning process, the involvement of different stakeholders, and the role of a planner as a mediator of the planning process. Taking these aspects and applying them to planning practice as conducted in the consultancy platforms of UPAT, IL, and AS, we reach the following conclusion: Keeping all differences and similarities in mind, as well as the advantages and disadvantages of these advisory platforms, UPAT is the one that truly relies on the principles of collaborative planning.

The particularities of the UPAT approach in terms of a detailed structured planning process, differentiation of the roles within the planning team, and the appreciation of the skills and knowledge of individual members make this advisory initiative distinctive in comparison to the others. The specificities of the planning process schedule as well as the demarcation of functions and roles among the team members are presented in the following sections.

### 5.1 Structured Process

One of the features of the UPAT platform is its highly structured organisation of the collaborative process to arrive at a truly effective workshop.<sup>13</sup> A typical process actually takes approximately 24 weeks and is divided into three phases: the preparatory phase, the UPAT workshop, and the post-workshop phase.

1. The preparatory phase takes thirteen weeks. In the first two weeks, the key initiative role is appointed to local representatives, i.e. the host authorities, who identify a particular urban problem. A Local Coordinator, i.e. an ISOCARP member who will be the link between a local team and the UPAT team, is also chosen. In the next two weeks, the ISOCARP UPAT Vice President (VP) decides on the quality of the programme proposal, previously submitted by a Local Coordinator. In the fourth week, a UPAT VP (together with a Local Coordinator) assigns a Team Leader. This is also when the Call for Candidates is published, i.e. the call goes out to all experienced planners in ISOCARP to participate in a UPAT workshop. In the coming five weeks, team members, both the senior planners, selected by the ISOCARP Programme Committee and the young planners, selected by a Local Coordinator, are chosen. At the same time, the Local Coordinator and the Team Leader determine the agenda. Over the next few weeks, the Team Leader prepares and distributes project material.

2. A UPAT workshop usually covers seven days, with clear tasks assigned to each day.
  - Day 1 is dedicated to a site visit in order to clarify the main problem and gather as much data as possible. It is also important to familiarise the team with the past, present and future development trends of the site.
  - Day 2 has technical presentations by and interviews with local representatives to gain more information on the specific local situation. Such an approach is of a critical importance for the success of the entire process, because it aims at engaging and bringing together all the stakeholders with various interests related to the workshop outcome.
  - Day 3 is actually the beginning of the identification and evaluation of the development alternatives, based on previous situation analyses.
  - Day 4 is a continuation of Day 3 in terms of further scenario development and the selection of an alternative plan.
  - Day 5 is reserved for the review of the previously defined scenario, and for its refinement.
  - Day 6 is when the final proposal, i.e. an optimal plan, is prepared. It should be mentioned that, in addition to the technical expertise of the team members (specifically in terms of IT experience), there is a constant dialogue between the team members and local stakeholders – authorities, citizens and other interested parties from various sectors, which confirms the importance of experiential knowledge and skills of local representatives.
  - Day 7 is for the final presentations of the results and recommendations stemming from a one-week intensive workshop to a group of numerous stakeholders, thus following through on the collaborative process that started at the very beginning.
3. The post-UPAT workshop phase lasts for ten weeks. During the first six weeks, the main task of both the Team Leader and Local Coordinator is to compile and edit the draft version of a UPAT report in order to produce the final report at the beginning of the seventh week. The report is then sent and/or presented to the client. Finally, the ISOCARP Programme Committee approves and publishes the report as a UPAT WorkBook series publication.

## 5.2 Clear Differentiation of Roles

32 | Another particularity of a UPAT consultancy is a clear differentiation of roles within the team. Strict roles and clear relationships between team members are considered essential for a successful collaboration. The advisory team consists of a: UPAT Vice President, Local Coordinator, Team Leader, Rapporteur, Senior Planners, local Young Planning Professionals, and Local Organising Committee, as shown in Figure 1:<sup>14</sup>

- **UPAT Vice President:** The official representative of ISOCARP in relation to the local and/or regional authorities and all other stakeholders. He is in charge of the preparation in terms of supporting a Local Coordinator in defining the scope of the programme. He also coordinates the organisation of a workshop with the Team Leader.

- **Local Coordinator:** An ISOCARP member who initiates a UPAT workshop by proposing a local urban problem. He is in charge of coordinating the general process, before and during the exercise.

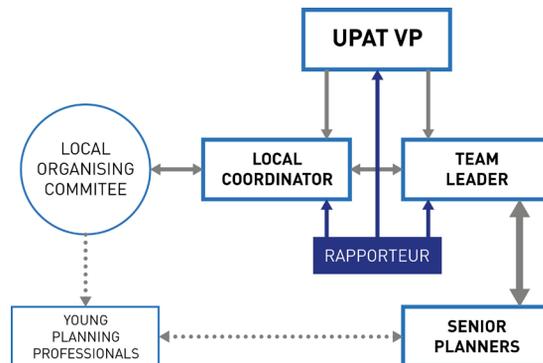


Fig. 1: Organisational scheme of the UPAT working process.  
[Source: Authors]

- **Team Leader:** Jointly assigned by both the UPAT Vice President and Local Coordinator according to the specific area of expertise in the UPAT subject, defines the detailed scope of the exercise, together with the local contact person, who is chosen by the Local Organising Committee. The Team Leader is responsible for the coordination of the team members as well as for the final presentation of the workshop results. It is also the Team Leader's final responsibility to distribute the final report.
- **Rapporteur:** As a member of the group of senior planners, the Rapporteur is responsible for writing and editing the UPAT report, with the support and contributions of other team members and in close cooperation with the Team Leader, the Local Coordinator and the UPAT Vice President.
- **Senior Planners:** Selected on the basis of expertise in a certain planning area to be elaborated in a particular UPAT workshop, Senior Planners work under the coordination of a Team Leader to accomplish the preparation of a draft report in one week. They collaborate with both internal (other UPAT members) and external planners (experienced and young professionals from local area).
- **Young Planning Professionals:** Selected from the local universities and/or planning institutions with the help of the Local Organising Committee, they should be educated in one of the planning-related disciplines, having both knowledge of the local planning conditions and the IT skills to use up-to-date technical tools. Their main duty is to work as trainees with the Senior Planners throughout the entire exercise, as a way to experience a 'real life' planning task and an intercultural approach to problem resolution.
- **Local Organising Committee:** In addition to a Local Coordinator, the Local Organising Committee includes local counterparts carrying the role of logistics coordinators and providers of all relevant data. They are also in charge of local media relations and the follow-up procedure after printing the final report.

## 6 Why UPAT?

Based on the main characteristics of both the organisational process of a UPAT workshop and the different roles and tasks assigned to some of the UPAT participants, we can agree that a UPAT expert advisory platform truly has a collaborative nature. Furthermore, the bottom-up approach used in the UPAT format has had a positive impact on the urban environments related to the case studies discussed and elaborated in numerous workshops. Moreover, the implementation of the UPAT programme in planning practice affects the broader spatial planning context – it changes the planning culture. The shift of the planning approach in terms of the involvement all interested parties and allowing them to have a say in the planning communication, contributes to the change of stakeholders' values, beliefs and habits, as the main agents of the planning culture. Therefore, emphasising its social responsibility, the ultimate vision of a UPAT workshop is to offer a collaborative and communicative planning approach to solving complex spatial problems all over the world.

### Endnotes

<sup>1</sup> Some of the many accredited organisations related to the discussion are:

- International Society of City and Regional Planners (ISOCARP)
- International Federation of Housing and Planning (IFHP)
- Urban Land Institute (ULI)
- American Planning Association (APA)
- European Council of Spatial Planners (ECSP)
- International Urban Development Association (INTA)
- UN Development Programme (UNDP)
- International Intervention Institute (III)
- Place Makers
- International Union of Architects (UIA)
- Association of European Schools of Planning (AESOP)
- Association of Collegiate Schools of Planning (ACSP)
- Association of African Planning Schools (AAPS)
- Asian Planning Schools Association (APSA)

<sup>2</sup> From 2004 to the present, twenty-four UPAT workshops have been held worldwide, starting with the pilot project of La Rioja in Spain. The UPAT programme is a part of a more general strategy of ISOCARP (established in 1965 in The Hague) that is geared to reinforce its position as a world-renowned international association of professionals with an independent opinion about planning issues (Fernández Mejía, 2007).

34 | <sup>3</sup> IL is built upon the IFHP's name and reputation as an international organisation of significance founded in 1913 in the United Kingdom by the architect Ewart Culpin under the presidency of Ebenezer Howard, known for his publication *Garden Cities of Tomorrow* (1898) (History of IFHP, n.d.). However, IL was introduced as a specific form in 2000 by the chairman of the IFHP Climate Resilient Cities Working Group, Huibert Haccou (Implementation Lab, n.d.).

<sup>4</sup> Since 1947, ULI, established in 1936 in Chicago, as a leader in promoting responsible land use and in creating and sustaining thriving communities worldwide, has undertaken over 600 AS panels around the world. The first one was for the city of Louisville, Kentucky to help communities address land use and real estate development issues (History, n.d.).

<sup>5</sup> It should be emphasised that the client has active role in initiating the UPAT process. More precisely, the client or host entity (local government, regional authority) clearly recognises the specificity of a certain problem in its own urban environment. For this

reason, the clients must be ready to ask for a particular expert advice, instead of waiting for the expert offer. Finally, the client has to pay a certain amount of money, although considerably less than to a commercial consultant.

- 6 Although most of the UPAT recommendations influence planning practice, all the opinions derived from a UPAT workshop and delivered to a city must be considered as the opinion of an international non-governmental association (ISOCARP UPAT Principles, n.d.).
- 7 The IFHP is a Think-Tank consisting of foundations, institutions, universities, groups and select individuals that offers a number of activities to engage members and various partners: strategic, funding, and knowledge partners. In addition to the Labs, other activity categories are: Webinar, IFHP in the field, and IFHP on stage. Webinar is a series of live video seminars or streaming from labs and talks. IFHP in the field are conducted in connection with a conference, workshop and/or meeting to support the knowledge process within a specific context, while IFHP on stage is a member gathering event (Get Involved, n.d.).
- 8 In recent years, IFHP has organised various Working Groups to deal with different spatial challenges. The Climate Resilient Cities Working Group addresses how cities and regions can adapt to the effects of climate change, such as extreme storm water buffering, rising sea and water levels; or the opposite, extreme droughts, as well as effects of urban heat islands, and other climatological challenges. The Spontaneous City Working Group evaluates small scale, user-defined development in a planning system that traditionally favours certainty and control. The Housing Working Group generates and transfers cross-cutting thematic knowledge in housing, emphasising the concrete and topical housing challenges and developing projects (IFHP Working Groups, n.d.).
- 9 The objective of including young planners is to provide young (under the age of 35), ambitious professionals with an opportunity to learn and work in a multi-cultural setting and share their experiences. Through such synergetic platforms, new ideas and creative solutions to complex and multifaceted urban issues are produced (ISOCARP, 2013).
- 10 Young planners in IL participate as a part of Urbego, a common platform for young planning professionals under the age of 35 that is moving towards becoming an international knowledge platform that will develop projects via a consultancy model and offer training for students and city administrations (URBEGO, n.d.).
- 11 A final report, based on findings and recommendations elaborated by the team and coordinated by a team leader, is delivered, at the latest, six weeks after the completion of the exercise to the local organising committee, who sends it to the city client (ISOCARP UPAT Principles, n.d.). The report is often bilingual – written in English and language of the city that hosted a UPAT workshop. In addition to the report, the workshop's results are also presented in a dedicated seminar at ISOCARP's annual congress (UPAT Principles, n.d.).
- 12 The Advisory Services Panel Report is completed approximately 90 days after the panel concludes. The sponsor receives a draft of a comprehensive report detailing the panel's comprehensive findings and recommendations. After the sponsor submits comments on the manuscript, ULI publishes the final report (Advisory Services, n.d.).
- 13 It should be mentioned that such an organisation of the UPAT process is currently used and has been arrived at after many years of experience.
- 14 Until 2011, the UPAT organisational structure also had the role of a Programme Manager, who was in charge of giving logistics support through the entire UPAT process, i.e. twenty-four weeks, making up a calendar for all the needed activities, coordinating the Call for Candidates, and preparing the necessary study material for the exercise.

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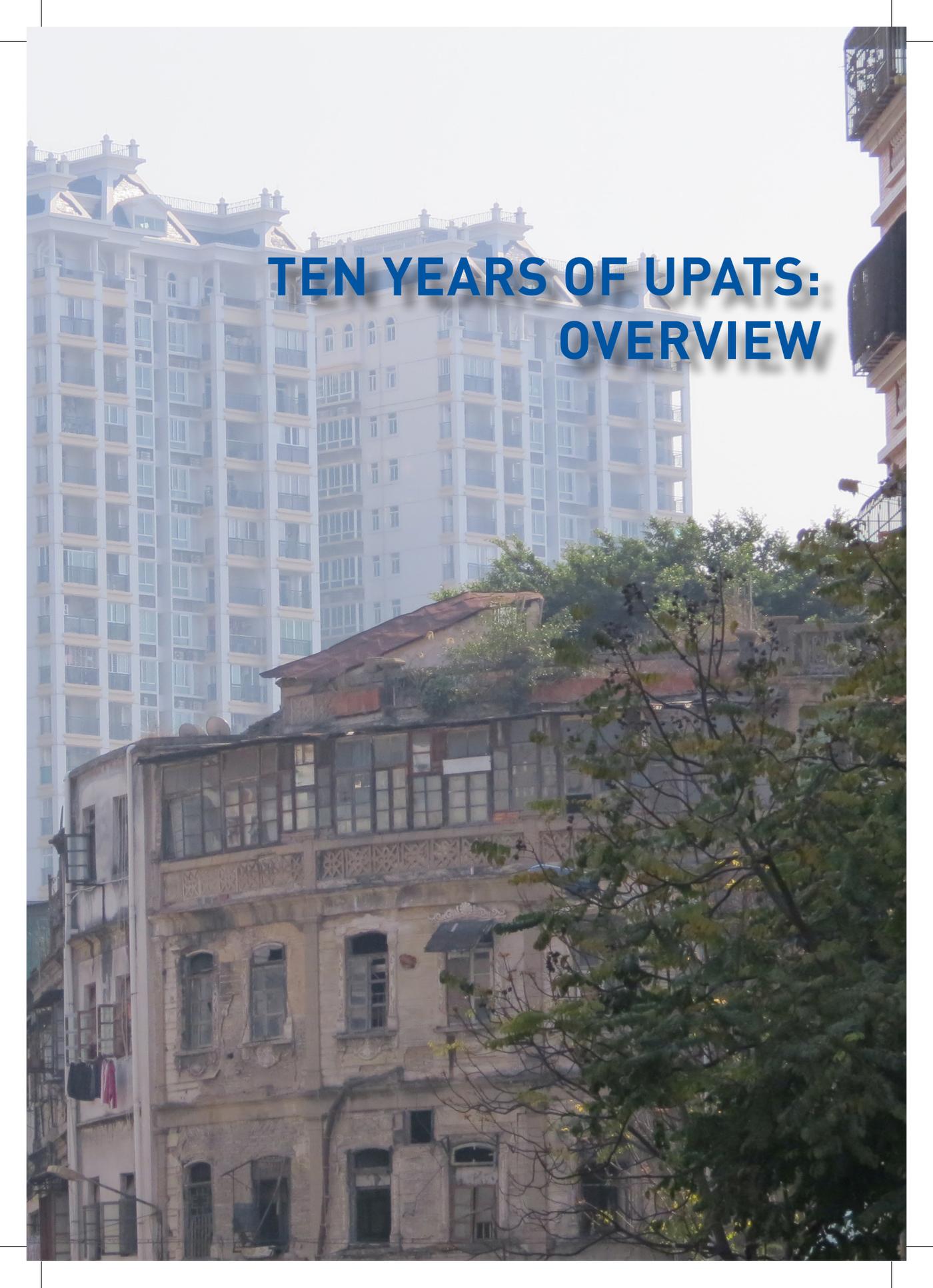
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# TEN YEARS OF UPATS: OVERVIEW



# What Are UPATs All About?

Martin Dubbeling

## 1 UPAT Basics

UPATs are ISOCARP's Urban Planning Advisory Teams. More precisely, a UPAT is an international team with up to nine members that includes a Team Leader, a Rapporteur, two to four senior planners and two young planning professionals, in addition to a UPAT Vice President and a Local Coordinator. All of them are full members of ISOCARP. The objective of an ISOCARP UPAT is to mobilise the extensive planning experience and expertise of ISOCARP members in order to help and assist cities and regions with projects, programmes and policies on spatial planning and urban design. A UPAT initiative is realised through close collaboration with local and regional experts. An initiative starts when a specific city or a region invites a selected team of five to seven ISOCARP members to come together for a UPAT workshop spending a week at a chosen location. During this week, the Urban Planning Advisory Team visits the location, meets with planning officials, takes note of available documents and prepares a presentation and report with their findings and recommendations. Between 2004 and 2015, ISOCARP organised twenty-four UPAT workshops bringing the expertise of both senior and young ISOCARP planners to numerous places and regions all over the world where they address and test the challenging planning questions defined by the inviting cities, regions and institutions. The workshops took place in Spain (7x), China (4x), Mexico (3x), The Netherlands (2x), Palestine (2x), Austria, USA, Switzerland, Poland, Singapore, and Russia.

## 2 UPAT Process

ISOCARP is able to organise tailor-made UPAT workshops for specific locations, tasks and topics, as well as forming quick response teams. A UPAT workshop takes five to seven days. The UPAT workshops are one of the key activities of ISOCARP as they bring the best planning professionals together from all around the world to devise creative solutions and strategic advice – or both. In the past few years, ISOCARP UPAT workshops that have taken place in countries such as Russia, China and Mexico and for the United Nations Development Programme (UNDP) and the UN-Habitat, have shown a strong demand for expertise and independent advice from international teams of planning and design professionals.

ISOCARP UPAT workshops are organised 'on demand' for cities and regions all over the world. UPAT workshops provide added value in complex situations

and environments where rich experience as well as lively creativity and open-minded visions are required. UPAT workshops can make a valid and crucial contribution in terms of enhancing the awareness, developing the spatial strategies and stimulating the integrated activities that would help the city or region to become more liveable, sustainable and, at the same time, to generate more tenable economic activities.

### 3 UPAT Principles

A UPAT initiative gathers a variety of planning and design professionals, both in terms of territorial coverage and the level of experience among them. Moreover, the UPAT programme is a part of the general strategy of ISOCARP, as a worldwide association of planning professionals, that strives to stimulate its members to work together on urban and regional planning projects for cities and regions around the world. The Urban Planning Advisory Team always works closely with local organisations and provides them with guidance, recommendations and practical solutions related to the planning issues. In addition, one of the success factors of the UPAT's most recent workshop relates to the close collaboration of both senior and young planning professionals. Through the Young Planning Professionals workshops and network, the 'next generation' of planners can build its own capacities, thus enhancing the vitality of ISOCARP as an open, learning, and worldwide society of planning professionals. The main UPAT principles and further details are presented in Figure 1.

When ISOCARP and the inviting parties agree on the scope of work, planning, and budget, and when a contract has been signed, a Call for Candidates goes out to all members of ISOCARP. Members have three to four weeks to send in their applications and their CVs. Out of 30–40 applicants on average, the Vice President of UPATs of ISOCARP together with the Local Coordinator, i.e. a local expert from a particular city or region, selects the Team Leader, the Rapporteur, who is in charge of the presentation and the report, and two to six senior and young planning professionals. In order to select a strong and balanced international team, the team selection is made on the basis of origin, experience, age, gender, capacity and talent of the applicants. It is important to note that each UPAT is specific, and adjustments can be made in order to achieve the desired tasks and results.

### 42 | 4 UPAT Roots: From Knowledge to Action

In 2004, ISOCARP started the UPAT initiative and organised the first UPAT workshop, or, more precisely, Urban Task Force (UTF) workshop, as they were initially called. This service was started for several reasons. The most important reason is that ISOCARP entered the new millennium and realised that the world had changed, planning had changed and that ISOCARP itself might need to change, too. In his remarkable *ISOCARP Millennium Report* (Wyporek, 2000), ISOCARP Vice President Bogdan Wyporek carefully and intelligently analysed the transformation of spatial development and spatial planning, reflecting on the themes and findings of the ISOCARP annual congresses between 1965 and

1999. The *Millennium Report* distinguished trends and changes, not only in the planning profession, but also within ISOCARP itself.

ISOCARP started in 1965 as a relatively small group of individuals studying, assessing and exploring the potential and limitations of spatial and economic planning of cities and regions in the post-war era. In 2000, ISOCARP found itself in a period of transition in a dynamic world within which it was becoming more and more important to strive for a balance between the contradictory interests of numerous stakeholders. It was essential to find new solutions for challenging demands of planning beyond the (then) conventional concepts of planning. Wyporek (2000: 15–16) described five main issues to be considered in the planning process: globalisation, community participation, negotiation, mediation, and the diversity and cultural identity of communities. New planning aspects would lead to new partnerships as well as new roles and positions for the planning profession. According to Wyporek (2000: 23–24), the turn of the planning focus should result in a mayor change for ISOCARP – the shift from a passive, observer and knowledge-based organisation into a leading and learning society that is much more actively involved in planning practice, planning research and planning education. With hindsight, we now realise that the *Millennium Report* opened the door to a new paradigm for ISOCARP.

Prof. Max van den Berg, *ISOCARP President 1999–2003*, also raised questions of how to cope with changes, what the new planning agenda looks like and how planners can be more effective in a changing and dynamic world. In his *State of the Profession*, van den Berg (2003: 2) calls for a reconsideration of the planning agenda and planning issues:

The aim was ordering space, improving living conditions and a fair division of space for all, taking all functions and interests into account. Emphasis was put on equality and uniformity and politics asked for comprehensive plans. Powerful governments developed land use plans with experts to reach that goal. Land use plans deal primarily with enduring settlement and fixed places, and governments and those who were willing to build according to the use plans did the implementation. Communities felt comfortable, served and protected. Those admission plans had little room for unforeseen initiatives or permanent adaptations. It also did not attract enough private investments. Gradually, governments limited the social-economic purposes of spatial planning to a narrow regulatory process.

Societies open up to the world; societal developments become connected with international developments. Dynamic changes in mobile societies result in a permanent reconsideration of the meaning of settlements and places. A new balance is needed between city and countryside, between nature and landscape, between infrastructure and environment, between local, regional and international developments. Flexibility and quick responses are needed. Time seems to become an enemy instead of a friend. We need to redefine planning issues. We have

# UPAT Urban Planning Advisory Team

## International Society of City and Regional Planners

"Knowledge for Better Cities"

Week	Activity & Responsibility
1	 Identify Project & Local Coordinator Local Representatives
2	 Submit Letter of Interest ISOCARP Local Coordinator
3	 Review & Approve Programme Proposal ISOCARP UPAT VP
4	 Assign Team Leader UPAT VP & Local Coordinator
5	 Publish "Call for Candidates" UPAT VP
6	
7	 Review & Select Senior Planners ISOCARP Programme Committee
8	 Determine Agenda Local Coordinator & Team Leader
9	 Select Young Planners Local Coordinator
10	 Distribute & Study Project Materials Programme Manager & Team Leader
11	
12	
13	
14	 Conduct Program Urban Planning Advisory Team
15	Day 1. Site Visit Clarify Issues & Gather Data
16	Day 2. Technical Presentations/Interviews Gather & Assess Data
17	Day 3. Analysis & Scenario Generation Development & Evaluate Alternatives
18	Day 4. Synthesis & Scenario Development Select Alternative Plan(s)
19	Day 5. Scenario Refinement Review & Refine Alternative Plan(s)
20	Day 6. Final Proposal Prepare Optimal Plan(s)
21	Day 7. Presentation Present Recommended Plan(s)
22	
23	
24	 Approve & Publish UPAT Workbook ISOCARP Programme Committee

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### ISOCARP

International Society of City and Regional Planners

ISOCARP is a global, non-governmental organisation; a network of professional planners recognised by the United Nations, UNESCO and the Council of Europe. Members are planners and other stakeholders involved in the development and maintenance of the built environment.

The objectives of ISOCARP are to improve cities and territories through planning practice, training, education and research. ISOCARP promotes the planning profession in all its aspects. ISOCARP keeps its focus on being a politically and commercially independent network of professional planners.

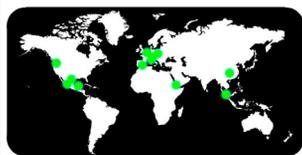
### UPAT

Urban Planning Advisory Team

The objective of an ISOCARP Urban Planning Advisory Team (UPAT) is to offer the extensive planning knowledge and experience of ISOCARP members to provide expert and independent advice to local and regional authorities and communities in a particular urban or regional topic.

### Projects

15 International UPATs Since 2004



### Topics

Environmental Design & Community Revitalization



City and Regional Planning  
Landscape and Urban Design  
Mobility, Transport & Tourism  
Heritage Conservation  
Sustainable Development  
Research & Education  
Assessment & Capacity Building  
Housing & Urban Renewal  
Disaster Preparedness & Recovery

### Connecting Cities

Exchange of Knowledge & Experience

The UPAT programme promotes and stimulates the active cooperation between regions and cities. The exchange of knowledge and experiences between regions and cities can help in finding solutions for profound problems and can assist in formulating strategic planning policies and visions for the future.

### Team Members

ISOCARP VP for UPATs, Local Coordinator, Team Leader, Programme Mgr, Sr Planners, Young Planners



**UPAT VP:** ISOCARP's Vice President is in charge of the program and represents the Executive Committee (EXCO) to the local / regional authorities and all interested parties. The VP helps define the scope of the programme and coordinates with the EXCO, Local Coordinator, Programme Manager and Team Leader.

**UPAT Programme Manager:** The PM provides logistics support throughout the process. **UPAT Rapporteur:** The Rapporteur writes and edits the UPAT Report with the contributions of the UPAT Team members and in close cooperation with the Local Coordinator, the Team Leader and the VP UPATs.

**UPAT Local Coordinator:** The ISOCARP member that is proposing the UPAT will usually be in charge of the general coordination of the process, before and during the exercise. A **Local Organising Committee (LOC)** includes local counterparts.

**Team Leader:** Considering the area of expertise of the UPAT subject, the UPAT VP and the Local Coordinator will assign an expert in the field as a Team Leader. The Team Leader is responsible for team coordination and final report presentation.

**Senior Planner:** Experts on relevant subjects will be selected to collaborate with the Team Leader, Local Coordinator, fellow Senior Planners and Young Planners to complete a report during the project visit. UPATs usually include five or more Senior Planners.

**YPP:** Young Planning Professionals are selected by ISOCARP and local universities by the Local Organizing Committee. Education in a planning-related discipline and IT skills are desirable. UPATs usually include some YPPs.

For more information on ISOCARP and UPATs, please visit the website at [www.isocarp.org](http://www.isocarp.org)

to understand the contemporary meaning of movement and settlement, of flows, of new regional and worldwide entities. We have to discover new location factors of the network society, modern demands on mobility and new demands on quality of place and settlement.

Of course, the situation in the world differs greatly and societies respond in many ways. One thing is clear: comprehensive planning with one dominant actor does not provide sufficient answers. Sector-, thematic- and project-defined issues, problems with a short life cycle, cross-border planning are added to the planning agenda. The mobile network society deals with regions and continents; social cohesion in multi-cultural societies asks for other provisions. New developments have to be embedded in urban structures. This leads to a puzzling agenda. To understand what is going on is only possible through extensive cooperation with more and other disciplines.

In answer to his call to reconsider the planning agenda and planning issues, one of the possible directions van den Berg saw was 'interactive planning' as an opportunity to combine forces and means of different partners in society and to attract hidden financial resources, unexpected knowledge and creative ideas. According to van den Berg (2003: 3–4):

Interactive planning is an opportunity for combining forces and means. It extracts hidden financial means, unexpected knowledge and creative ideas. Interactive planning assembles new actors around the planning table. Strategic planning tries to optimise means and aims. It tries to come to an agreement on combined input. Combined action is primarily the output. An important phase is the selection of the right actors. Considerations and negotiations as an interactive way of working have to be managed. Strategic planning makes use of concepts, which offers an opportunity to have a long timeframe for detailed and fragmented action. The role of government changes: mediating and moderating with modesty is more fruitful than acting from a powerful position. Governments often make use of private consultants. The role and position of planning practitioners differentiates accordingly. Sometimes, we serve private firms, sometimes NGOs, sometimes citizen's organisations, institutions and sometimes governments on all levels. Strategic planning and interactive working have proved to be more effective in implementation. It is flexible, supportive and innovative.

Fig. 1: Info graphic with all information about UPATs at a glance.  
(Source: Ric Stephens for ISOCARP, [www.isocarp.org](http://www.isocarp.org))

Max van den Berg observed, perceived and understood the actual changes in regional and urban planning of his time. Planning is a dynamic profession that needs to be reinvented and reanimated on a regular basis. He argued that in his time, professional practice and the academic world had grown too far apart and that both worlds could profit more from each other. In his experience, ISOCARP offers an important platform to present planning practices, to criticise and challenge each other, and to learn how to improve from other planners (van den Berg, 2003: 4).



## 5 UPAT Evolution: Knowledge Creation and Sharing

The step 'from knowledge to action' was a very big change in the DNA of ISOCARP. Hence, it took some time before the premises of the *Millennium Report* (Wyporek, 2000) were fully understood and implemented. As both Wyporek and van den Berg recognised, the world around ISOCARP has changed, the landscape of planning has changed, the role of government is changing and so ISOCARP must change, too. Although the foundation of a new and more active direction for ISOCARP has been laid, such a change did not happen overnight. When a considerable subsidy from the Dutch Ministry of Housing and Planning (VROM) was stopped in 2003, ISOCARP was confronted with an acute liquidity problem. The (then) Past President Max van den Berg and Executive Director Judy van Hemert came up with the proposal to organise one or more high-quality expert workshops every year. Related to regional or urban planning, these workshops would be commissioned and paid for by a client, led by the best possible team of ISOCARP members and operate in any field, on any topic or in any location. This idea was discussed and approved by the Executive Committee in April 2004 (van den Berg & van Hemert, 2004). Alfonso Vegara (President 2003–2006), successor to van den Berg, started this new ISOCARP activity as the ISOCARP UTF under the motto 'Knowledge creation and sharing'. As proudly described in the publication that celebrated the 40<sup>th</sup> anniversary of ISOCARP (cited in Ng & Ryser, 2005: 110), the objective of such activity is:

To offer an extensive planning experience and exercise of ISOCARP members for international planning projects, programmes and policies. The UTF is a 'bottom-up' initiative that activates ISOCARP members, who highlight UTF opportunities, and find sponsorship. ISOCARP assembles the UTF teams, which comprise ISOCARP members who volunteer their time. The team members are chosen for their familiarity of the planning issues involved. The UTF teams are multi-disciplinary, and give a holistic and objective look at the topic. Over an intensive four to five-day period, the UTF team visits the site, meets and brainstorms with local authorities and representatives, and then among themselves, finally formulating recommendations, which are presented at the conclusion of the UTF.

With such an initiative, ISOCARP moved from a reflective and knowledge-based organisation into an active and sharing society that is involved in planning practice, planning research and planning education. From the very beginning, the results of all UTFs and UPATs were shared with all members present at the annual congresses. More importantly, the teams of most UTF and UPAT workshops reflected a balanced mix of the ISOCARP members: experienced and young planning professionals, male and female academics, consultants and designers from private firms and planning practitioners working for local and regional governments – all worked together in the UTF and UPAT programmes.

For Vegara, changes in society and the way we plan cities and regions should also have a paramount effect on the way ISOCARP operates. In his *State of the*

*Profession*, Vegara (2006: 4, 8) shared his ideas about what he called 'the magic of urbanism':

We are experiencing dramatic changes in human activities, the economy and our societies. We need to re-invent urbanism and discover new instruments. We need to learn from the past and go beyond traditional planning. We need to expand our disciplinary boundaries and explore new horizons. (...) The urbanism of this new century is not a zero-sum game. The traditional way of relying on funds from municipal budgets will have a very limited effect on the transformation of the city. However, with a clear strategy for the future, with visionary leadership and the capacity for collaboration among the different actors of the city, the possibilities for the transformation of our environment are multiplied. (...) On the stage of globalisation, all cities – small, medium or large – are going to build their competitive advantages by emphasising their local identity and strengthening their global connections. The most attractive cities of the future, will not only be those that enjoy some geographical or historical advantages, they will also be cities that have strategic visions for the future based on their components of excellence. Urbanism can play a key role in the creation of competitive advantage. Each city has its own components of excellence that we need to discover and strengthen. These interrelated components make up the city's 'Cluster of Excellence'. Such a cluster connects the past and the future of the city, and is the backbone of its urban profile. It is the basis of the competitive advantage of the city, and the key to its future success and sustainability. In a world of hyper-competition, the only projects or initiatives with the capacity to create a competitive advantage are those based upon the strengths of the city, inspired by the uniqueness of the place, and on its cluster of excellence. The search for excellence is not confined exclusively to cities in the developed world. Cities that are less economically developed can also reach similar levels of coherence and balance.

48 | Without exception, the twenty-four UTF and UPAT workshops dealt with looking for and advising on the uniqueness of places and clusters of excellence in regions and cities. The format and the intended impact of the UTF and UPAT workshops reflected the new attitude and the role of urban planners. According to Vegara (2006: 8-9):

Today, more than ever, as planners, we must assume an even greater role: to go beyond planning, to go from advising to leading the real transformation of our cities and landscapes. We need to understand the value that we planners can create for cities through research and creativity. (...) I believe that planners are creative and highly committed people. I am convinced that we have the capacity to understand our cities. I am also convinced that we have the capacity to invent a coherent future for our cities. If we believe in the power of ideas, we must believe in the power of planners to improve our cities and to transform our

small planet. Change begins with leading ideas, and as planners, we have the responsibility and the capacity to lead the global challenge of building a sustainable future.

In 2007, the name of the Urban Task Force activities was changed into the Urban Planning Advisory Team, to avoid being wrongfully associated with the Urban Task Forces initiative chaired by Richard Rogers, the renowned British architect, stimulating the debate about the urban environment. The UTF/UPAT workshops turned out to be very important for ISOCARP in terms of an extra and welcome source of income for the society. When ISOCARP contracted with the Catalanian city of Sitges for six workshops in sequence, ISOCARP decided to make one of the Vice Presidents exclusively responsible for the UTF/UPAT programme. Ismael Fernández Mejía (2005–2008) and Francisco Pérez Arellano (2008–2011), both from Mexico, were the first Vice Presidents for UPATs, succeeded by Martin Dubbeling (2011–2014 and 2014–2017) from The Netherlands.

Gradually, the UTF and UPAT workshops and the processes needed for their organisation and report preparation became more sophisticated. For the outside world, the UTF and UPAT workshops made ISOCARP more visible, meaningful and vibrant, which contributed to its professional status and image. Internally, the UTF and UPAT workshops were an incentive, an extra opportunity for members to meet, exchange ideas and work together. The results of the workshops were presented, shared and discussed during the annual congresses and the reports were published on the ISOCARP website. Since the start of the UTF/UPAT programme, around thirty ISOCARP members from about thirty-five countries have participated in at least one workshop. At least twenty of them have joined forces more than once, often in the role of the Local Coordinator, the Team Leader or the Rapporteur. On many occasions, young planning professionals had a major role in the teamwork, e.g. taking care of the digital production of maps, image samples and collages with a speed and effectiveness that most of the senior planners could only dream of. The detailed list of all the UTF/UPAT workshops held between 2004 and 2015 is presented in Appendix I.

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# The Variety of Spatial Problems: Topics, Scope, Scale, and Planning Conditions

**Martin Dubbeling**

## 1 Introduction

Although the twenty-four UTF and UPAT workshops followed the same organisational structure, every single workshop was carefully prepared and tailored for the specific occasion. The process starts with an initiative by an ISOCARP member who proposes the possibility of organising a UTF or UPAT in a particular city or a region. This is followed by the mutual agreement between the ISOCARP member and local and/or regional representatives on the topic, scope, planning and budget. ISOCARP then prepares the project documents, sends out the Call for Candidates, selects the most appropriate team and ensures that all team members meet with the client, work together on site and, in the end, deliver a presentation and a report. Looking back at the twenty-four UTF and UPAT workshops, we can see that they came in many different forms and addressed a wide variety of topics. The workshops can be divided into five groups with similar assignments and tasks. Hence, six UTF and UPAT workshops dealt with regional planning, five with urban regeneration and transformation, four with spatial planning and infrastructure, two with the integral planning of parks and five with facilitating innovative planning processes. More detailed information about thematic differences between the various UPAT workshop groups are provided in the following sections.

## 2 Regional Planning

The UPAT workshops dealing with the topic of regional planning were held in the following cities and/or regions: La Rioja, Sitges, Guadalajara, Zurich, Szczecin, Perm, Gaza, and West Bank. More details are given in Table 1.

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### La Rioja

The inaugural UTF workshop (2004) was devoted to the topic of regional planning. More precisely, it offered suggestions to the regional government of La Rioja in Spain for the development of the Alto Cidacos Valley, one of the most economically depressed areas in La Rioja. The Alto Cidacos Valley, with Enciso as the central settlement, has an attractive rustic rural environment, and is one of Europe's most important sites for prehistoric dinosaur trace fossils. The existing economic realities notwithstanding, the UTF identified the opportunity

to develop new activities that could stimulate local investments. This mainly referred to the support and expansion of rural tourism 'in the footprints of dinosaurs', and the strategic development of Enciso as a service centre for the Alto Cidacos Valley, as well as for a part of the adjacent Soria province. The first UTF workshop was also a joint cooperation with staff and students from the University of Porto and the University of Carlos III in Madrid (Ng & Ryser, 2005: 111).

Table 1: Regional Planning as the Main Topic of a UPAT Workshop

No.	Year	Team leader	Country	Location	Title
1	UTF 2004	Javier de Mesones	Spain	La Rioja	Regional, Social and Economic Development
8	UPAT 2007	Peter Jonquière	Spain	Sitges (III)	El Garraf Regional Plan
11	UPAT 2008	Fráncisco Pérez Arellano	Mexico	Guadalajara	Pan American Games Urban Legacy
12	UPAT 2008	Peter Jonquière	Switzerland	Zurich	Regional Plan for the Limmat Valley
13	UPAT 2009	Milica Bajić Brković	Poland	Szczecin	Prospects for the Szczecin Metropolitan Area
18	UPAT 2012	Pietro Elisei	Russia	Perm	Perm Science City and Knowledge Hub
23	UPAT 2015	Jeremy Dawkins	Palestine	Gaza	Capacity Building and Test Planning Exercise
24	UPAT 2015	Jeffrey Featherstone	Palestine	West Bank	Capacity Building and Test Planning Exercise

(Source: Author)

### Sitges III

52 | The city of Sitges is a part of the Garraf region in Cataluña, Spain, which comprises six municipalities and shares a rich but limited territory. The region is situated on the coast between Barcelona, 35 km to the north, and Tarragona, an industrial city 50 km to the south. These two cities were growing at a very fast pace, menacing the Garraf region located in between. In collaboration with the six municipalities in the Garraf region, the third UPAT workshop in Sitges (2007) focused on three strategic planning issues (Jonquière, 2007):

1. Determining the strategic and distinctive position of the Garraf region
2. Improving and stimulating a cohesive cooperation between the six municipalities on a strategic level
3. Generating a long-term development strategy for the Garraf region with joint objectives and projects

## **Guadalajara**

The UPAT workshop in the city of Guadalajara (2008), the second largest metropolitan agglomeration in Mexico with four million inhabitants, aimed at preparing the state of Jalisco and the city of Guadalajara for the Pan-American Games in 2011. These games were an incentive for the local authorities to renew and revitalise the city and generate a strong impulse towards its future development. The UPAT team analysed and assessed both the revitalisation processes and the urban renewal projects and activities programmed up to that point. In order to assist the regional, metropolitan and local government in attaining the objectives of metropolitan renewal in the best possible way, the UPAT team provided recommendations and proposals about the necessary improvements in the metropolitan infrastructure and mass public transport system. The UPAT team focused on the strategic planning of and linkages between the sports venues and facilities that could also initiate and stimulate future downtown and residential developments after the Pan-American Games (Pérez Arellano, 2008).

## **Zurich**

In 2008, the international UPAT team met in Zurich and worked closely with a local planning team, a group of five PhD students from ETH Zurich, as well as a group of regional stakeholders. The UPAT workshop was a part of the process of testing and improving the hypotheses on the spatial planning and development of the Limmat Valley. This valley is one of Switzerland's most densely populated areas, providing living space to more than 200,000 people. The valley is a part of the Zurich metropolitan region, an area of approximately 1.7 million inhabitants. The valley is characterised by the parallel lines of the river, the adjacent railway, the motorway and road lines, and strong spatial, functional and social fragmentation. Based on the findings of the UPAT team, the local planning team conducted intensive bilateral discussions with authorities on different levels and prepared a long-term concept for the spatial development of the Limmat Valley (Pérez Arellano & Stellmacher, 2009).

## **Szczecin**

The main mission of the UPAT workshop in Szczecin (2009) was to identify recommendations for developing a metropolitan area spatial plan within the framework of an overall regional development. The UPAT team was asked to focus on the factors that determine Szczecin's metropolitan functions and activities, metropolitan transportation network and trans-border cooperation and development. Szczecin, the capital of the West Pomerania region, is the seventh largest city in Poland with 414,000 inhabitants and located in the northwest corner of Poland near the border with Germany – and only 120 km from Berlin. The results of the Szczecin UPAT were included in the strategic planning policy documents of the region (Gossop, Engelke & Pérez Arellano, 2009).

## Perm

The assignment for the Perm UPAT (2012) was to contribute a vision, a strategy and practical steps towards developing the Russian city of Perm into a 'science city'. The project aimed at exploiting the further urban development of the universities, infrastructure, equipment and intangible assets that could help the city of Perm develop a coherent and effective urban strategy that would lead Perm towards becoming a knowledge hub. One of the challenges facing Perm is changing its identity from an industrial city into a science city on the border of Europe and Asia. With slightly less than 1 million inhabitants, Perm hosts eight different universities, which are spread around the city. The joint decision and shared interest of both the Ministry of Education of the Perm Region and the City of Perm with the Perm UPAT team was a starting point to create a vision and a strategy for the city to become a significant connection node between Europe and Asia (Elisei, Modder & Dubbeling, 2013).

## Gaza and Central West Bank

Commissioned by the UN-Habitat and the United Nations Development Programme (UNDP), two Urban Planning Advisory Teams developed and presented a spatial vision for Gaza and the heartland of the West Bank, including East Jerusalem (2015). Two teams of five international and regional urban planners from ISOCARP worked closely with local Palestinian planning experts, practitioners, and officials on spatial development strategies for Gaza and the central West Bank. The team that went to Gaza focused on a long-term vision for the entire Gaza Strip; aspiring to contribute to a recovery plan from the last war, which took place in 2014. In parallel to that, the other team focused on the central areas of the West Bank, including East Jerusalem, Ramallah, Bethlehem and Jericho; aspiring to develop an integrated vision across the current artificial divisions of Areas A and B (governed by the Palestinian Authority) and Area C (under full Israeli military control).

54 | Upon their return, both teams looked into establishing spatial links between Gaza and the West Bank. Both teams worked under the two-state solution parameters of an independent integrated State of Palestine with physical connections and open borders. Both planning teams combined intensive field visits with multiple meetings and discussions with local planners and stakeholders, exchange and capacity building activities, and visioning and designing sessions to compile initial ideas and proposals. A joint proposal and presentation was conducted for senior Palestinian stakeholders, including the Ministries of Local Government, Planning, Transport and Agriculture, the National Spatial Planning Unit, the Palestine Negotiations Support Unit and representatives from universities and planning NGOs and consultancies. The presentation of the Gaza and West Bank UPAT teams was welcomed as a valuable contribution for further professional discussion and as input for the Palestinian National Urbanisation Strategy, currently being prepared by the Ministry of Local Government with support from UN-Habitat. In addition, it was also being prepared as input to the National Spatial Plan, currently being prepared by the National Spatial

Planning team with support from UNDP and UN-Habitat, and ultimately as part of a national vision for an integrated State of Palestine (ISOCARP, 2015).

### 3 Urban Regeneration and Transformation

Urban regeneration and transformation were elaborated during the UPAT workshops in Sitges, Cancun, Shantou, and Tlalnepantla (Table 2).

Table 2: Urban Regeneration and Transformation as the Main Topics of a UPAT Workshop

No.	Year	Team leader	Country	Location	Title
2	UTF 2005	Peter Ross	Spain	Sitges (I)	Urban Regeneration of Sitges
3	UTF 2006	Pablo Vaggione	Mexico	Cancun	Disaster Management Cancun
5	UTF 2006	Fráncisco Pérez Arellano	Spain	Sitges (II)	Upgrading Public Space in the Historic Centre of Sitges
19	UPAT 2013	Amos Brandeis	China	Shantou	Organic Regeneration of the Historic Centre of Shantou
20	UPAT 2013	Wiakeen Ng	Mexico	Tlalnepantla	Transformation of the Historic Centre of Tlalnepantla

(Source: Author)

#### Sitges I

The second Urban Task Force and the first of five workshops in Sitges (2005) was convened by the City Council of Sitges to envision how the city could take advantage of the underground relocation of the existing railway tracks that bisect the city. The location of Sitges on the coast, its proximity and convenient connections with Barcelona helped the city become not only a holiday resort town, but also a highly populated residential commuter city. Today, the city of Sitges is a Mediterranean city in the metropolitan region of Barcelona, with a population of approximately 24,000 residents that increases to upwards of 90,000 during the summer tourism months. The UTF team offered suggestions on optimal use and urban design of the freed-up strip of railway land, how to take advantage of multi-modal transportation and comprehensive planning, and how to organise possible financial arrangements for such investments (Ng & Ryser, 2005: 112).

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#### Cancun

The UTF that took place in Cancun, Mexico in 2006 provided local authorities with a fresh, rational, sustainable and implementable set of ideas towards urban improvement within four months after the Yucatan Peninsula was struck by the Category 5 Hurricane Wilma in October 2005, damaging 95% of the tourism infrastructure of Cancun. The UTF acted as a quick-response team, initiated, organised and supported by the active network of committed ISOCARP mem-



bers in Mexico. They provided the city with three scenarios with different planning strategies for the resilient and coherent rehabilitation of Cancun (ISOCARP, 2006). The diagnosis and ensuing planning recommendations of the UTF team included improving Cancun's preparation for potential natural disasters whilst inspiring an urban model that balances growth and a sustainable horizon. The holistic planning approach comprised aspects of a dynamic economy, an integrated society, and an improved quality of life for all the citizens in the region (Arellano, Reilly & Vaggione, 2014).

### **Sitges II**

The second Urban Task Force workshop in Sitges (2006) focused on upgrading the public space in the historic centre of Sitges and brought the results of the first UTF workshop in Sitges (held in 2005) into a broader perspective. The follow-up UTF workshop compared and benchmarked the qualities and opportunities of the historic area of Sitges with successful urban regeneration and transformation projects in other cities, such as Bilbao and Barcelona. The analyses and recommendations of the UTF provided the city with concrete and leading ideas about finding and improving its urban identity, the positive effect of carefully situated iconic buildings in historic cities and the virtues of 'gracious neighbourhoods' as well as a car-free city centre. The second Sitges UTF also provided Sitges with a wide array of tools and instruments to assist in making the steps from visioning towards implementation (ISOCARP, 2006a).

### **Shantou**

The Shantou Rural and Urban Planning Bureau hosted the second UPAT workshop in China (2013). Shantou is a coastal city in southeast China with 5.5 million inhabitants and is one of China's five Special Economic Development Zones. Shantou was one of first open ports of China and has a unique historic centre with both Asian and European architecture. The City of Shantou had adopted the comprehensive Shantou Strategic Development Plan and was seeking practical concepts, designs and solutions for specific sites and projects (Wang & Dubbeling, 2013). The task of the Shantou UPAT team was to assist the Shantou Rural and Urban Planning Bureau and the Institute of Urban Planning and Design of Nanjing University with the organic regeneration of the historic and downtown areas of Shantou with practical visions, designs and implementation tools. The results of the UPAT workshop were used as one of the planning products for the follow-up of the Shantou Strategic Development Plan and the Shantou Master Plan (Brandeis, Appenzeller & Dubbeling, 2013).

### **Tlalnepantla**

The UPAT workshop for Tlalnepantla de Bazis (2013), part of Greater Mexico City, also dealt with an historical city centre. Tlalnepantla's historical centre covers more than 6 km<sup>2</sup> and is facing severe problems, such as the decline of the economic functions, the lack of urban quality and loss of cultural identity. The City of Tlalnepantla asked ISOCARP to help with the first phase of an urban

revitalisation process by presenting an independent assessment of the problems and providing new ideas for the future redevelopment of the area. The Tlalnepantla UPAT team suggested lowering the pressure of motorised traffic by developing public transport and bicycle lanes in the centre, and making the centre more attractive by adding green spaces and trees. The changes in the physical structure of Tlalnepantla should enhance the development of high-density, high-quality urban housing mixed with other urban functions, such as commerce, services, restaurants, and culture (ISOCARP, 2013).

## 4 Spatial Planning and Infrastructure

The UPAT workshops dealing with the topic of spatial planning and infrastructure were held in the Schiphol region, Schwechat, Cuenca, and Sitges. More detailed information is provided in Table 3.

Table 3: Spatial Planning and Infrastructure as the Main Topics of a UPAT Workshop

No.	Year	Team leader	Country	Location	Title
4	UTF 2006	Chris Gossop	The Nether- lands	Schiphol Region	Ideas for the Schiphol Airport Master Plan
7	UTF 2007	Judith Ryser	Austria	Vienna- Schwechat	Vienna-Schwechat Airport Area Master Plan
9	UPAT 2008	Alex MacGregor	Spain	Cuenca	Upgrading and Mobility for the Historic Centre of Cuenca
16	UPAT 2010	David Prosperi	Spain	Sitges	Railway System Transformations and their Impact

(Source: Author)

### Schiphol Region

58 | The Schiphol Region Urban Task Force (2006) reflected on a new plan for the development of the area between Amsterdam's Schiphol Airport, the cities of Amsterdam, Leiden and The Hague, and the North Sea Coast. The region was in need of an integrated spatial vision covering the period up to the year 2020 for the accommodation of 10,000–20,000 housing units, business development, areas for recreation and leisure, infrastructure and water retention areas. One of the main issues was to overcome the restrictions for the development of residential areas, given the negative environmental effects caused by the steadily growing Amsterdam Schiphol Airport. The Schiphol Region UTF team advised focusing on the international and competitive position of the area as a part of the Global City Region Amsterdam. According to the international UTF team, there was great potential in the mutual benefits for the Amsterdam Schiphol Airport and nearby high-quality mixed-use districts. To achieve this, the Schiphol Region should initiate an innovative, comprehensive and appealing vision with all the stakeholders in the region (Schaafsma, 2006).

## **Vienna-Schwechat**

A year after the Schiphol Region Urban Task Force, a second UTF was initiated with the assignment to advise how the economic benefits of an international airport and its embedment in the region could be improved. The Vienna-Schwechat UTF (2007) advised the two key players, the municipality of Schwechat and Vienna International Airport, on how the area around the airport, Schwechat in particular, could be scaled up and transformed from a multi-modal transport and logistics hub into an international knowledge hub. The UTF team worked closely together with a team of local experts. Together, they made recommendations on how to benefit from and improve the creative synergies between the following four key elements in order to attract and retain highly educated knowledge workers (Ryser, 2007):

1. Schwechat's existing industries and brands, e.g. refinery, plastics factory, brewery
2. The outstanding transportation network: international airport, motorways, rail system and Danube port
3. Existing links with Vienna Technical University in order to develop new R&D activities
4. The excellent living conditions in and around Vienna

## **Cuenca**

Cuenca is a UNESCO-listed historic city with 53,000 inhabitants in central Spain, just between Madrid and Valencia, two metropolitan areas of significant and sustained growth that form the emerging axis Lisbon–Madrid–Valencia. The Cuenca UPAT (2008) was initiated to prepare the city of Cuenca for the high-speed train network (AVE), on the line that links Madrid and Valencia (under construction in 2008). After its completion in 2010, Cuenca is now 45 minutes from Madrid and 30 minutes from Valencia. The Cuenca UPAT team explored the spatial opportunities and strategic growth options in the city created by the new AVE Cuenca Station, which is separate from the urban fabric. The Cuenca UPAT team also advised the city on how to improve the quality of the historic city centre, how to link the city of Cuenca with the AVE station by light rail and how to best use the area released by the relocation of existing rail tracks right in the heart of the city (ISOCARP, 2008).

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## **Sitges V**

The fifth and last UTF/UPAT workshop in Sitges (2010) focused on the chances and benefits of the transformation of the railway system in the Garraf region, which has the city of Sitges as its centre. The international team from ISOCARP collaborated with a team of Catalanian and international young planning professionals as well as with experts and representatives of regional and national government levels and railway companies. The UPAT workshop tackled the problem that Sitges was facing, namely, the railway network in Spain needed a major modernisation on the national level and in the metropolitan region of

Barcelona. This could have positive and negative effects for the city of Sitges and other smaller coastal cities in the region. The present railway lines now divide Sitges into two parts, which was the common thread of three of the four preceding UTF/UPAT Sitges workshops. Modernisation and upgrading could result in an aggravated situation with more trains passing through Sitges and causing more environmental damage. It could also lead to bypassing Sitges with a new combined railway station outside the city. The Sitges UPAT team elaborated on new opportunities for development that would require a new firm vision and investments in order to connect the historic centre of Sitges with the new railway station (ISOCARP, 2010).

## 5 The Integral Planning of Parks

The UPAT workshops in Sitges and Wuhan dealt with the topic of the integral planning of parks (Table 4).

Table 4: The Integral Planning of Parks as the Main Topic of a UPAT Workshop

No.	Year	Team leader	Country	Location	Title
14	UPAT 2009	David Guggenheim	Spain	Sitges (IV)	El Garraf Natural Park
17	UPAT 2012	Ric Stephens	China	Wuhan	Wuhan East Lake Scenic Area

(Source: Author)

### Sitges IV

The fourth Sitges UPAT (2009) focused on El Garraf Natural Park and the Olèrdola County Park. Together, they cover nearly 130 km<sup>2</sup> and form a natural border between Sitges and the surrounding municipalities. The two legally protected parks have a predominantly rocky and rugged landscape. El Garraf Natural Park and Olèrdola County Park offer visitors a whole network of facilities and services for public use, such as information centres, programmes linked to archaeology, pedagogy, history, art, gastronomy and facilities to host exhibitions, workshops, courses and conferences. Leisure activities also include a series of sign-posted nature walks and guided itineraries. Together with a team of young Spanish planning professionals, the El Garraf Park UPAT team assessed the economic, social and landscape qualities. The combined results provided a medium-term strategy to improve social uses and economic activities throughout the year (ISOCARP, 2009, 2010).

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### Wuhan

The first UPAT hosted in Wuhan, China (2012), provided development strategies and sustainable concepts for the Wuhan East Lake Scenic Area. The Wuhan East Lake is the largest inner city lake in China. An essential element in the ecological spatial system of Wuhan, the East Lake Scenic Area covers 65 km<sup>2</sup>, half of the area being the lake itself (Liu, He & Wang, 2011). The Wuhan UPAT

team suggested integrating a high-quality tourism development along with the conservation and enhancement of the East Lake's unique natural environment. The UPAT team shared its experiences from similar international practices with their host, the Wuhan Planning and Design Institute, while also initiating sketch sessions for discussions on the opportunities and threats of the planning area. After the visit to Wuhan, the UPAT team produced the Development Strategies and Sustainability Concepts Report for the Wuhan East Lake Scenic Area. The report addresses ecological preservation, tourism, and transportation, and presents a conceptual design for an enhanced visitor experience, a cleaner and healthier lake environment, improved accessibility and a more vital economic future for the Wuhan East Lake Scenic Area (Stephens, Gossop & Dubbeling, 2012).

## 6 Facilitating Innovative Planning Processes

Facilitating innovative planning processes was of particular interest for the following UPAT workshops: Rijswijk, Damascus City, Junction City, Lincoln City, Singapore, Shantou, and Nanjing (Table 5).

Table 5: Facilitating Innovative Planning Processes as the Main Topic of a UPAT Workshop

No.	Year	Team leader	Country	Location	Title
6	UTF 2007	Ric Stephens	The Netherlands	Rijswijk	New functions for an Urban Hub in Rijswijk-Zuid
10	UPAT 2008	Ric Stephens (local coordinator)	USA	Damascus, Junction City and Lincoln City	Oregon International Urban Planning Advisory Team
15	UPAT 2010	Jeremy Dawkins	Singapore	Singapore	Livable Cities for The Philips Center for Health and Well-being
21	UPAT 2013	Guy Castelain Perry	China	Shantou	Jury International Urban Design Competition Shantou New East Coastal Area
22	UPAT 2013	Dhiru Thadani	China	Nanjing	Nanjing Jiangbei New District

(Source: Author)

### Rijswijk-Zuid

Rijswijk is an historical, mid-sized city with a population of 47,000 and part of The Hague agglomeration in The Netherlands. The Rijswijk Urban Task Force (2007) provided the City of Rijswijk with an analysis and two approaches to developing a 240-hectare (600-acre) site known as Rijswijk-Zuid (South Rijswijk). The site is actually a buffer zone between the urban areas of Rijswijk and Delft with an interesting cultural history, but also a hazardous material research site (biological and chemical development, explosives and viral diseases), greenhouses, sewage facilities, community gardens, plots with residential functions,



parkland on a former garbage dump and a chemical enterprise. The Rijswijk UTF discussed, elaborated and tested the programme, spatial integration, urban and landscape layout and the planning process of the area through two innovative development strategies. Afterwards, the City of Rijswijk adopted and implemented many of the recommendations of the UTF team (Stephens, 2007).

### **Oregon**

With its brief interactions between representatives of Lincoln City, Junction City, Damascus, the City of Portland and the representatives of ISOCARP, the Oregon UPAT (2008) was more like a road show than a regular UPAT workshop. It did not deal with one specific planning issue at one particular place, nor was there a regular UPAT team, but rather a group consisting of the Executive Committee of ISOCARP (who were having one of their annual meetings in Oregon) supplemented with two selected UPAT team members. The group was invited to Oregon by active ISOCARP members, who also arranged the participation of the UPAT team in interactive meetings with planning officials and community members. This was part of a currently running bottom-up planning process in the above-mentioned cities. Over a period of eight days, an impressive array of meetings, tours, *charrettes*,<sup>1</sup> design workshops, exchanges with communities, public presentations and seminars were scheduled in a handful of places, resulting in many local presentations and in a closing conference, Making Great Communities Happen, at Portland State University, organised by the Oregon Chapter of the American Planning Association (APA) (Stephens, 2008).

### **Singapore**

ISOCARP, together with the Philips Center for Health and Well-being, convened a UPAT in Singapore (2010) focused on values for liveable cities of the future. The UPAT team was asked to think 'outside the box', and to develop practical and original solutions that would improve the quality of life and communities in sustainable cities, focusing on South East Asia. The team gathered in Singapore, keen to contribute to one of the most pressing challenges of our times: How will it be possible, in a low-carbon world of finite resources, with nature under great pressure, to fulfil the aspirations of the majority of humanity to live in good cities? The team worked intensively, met with experts, learned about the Singapore experience, worked through complex issues and brought together the expertise of a team of planners from different parts of the world with practical experience in very different settings. The UPAT report, entitled *Liveable cities in a rapidly urbanizing world*, addresses the phenomenon of 'non-city rapidly urbanizing regions', examines 23 case studies of urban initiatives, and puts forward original 'practical solutions' as immediate first steps towards more liveable and sustainable cities and urban regions (Dawkins & Dubbeling, 2010; Dawkins, 2011).

### **Shantou East Coastal Area**

In 2013, after the UPAT workshop on the organic regeneration of the historic centre of Shantou, ISOCARP was asked by the Shantou Rural and Urban Planning

Bureau to form a jury and select three Chinese and four foreign ISOCARP members for an international urban design competition for the Shantou East Coastal Area. This is an area of roughly 20 x 20 km of land partially reclaimed from the sea. Over a period of four full days, the ISOCARP jury assessed, compared and discussed the entries of three international design teams NBBJ (USA), ARUP (Hong Kong SAR) and KuiperCompagnons (The Netherlands) and Paul Andreu Architecte Paris (France). Before arriving in Shantou, the jury was provided with submittal books by the contenders along with their designs and taken on a site visit with officials to learn about the site's development and its progress. During the second day, the jury focused on documentation, illustration boards and video presentations, followed by intensive discussions of the individual projects' merits. The third day was devoted to interviews with each of the design teams followed by a collective visit to the models, which allowed further discussion on specific urban design features. The final result (after long negotiation process) was a clear and unanimous decision that was made public during the award ceremony and documented in an extensive jury report (Dubbeling & Castelain Perry, 2013).<sup>2</sup>

### **Jiangbei New District**

Normally, a UPAT team convenes only once. However, during the Nanjing UPAT (2013), things were different. In five-month period, the Nanjing UPAT team met four times with Nanjing planners and officials about the Jiangbei New District, an important development area for both the city of Nanjing and Jiangsu province. Situated north of the Yangtze River, it covers an area of 2,450 km<sup>2</sup>. By 2049, the district will have residential areas for more than four million inhabitants, and several central business districts and industrial clusters. The city of Nanjing took the challenge to transform the Jiangbei New District into a strategic demonstration zone for (inter) regional and economic development. Experts from ISOCARP and the Urban Planning Society of China (UPSC), carefully reviewed the plans, shared their experiences of related international practices, and initiated sketch sessions in which opportunities and risks of the planning area were discussed. The teams addressed the themes of urban transportation and transit-oriented development (TOD), water management in the catchment areas, sustainable, ecological and low-carbon urban development, industrial transformation, and urban design. The Nanjing UPAT team identified eight 'principles' and strongly advised their consideration in the subsequent steps and phases of planning, urban design and development of the Jiangbei New District (Piracha, Thadani & Dubbeling, 2013).

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### **Endnotes**

- <sup>1</sup> A period of intense work, typically undertaken in order to meet a deadline ([www.oxford-dictionaries.com](http://www.oxford-dictionaries.com)).
- <sup>2</sup> "One Shantou" by NBBJ and "Return to Shantou" by KuiperCompagnons and Paul Andreu Architecte Paris shared the first prize, while "Smart Chaopolis" by ARUP won the second prize.

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# The Young Planning Professionals Perspective: Reinvent Planning

Martin Dubbeling

## 1 Introduction

Nowadays, it is widely understood that regional and urban planning is no longer confined to a closed category of (senior) professionals. Planning is being redefined to address anyone committed to the city, thus comprising the key components of a planning approach: consideration and integration of a kaleidoscope of interests, connection between the short- and long-term goals and the drive to overcome the conflicts between different interests. Those who have fully understood such a demand will make up the next generation of city builders and thus develop the solutions for our urban challenges. Urbanisation can be seen as a threat, however, today we can proudly announce that over the past few decades, it has been increasingly recognised as a positive force. The innovative and energetic character of urban life means that cities act as the engines of national economies, driving wealth creation, social development and employment. The urban environment acts as the primary locus for industrial and technological progress, entrepreneurship and creativity. Despite such advantages, urbanisation also provides challenges that differ throughout the world.

The main challenge is concerned with the use of cities' innovative power in order to create new forms of sustainable and inclusive growth that will save our economy. For ISOCARP, this means that cities have to cope with all kinds of changes, to come to grips with a new planning agenda, and to explore how planners can be more effective in a changing and dynamic world. However, as a leading planning society, ISOCARP realised the necessity for active involvement in planning practice, planning research and planning education (Wyporek, 2000: 24). Therefore, encouraging, stimulating and involving the new generation of young planning professionals in solving demanding contemporary spatial problems is one of the main tasks for ISOCARP.

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## 2 New World: New Generation

In 1991, ISOCARP President Javier de Mesones (1990–1993) initiated the idea of an international forum for younger planning professionals and the first workshop for young planners was organised prior to the 26<sup>th</sup> ISOCARP Congress in Guadalajara, Mexico. More precisely, the Young Planning Professionals (YPP) workshop consists of an international team of twenty to twenty-five young



planning professionals, and a small team of international workshop coordinators working together for four days in a studio environment. The aim of such workshops is to bring together practising planners and designers to exchange experiences and give young planners from all over the world a chance to work together in small groups on interesting planning tasks. Together, they create their own opportunities while discovering worldwide differences in planning systems, issues, concepts, resources and skills (Brandão Alves, 2002: 5). The first YPP workshop in Guadalajara was an instant and memorable success. According to De Mesones (cited in Ng & Ryser, 2005: 107):

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The young planners' workshop was conceived as an opportunity for young professionals from around the world to work together on a local planning issue with the help of experienced planners. These young planners would also be able to attend the rest of the congress activities. The results of the young planners' workshop would be presented in the plenary session to the other congress participants. The activity gained momentum, and similar workshops were organised for the congresses of 1992 (Cordoba, Spain), 1993 (Glasgow, UK), and Prague (Czech Republic), which were the ones organised during my term as president. Now the young planners' workshop is one of the flagship activities of ISOCARP. Among the young planners that have participated in these workshops are some of today's well-known professionals and academics. Some even have positions of responsibility within ISOCARP.



In his *State of the Profession* (Domicelj, 1996: 4), ISOCARP President Serge Domicelj (1993–1996) already referred to the workshops of the young planning professionals as a successful operation: “Though providing new energy and a reassuring voice in the ISOCARP agenda, there are as yet untapped possibilities for an even more effective programme. The views of young professionals could be posed at the Congress and articulated as an alternative viewpoint in times of rapid change.”

A chapter about the young planners’ workshops in the book *Four Decades of Knowledge Creation and Sharing*, which celebrated the 40<sup>th</sup> anniversary of ISOCARP (Ng & Ryser, 2005), suggests that the older members observed, perhaps a little enviously, the competition for admission to the workshop, the creative spirit of the workshop itself and the enthusiastic response of the participants. The young planners’ workshop has become a source of meaningful debate for ISOCARP, resulting in new ideas and a rejuvenation of the membership. The workshops have developed an unmistakable style. It is not only a unique opportunity for young planning professionals and post-graduate students from around the world to meet and exchange technical and scientific knowledge, it is also a basis for making life-long friends (Ng & Ryser, 2005: 102).

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In 2015, ISOCARP can look back at twenty-eight successful YPP workshops. A quick calculation indicates that since 1991 between 700 and 800 young planning professionals have participated in these workshops and thus taken part in the ISOCARP congresses. Since 1991, ISOCARP has organised a young planners’

workshop or young planning professionals' workshop prior to each annual congress. In the past few years, ISOCARP has organised two YPP workshops a year.

The structure and organisation of the YPP workshops have improved each year. As they have evolved over time, they may serve as an example of the typical approach of a *charrette* – hovering between utopian ideas and political analyses, urban design and policy recommendations – but always carried by the cooperative spirit of the newly formed international complementary groups rather than competitive groups. Typically, the basic structure of the Young Planning Professionals' workshops is set up along the lines of a specific study area, a methodology that deals with three main points (Ng & Ryser, 2005: 104):

1. Perception and understanding of the study area, focusing on the specific topic (often related to the overall theme of the annual congress)
2. Statement of the planning problems in view of the topic of the study
3. Proposals for overcoming the problems stated and assessed

The Young Planning Professionals workshops were thus leading the way for more experienced and long-standing members of ISOCARP to do the same and translate their knowledge into action.

### 3 A Generation Merge

Organised in 2004, after fourteen YPP workshops had been held, the first Urban Task Force (UTF) was led by Past President Javier de Mesones and Fernando Brandão Alves, who initiated the YPP workshops in 1991. This UTF for the Alto Cidacos Valley in La Rioja in Spain was a joint cooperation with staff and students from the University of Porto and the University of Carlos III in Madrid. The UTF was not only rooted in the tradition of the YPP workshop, but the UTF also consisted of an even number of senior and young planning professionals. In a way, the roles were reversed. ISOCARP had conceived the YPP workshop as an opportunity for young professionals to work together on a local planning issue with the help of experienced planners. However, the young planning professionals helped the more established generation of the ISOCARP membership in conducting creative workshops with quick and convincing results. In most of the twenty-four UTF and UPAT workshops, young planning professionals had a more than supporting and constructive role in making maps, visualisations and presentations. They helped ISOCARP develop a test-planning tool and contributed to the constant reinvention and evolution of the planning profession.

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According to Piotr Lorens, Professor and Head of the Department of Urban Design and Regional Planning at Gdansk University of Technology as well as the current Vice President of ISOCARP Young Planning Professionals, it is important to actively involve the next generation of planners, whether they are master's degree students, doctoral students or in the first years of their careers, in this on-going process of reinventing the planning profession (cited in Harsema, 2014: 24-25):

What we need to address is that theories and practices of planning change every decade or so and that there are big differences between countries and regions. The sooner they get in contact with students and young planners as well as more experienced planning professionals in other countries, the better. We organise the international Young Planning Professionals (YPP) workshops once or twice a year and offer young planning professionals the opportunity to present their papers at our annual congress and open wide the doors to the planning profession. It makes them smarter, they acquire internships and some even get jobs because of their active involvement in our activities. All we have to do, as ISOCARP, is to establish a worldwide network of ambitious and talented young planners, stimulate them to learn from the mistakes of previous generations of planners, and to think independently, as we did when we came into the profession ourselves.

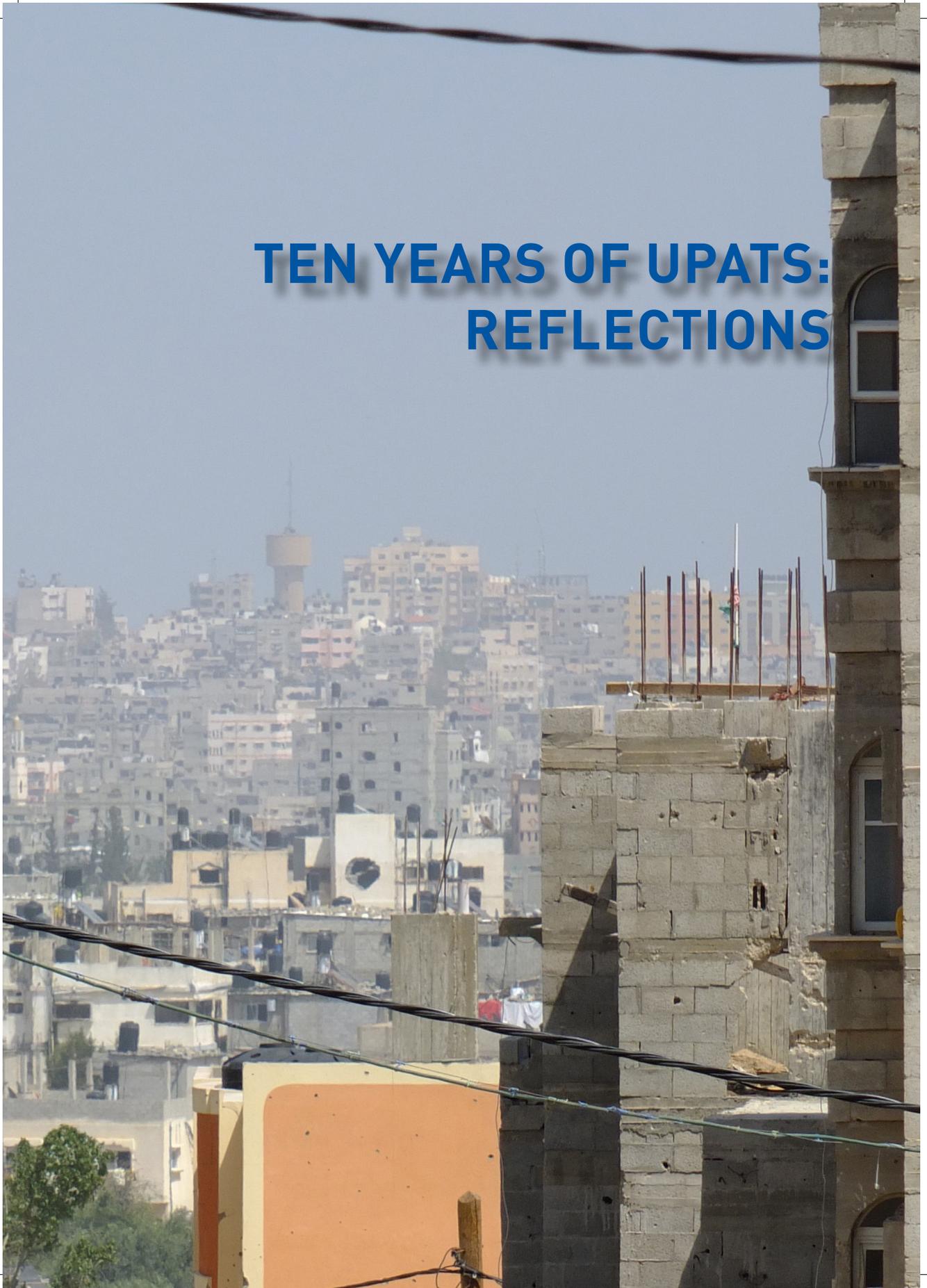
From the very beginning of the UTF and UPAT programmes and the first test planning exercises, independent thinking of both young and more experienced planning professionals and the constant reinvention and evolution of the planning profession were among the basic elements. It is neither a surprise nor a secret that not all UTF and UPAT workshops were a success. In some UTF and UPAT workshops, some dominant senior planners clashed heavily with each other about how to analyse and solve the planning case in question. In other workshops, the team spent so much time on fieldtrips, meetings and discussions that there was hardly time left for synthesis and preparing a proper presentation, which made writing a report afterwards very difficult, if not actually impossible. Practice has shown that when a group of students or young planning professionals were actively involved in the UTF and UPAT workshops, these workshops had, without exception, a much smoother process and better results than the workshops without the help of students or young planning professionals. These observations make it clear that the active involvement and full participation of young planning professionals are essential for the process, the results and the advancement of future UPAT workshops.

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# TEN YEARS OF UPATS: REFLECTIONS



# UTF 2006: Cancun

## Planning to Mitigate Hurricane Damage

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Fig. 1: Satellite image of Cancun. [Source: Arellano et al., 2006]

## 1 Introduction

The Urban Task Force (UTF), as an ISOCARP initiative to provide expert and unbiased advice on pressing planning issues, in Cancun was organised in response to the damage inflicted on the region by Hurricane Wilma. The intent of the project was to provide local authorities with a set of ideas designed to enable Cancun to be better prepared for future hurricanes. An additional task was to propose alternative urban models for Cancun.

For much of the 20<sup>th</sup> century, Cancun was an almost unpopulated and undeveloped island just off the coast of the Yucatan Peninsula. In the early 1970s, the government of Mexico decided to develop a tourist resort on Cancun. A causeway was built to link Cancun to the mainland, together with an international airport and an entire city for workers, with housing, schools, and medical facilities on the mainland. As a result, the entire development, both on the island and on the mainland, assumed the name Cancun (Fig. 1).

Despite initial skepticism that forced the Mexican government to finance the first eight hotels, Cancun soon attracted investors from all over the world. Cancun's population is approximately 500,000 inhabitants. Most *Cancunenses* are from Yucatan and other Mexican states. A growing number of residents are from the rest of America and Europe.

## 2 The UTF in Cancun

### 2.1 Hurricane Wilma and the Damage It Caused

Wilma was the third Category 5 hurricane of the 2005 season. At its peak, it was the most intense tropical cyclone ever recorded in the Atlantic basin and the tenth most intense globally. On 21 October, Hurricane Wilma's eye passed over the island of Cozumel. Then, around midnight on 22 October, it entered the mainland south of Cancun, with winds near 140 mph. Once ashore, the eye slowly drifted northward, with the centre passing just to the west of Cancun. Overland, it quickly lost some of its power, dropping first to a category 3 and finally to a category 2 – still a large and powerful hurricane. Although Wilma's intensity weakened, the storm had been undergoing a cycle of eye-wall replacement prior to making landfall and had formed a double eye-wall structure. This unusual structure subjected the region to four eye-wall passes rather than the normal two and led to a doubling of the area affected by the hurricane winds. Wilma passed northward and out of Mexico early on 23 October (Fig. 2).

In addition to at least three deaths and numerous persons reported missing, the insured damage to Cancun was estimated to be between 5 and 8 billion USD. It was estimated that 95% of the tourism infrastructure was seriously damaged. A number of the beautiful beaches of Cancun were washed away. Many houses were devastated, many commercial buildings sustained damage, and many jobs were lost.

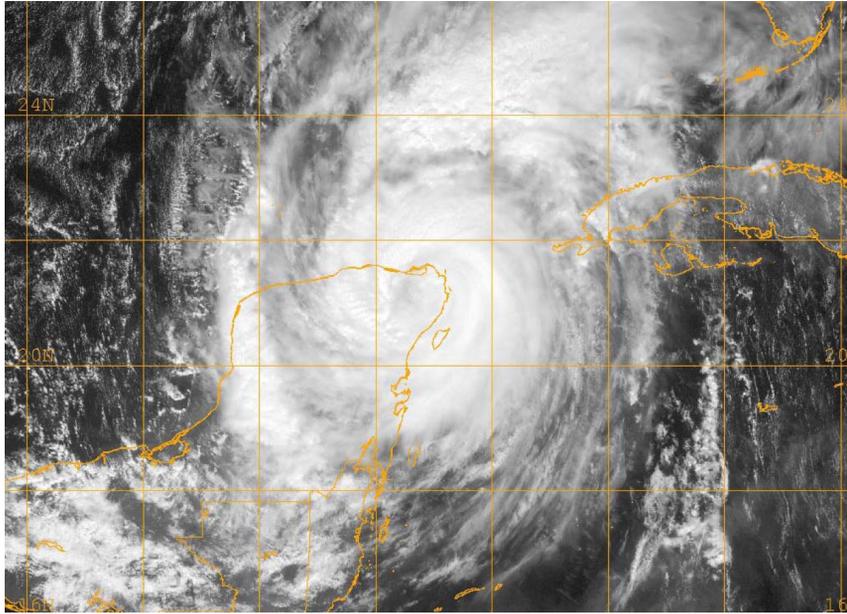


Fig. 2: Hurricane computer image.  
(Source: Arellano et al., 2006)

There are three forces that caused the damage to the Mayan Peninsula: wind, waves, and flooding.

**Wind.** Wind damage to buildings can be caused by debris or from structural failure induced by the wind itself. There was an enormous amount of glass broken during Wilma. Such damage can lead to water damage and even structural failure as the hurricane force wind enters and causes a cascade of interior door and even wall failures. Roofs and signs are especially prone to wind-induced failure. Roofs tear off and signs and various outdoor standards bend and break. Wind damage is responsible for most electrical service failures during a storm. Windblown branches, wood, and landscape materials also can become dangerous projectiles during hurricanes; a coconut is reported to have penetrated a window and then an interior wall of a house near Puerto Morelos, as if shot from a cannon. Landscape materials can also be blown around by the wind. In fact, landscape damage is such a reliable predictor of storm intensity that it is one of the metrics used to categorize hurricanes on the Saffir-Simpson scale.

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**Waves.** There are three types of wave damage: storm surge, over-wash, and beach transport. Storm surge is water pushed by the force of the storm. There are five processes that act on storm surge, of which two, pressure and wind, are the most influential. The extremely low pressure found in Wilma's centre pulled water higher near the centre of the storm so, as the centre of the storm approached the coastline, the water and waves in the ocean became higher. In addition, the friction of the waves piled the water up. Wind direction also pushes

waves higher, an effect termed 'wind set-up', so that waves are higher downwind and lower at upwind locations. The slope of the seabed near the shore greatly influences the amount of damage on the shore from waves. If the seabed approach to the shore is deep, there is less friction and the waves do not build up. The seabed along the Yucatan Peninsula is shallow, characterised by a gentle rise approaching the shore. As a result, surge builds into large powerful waves, with the potential for great damage to structures near the shore. Mitigating this situation are offshore reefs, which allow waves to break, losing much of their power. Off the island at Cancun, there are no reefs; the waves build and roll in unabated. But south of Cancun, the offshore reefs protect shore properties.

Over-wash is the term for wave-driven seawater that flows over low areas along the coast and floods interior areas. Over-wash was not a major problem from Wilma, as the mainland is located on limestone bedrock that gently slopes upward from the sea. There was some localised over-wash, which mostly affected mangrove vegetation.

Beach transport consists of the erosion and deposition of sand along the shoreline caused by waves. It is influenced by the wind direction, and in the case of Wilma, the highest winds occurred from the east-southeast, which resulted in the scouring of sand along the northern reaches of the coastline. This scouring effect was especially evident along the island of Cancun, and sand deposition was greatest at southerly locations along the coast. In Puerto Morelos, several small piers were buried in sand. Besides causing the obvious damage to swimming beaches, erosion exposed foundations in some locations.

**Flooding.** Rainfall from Wilma ranged from 9 to 14 inches (23 to 35.56 cm). As the soil is thin and the underlying geology consists of fractured, but only moderately porous, limestone, water drained slowly in many locations. In urban areas with large amounts of impervious surfaces, natural drainage was further challenged by the higher amounts of run-off. Flooding was a major problem.

## 2.2 Planning Considerations to Mitigate Future Hurricane Damage

**Wind.** First, it is important to note that the concrete block and reinforced concrete construction methods universally employed in urban centers such as the Cancun region are far less susceptible to wind damage than wooden frame structures. Photos and buildings examined by the UTF did not display any evidence of major direct wind-induced structural failures. There appeared to be a small number of progressive failures, where the roofs failed, and then some, or all, of the structure failed. Such financial losses can be avoided by including building code requirements for improved tie-downs, especially at edges. Despite the lack of structural failures, it is a good idea to require large buildings, especially those in an urban environment, to undergo wind tunnel testing of both the building and the building's neighbourhood environment and to insist that structural engineers perform load calculations on the building envelope

and rooftop equipment. In rural areas, however, it was reported that traditional wood and thatched dwellings sustained serious damage.

However, damage to glass was a major problem resulting from Wilma. Engineers have extensively studied this kind of damage, and several studies confirm that small missiles, such as roofing gravel and other missiles have sufficient strength to shatter even thick hotel windows when propelled by hurricane-force winds. While wind-borne debris may have been a major cause of broken glass in the downtown area, it appears likely that glass damage to oceanfront structures might have been the result of wind-induced changes in pressure along the outer shell of buildings, perhaps as a result of gusting. If this is to be prevented, methods to shield the glass on new and existing buildings need to be developed and implemented. The only reliable protection is to cover windows with other materials, such as wood sheets. Other types of wind damage from Wilma need to be collected, and the newer building codes now in effect in Florida should be scrutinised for ideas to be incorporated in the local building codes. It is also important, once specific mitigation techniques have been established, to communicate these ideas to the local design professionals and builders.

**Waves.** Bathymetry along the coastline, completed in the mid-1990s, can be used to model surge using programs such as SLOSH (Sea, Lake and Overland Surges) using the Composite approach, which can simulate several thousand hypothetical hurricanes under differing storm conditions. Areas identified with higher surge damage probabilities might be deemed less suitable for development. Existing buildings in areas prone to surge damage should be informed of the hazard, so the owners can implement mitigation efforts (such as the establishment of energy reflective seawalls).

Beach transport can be mitigated in highly developed areas, such as the hotel on the barrier island, through the constructions of groins. However, the effectiveness of groins to mitigate beach transport during a hurricane is doubtful. There also is evidence that the construction of vertical seawalls exacerbates beach erosion. Beach erosion and sand transport during hurricanes can only be mitigated by implementation of setback limits and the restoration of natural dunes and their associated vegetation. Whenever that is not possible, the construction of energy-dissipating types of sea walls can be used, but setback limits are still advisable. More detailed engineering studies should be made of this issue; some consideration should be given to removing the existing vertical seawalls if possible, and construction of new vertical seawalls along the beachfront areas of the region should be prohibited.

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### 2.3 Other Damage Mitigation Considerations

**Natural Features.** The natural topography of the region also contributes to the extent and duration of, and damage resulting from, flooding. A new map produced as part of the UTF displays a series of three dunes as well as existing and fossilised mangrove swamps. Farthest to the right is today's narrow

coastal dune band, and next to it in light green lie today's existing mangrove swamps. Two elevated ridgelines made of ancient dunes are located to the east of these swamps. They are shown in darker shades of yellow. Behind each of these ancient dune systems are low-lying areas, the fossilised remains of ancient mangrove swamps. These areas are shown in shades of darker green. All the fossil strandline and mangrove units were formed during Pleistocene Interglaciations, when the sea level was equal to, or higher than, the modern level.

Floodwater falling behind the fossil dunes is collected and held in the lower ancient mangrove areas. To drain, floodwater must slowly percolate through the fossilized sand dunes, a process that can take several days or more (Fig. 3). Therefore, the ancient mangrove areas act as a reservoir for floodwaters.

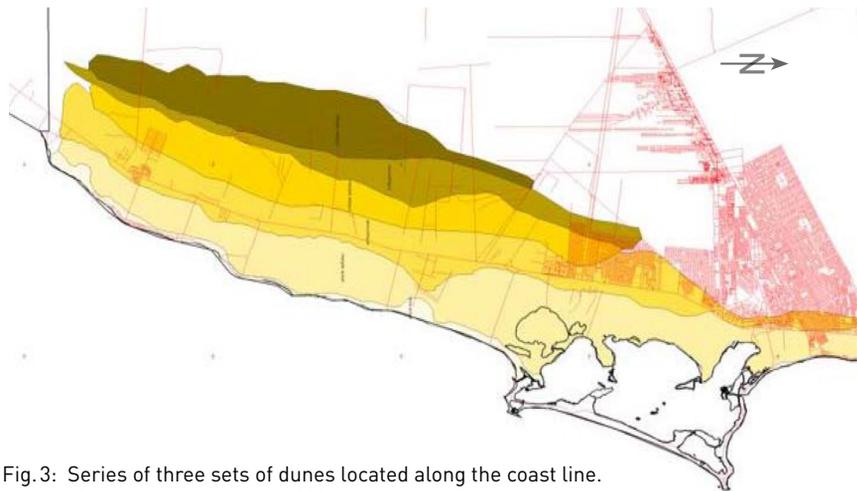


Fig. 3: Series of three sets of dunes located along the coast line.  
(Source: Arellano et al., 2006)

Every effort must be made to preserve the existing natural outfalls for floodwater from mangrove swamps. Extensive construction in low-lying areas, the locations of ancient mangrove swamps, should be avoided. Development parallel to the coast should be focused on the dune areas, and to preserve future development options, the continuation of quarrying of these areas needs to be carefully considered. Similarly, areas excavated by the quarrying now represent areas prone to surge-induced flooding, and any construction in these areas should recognize this fact. Another way to reduce damage is to use decorative planting materials, which are less susceptible to wind damage, or to producing wind-borne debris and projectiles. The use of plants native to the shoreline and region is highly recommended.

**Sea Level Rise.** The planning team secured information and actual measurement data about sea level change in the region from a variety of sources. However, much of the actual data was collected over a period of time, which makes interpretation unreliable. As a result, it was thought prudent to rely on a global coastal average of 3.7 mm/year as the best estimate for the peninsula. If this rate continues, a sea level will rise of 0.09 to 0.88 m for 1990 to 2100, with

a central value of 0.48 m.<sup>1</sup> Developments along the beachfront coastal areas need to take sea level rise and its possible contribution to hurricane damage into serious consideration.

**Further study.** It is also recommended that the pre-Wilma and post-Wilma aeri-als collected by IMPLAN Cancun (*Instituto de Planeación de Desarrollo Urbano*) during the course of the UTF be used to accurately assess and document beach transport as well as document areas where over wash occurred. Such analysis can assist in documenting areas more or less suitable for development, espe-cially along the coast to the south of Cancun.

## 2.4 Scenario Planning for Cancun's Future

Three main areas can be identified in Cancun's urban form. The first area consists of a narrow strip of 22 km extending north-south along the axis of Boulevard Kukulkan, between the Nichupté Lagoon and the Caribbean Sea. This linear development, aptly called the Hotel Zone, concentrates tourism-re-lated development with a multitude of resorts, hotels, and support businesses, as well as historical ruins.

The second area is known as Pueblo de Apoyo (literally, Support Town), and is located north of the Kukulkan strip. Its distinctive pentagonal shape was planned by Enrique Landa. This area is otherwise known as Centro (downtown) and concentrates a number of civil amenities such as the city hall. Its character is mainly residential.

The third area, Zona de las Regiones, located to the north of the Centro, is an attempt to cope with Cancun's considerable growth. The urban fabric of this area consists of a large orthogonal carpet, dedicated to residential use, with single family housing the dominant typology. Its capacity is for a remarkable half a million people. However, its roads are narrow, and open areas and civic amenities scarce.

80 | Scenario planning is a group process that encourages knowledge exchange and the development of a mutual deeper understanding of important issues central to the future. The goal is to craft a number of diverging stories by extrapolating uncertain and heavily influencing driving forces. The team adopted this meth-odology with the aim of provoking a thorough reflection on the challenges and opportunities facing Cancun. It is relevant to mention that the tourism industry in Cancun will be an enduring element in city planning. Therefore, it is to be noted that the tourism supply and demand economics for tourism dictate spe-cific planning requirements. Informed by a series of presentations with local experts in regional and municipal planning, GIS and meteorology, and a number of dialogues with representatives of the private sector, the team elaborated the following three scenarios.

### **Scenario A: Ciudad Turismo**

This scenario assumes that the region's tourism infrastructure, residential neighbourhoods, and commercial districts will continue to develop much as they have done in the past 35 years. The economic base of this scenario focuses on mass tourism. In this setting, the competitive factor for Cancun can be described as 'sun and sand at an attractive price'. Cancun's competitors are those destinations that can offer comparable climate conditions at comparable prices. The target consumers of this scenario are concerned with price, a group that generally chooses all-inclusive packages for their holidays. Hence, the main actors in this model are the tourism industry integrators, international tour operators, and hotel chains, such as Barceló, Melia, and Starwood (Fig. 4).

In tourism industry models based on the quantity of visitors, the role of the host territory can be described as a provider of natural resources and workforce for a fee. In most such cases, resource consumption, i.e. land, water, energy, waste, is very high, and the economic margin for locals rather low. The workforce's required skills can be considered as low. The model's labour force comprises mainly low-wage service industry workers, who have reduced opportunities for cultural development and little access to broader skills.

In this scenario, the role of institutional policy making can be considered marginal. The main actor in the scenario is the private sector, specifically, travel industry integrators who control key elements in the value chain (visitor's transport from and to their origin, accommodation, leisure, and food and drink consumption), and commoditise local resources and labour.

Future development is assumed to preserve the current lineal growth pattern and other tendencies previously established. The actual Hotel Zone will increase its density. The Pueblo de Apoyo, where the support workforce resides, is expected to grow, although to a lesser degree, based on the existing grid pattern extending in a northwest direction. This scenario has a strong parallel with the coast development of Waikiki, Hawaii, dominated by large-scale tourism developers.

Further expansion of the Hotel Zone along the coastline would increase the pressure on infrastructure and urban services, such as the provision of energy and waste management. Emission will also increase, as well as land and water consumption. A larger service sector will result in increased stress to the workforce residential areas outside the city.

It is expected that the density increase of the Hotel Zone will lead to higher pressures on traffic and very likely a congested situation at the connecting intersection nearby the city centre. This suggests that a broad and comprehensive traffic strategy needs to be prepared, considering public transport as a vital element.



In this regard, it was made known to the team that the local government is already considering a multi-million dollar bridge across the Nichupte lagoon. Whilst Scenario A is the only one that would create conditions which might support this investment, the UTF team recommends reconsidering the bridge project, as perhaps increasing intersection options and improving the circulation pattern at both ends of the Hotel Zone could render the bridge unnecessary. In contrast, the area existing between the airport and the city centre is to be considered as an independent project that can be implemented in parallel or at a later stage. It is believed that this development evidences little synergy with the scenario of mass tourism.

Fig. 4: Scenario A:  
*Ciudad Turismo.*  
(Source: Arellano  
et al., 2006)

#### **Scenario B: Ciudad Central**

This scenario sees Cancun develop as a leading commercial and service centre serving its surrounding region and a larger influence zone in Yucatan and the Caribbean. The tourism industry will be retained, but the main source of employment would be in service-related jobs (Fig. 5).

The economic base consists of a combination of the currently existing tourism industry, which would be retained to some extent, with the addition of a cluster of services focusing on the tourism industry reaching the Yucatan peninsula and the near Caribbean region. Services provided to the region can include financial services, telecommunications, education, health, transportation, logistics and distribution, and light manufacturing.

The scenario's competitive factor can be described as 'employment in paradise', as the capacity to attract skilled human resources to operate the model is vital. The target consumers are the professionals, in addition to a less relevant visitor figure. The model's main actors are the public sector, which is responsible for providing the enabling policy and the required infrastructure, and the corporations, which are required to address a location commitment to create a services critical mass.

Fig. 5: Scenario B:  
*Ciudad Central.*  
(Source: Arellano  
et al., 2006)

Cancun's resource consumption, as a regional centre providing services to support the regional tourism industry, can be described as medium as the model calls for a compact, higher-density urban development. Margins for service-focused cities tend to be high if they are capable of aggregating significant value for their surrounding region. Education and cultural development are crucial in this scenario, as the economic model requires high workforce skills, with special mention to information and communications technology.

Fig. 6: Scenario C:  
*Ciudad de  
Comunidades.*  
(Source: Arellano  
et al., 2006)

The role of institutional policy making is critical. Without the vision and initial impulse from the public sector it is unlikely that the private sector can independently undertake such a transformation, as it has neither enough human resources to implement such complex, comprehensive vision nor the financial mechanisms to avoid short-term obligations. The model will require a remarkable transformation in the accommodation stock, from hotel rooms to condominiums to provide housing for professionals moving in. In addition, hospitals,

schools, and other support facilities need to be upgraded or built from scratch. As much as the investment in infrastructure, such as roads and airports, is critical, so is a high expenditure in education and cultural activities to both attract and prepare professionals.

To fulfil the growth perspective foreseen in this scenario, urban development will need to be carefully planned, including a series of catalytic projects. Specifically, these comprise the site of the new civic centre in Malecon and the creation of three major corridors in addition to the Hotel Zone:

1. *Via Lopez Portillo Corridor*: A mixed-use district with an emphasis on small commercial/service developments that serve both local residents and the building industry in the Hotel Zone.
2. *Libramiento Merida – Playa del Carmen Corridor*: An industrial district intended to serve the import-export activities of the region with relevant trade/logistics components and infrastructure.
3. *Cancun-Puerto Morelos Corridor*: A regional district that would contain a myriad of corporate headquarters and professional offices, major health facilities, universities, and specialised services. The international airport becomes an important node for commerce as well as tourism, and the two ports are to be developed as potential doors to the Caribbean. Somewhat like San Diego, California, this balanced economic scenario necessitates a new vision for future demographics and investment.

Keeping its focus on the tourism industry, this scenario contemplates a switch in target market from mass tourism to a qualitative-based profile with fewer visits. In this setting, Cancun's competitive factor is its capacity to offer a distinctive tourist experience, adding cultural, educational, and health-related activities to those pull factors expected to be found in a sun and sea destination. The target segment consists of tourists looking for environmental quality, historical and cultural heritage, unique design and construction, and unparalleled service.

To make this model possible, close cooperation between sectors is required. Institutional instruments must be put in place to ensure quality in new development and standards of service, and to financially support the transformation of the built stock from mass-oriented to increase its competitiveness in terms of quality. The dynamism of the local entrepreneur is vital, as the model is based on a number of local private sector ventures rather than relying on large tourism industry multinationals. The concordance with environmental lobbies in development policy is also indispensable, as the model needs the highest environmental standards to be competitive.

Future urban development is structured in three distinctive axes: between the airport and the city centre, along the extension of the highway going westwards, and a bypass between the two main highways, connecting the airport and creating a compact, triangular urban layout. These new city strips induce an increase in urban density within the existing city grid. The distinctive urban areas

express a variety of programmatic clusters that represent a diversification of economic activity. In general terms, the Western Corridor acts as a small-scale yet regional production and service area; the Southern Corridor as a more extensive industrial zone specialised in transport and value added logistics, taking advantage of the proximity of a relatively well-equipped airport. The East Corridor will feature a cluster of universities, research, technology services, and government institutions. The model banks on the quality of landscape and climate in attracting highly educated human resources from all over the world.

The scenario assumes a diversification of economic activities in the city itself, an efficient infrastructure network that is largely based on connectivity and a strengthening of social networks between management, knowledge, technology, and production. It is proposed that the existing bus service be complemented by a light rail system.

### **Scenario C: *Ciudad de Comunidades***

The “City of Communities” model would place emphasis on preserving the environmental quality of the region and the redevelopment of a number of communities within the region, such as Puerto Juarez and Puerto Morelos, which have grown organically around small ports to the north and south of the Cancun city proper (Fig. 6).

Tourism would continue to be a primary economic driver, but its territorial footprint will show a dispersed arrangement which peaks, marking these communities as well as other attractors such as the cenotes (immense, deep, open wells) located to the southwest of Cancun. With some similarity to the smaller scale development of Oregon or New England coastlines, this model would decentralise the tourism economy. It would also facilitate opportunities for more diverse tourism experiences and support ecotourism development at the cenotes and coastal villages. In many ways, this scenario is the opposite of Scenario A: tourism is scattered around in a much bigger area along the Mexican Riviera. Small communities of high-quality tourist compounds are embedded in the natural beauty of the landscape. For the demanding tourists, it provides a sense of privacy, almost a thematic approach, which might as well be one of the unique selling points of the region. At the same time, the relative separation of the contained settlements makes it possible to diversify the tourism opportunities. The sprawl of the communities can be seen as an archipelago of different experiences.

To reduce daily commuting, each village is to be accompanied by housing facilities for local inhabitants that work in the tourist industry. The small scale in the mix of locals and tourists could even be one of the attractions of the vacation (authentic informality). The sprawl of small communities makes it possible for the ecological green zones to function as a whole; the urban settlements are just “plug-ins”. Normally, such layouts cause negative effects on the environment because of increased mobility. To prevent this, the communities should have an autarchic (self-sufficient) character: Cancun as the city of villages.

## 3 UTF Effects

### 3.1 Environmental Assessment

The following evaluations have been prepared to allow stakeholders in the Cancun region to compare the impact of the alternative development scenarios on the environment and their relative resistance to the destructive forces of hurricanes. The accuracy of assessment is limited by the general nature of the assumptions and information used, so the analysis operates only with qualitative estimates, which are meaningful solely for comparison purposes.

The analysis has been presented in the form of matrices. For each alternative, the following plan components have been assessed: hotel zone, urban shape (city of Cancun), development of the other settlements within Benito Juarez municipality, mobility (understood as flows of people and goods as well as means of their transportation), airport, and public utilities (excluding transportation).

The environmental impact matrix compares both environmental and quality-of-life issues (Table 1). The environmental features assessed are: Nichupté Lagoon; mangrove areas along the coast (south of Cancun); forest systems; and finally, reef/beaches. The quality-of-life issues examined include water resources; noise level; air quality; and, urban greenery or landscaping. The overall matrix shows the impact of each component within each scenario on each of the environmental and quality-of-life variables. The classic environmental impact matrix analyses separately its magnitude and importance, but due to the general form of scenarios, this impact estimation is limited to a four-grade scale of effects: adverse; less adverse; neutral; and favourable.

The matrix estimating the potential hurricane impact uses three variables to address the principal detrimental factors of the hurricane: high-speed wind; rain flooding; and, storm surge (Table 2). The impact strength is estimated within a three-grade scale: from the least to the most serious potential damage (or from the most to the least resistant item).

### 3.2 Scenarios and Their Environmental Impact

86 | Although the overall impact of all scenarios (measured by the number of filled matrix cells for each of them) can be considered as similar, it should be pointed out that its differing plan elements are affected differently in each scenario.

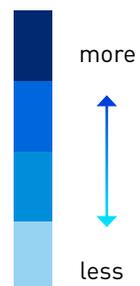
Scenario A shows the greatest number of adverse environmental effects. Further and intensive development of the Hotel Zone around the lagoon, and the possibility of creating a new bridge across it, threaten the fragile ecosystem. It will also exploit the beach on Cancun's Hotel Zone most intensively. The transport of tourists, if still by buses and taxis, will adversely affect the acoustic and air quality. Both hotel and municipal growth will increase the demand for water supply and public utilities. A second landing strip for the airport will be needed, and its construction will result in loss of forest and increased noise, which will

have a negative effect on fauna in the surrounding zone. Growth of mobility between the city, airport, and Riviera Maya, as well as within the sprawling area of the city itself, will produce great volumes of air pollution and a high level of noise. Lower emphasis on the development of the other settlements within the municipality will have less adverse environmental impact.

In Scenario B, the development impact lessens on the lagoon (it is assumed to receive a nature conservation area status) and beach, but increases on the forest as the city will need to grow, despite the higher densities. The territorial expansion can threaten the aquifer zone, which supplies Cancun's drinking water. The problem of worsening the life quality within the city will be similar to Scenario A.

Table 1: Environmental Impact Chart

Effect on	Environmental variables				Factors of life quality			
	Lagoon	Mangroves	Forest	Reef/beach	Water resources	Noise	Air quality	Urban greenery
<b>Scenario A</b>								
Hotel zone	more			more	more	more	more	more
Urban shape	more		more		more	more	more	more
Other settlements		more	more	more	more	more	more	more
Mobility	more					more		
Airport			more					
Urban utilities	more	more		more				more
<b>Scenario B</b>								
Hotel zone	more			more				more
Urban shape	more		more		more	more	more	more
Other settlements		more	more			more	more	more
Mobility	more		more			more	more	
Airport						more	more	
Urban utilities	more		more	more	more			
<b>Scenario C</b>								
Hotel zone	less	more		more		less	less	less
Urban shape	more				more	more	more	less
Other settlements		more		more		more	more	
Mobility	more	more	more	more		more	more	more
Airport						more	more	
Urban utilities	more	more	more	more	more			more



(Source: Arellano et al., 2006)

In Scenario C, the environmental impact of development is generally less strong than in the other scenarios (in the Hotel Zone even the favourable effects can be expected), but it affects a much greater area. The pattern of dispersed tourism will affect above all the natural areas south of Cancun – the mangroves, forest, reef, and beaches, although probably not as badly as in Scenario A. The necessary mobility increase will still have a strong effect on the quality of life.

Factors related to quality of life (especially the levels of noise and air quality) are most strongly threatened by the developmental forces within all scenarios. The adverse effects accumulate also on the lagoon and the forest in Scenario A, the forest in Scenarios A and B and all environmental variables in Scenario C. An analysis of the hurricane impact matrix shows that the biggest potential damage should be expected from Scenario A, closely followed by Scenario C due to the concentration of growth adjacent to the ocean. Scenario B represents the highest flooding alternative due to an increase in the built area and the potential for greater damage to utilities.

Table 2: Hurricane Impact Chart

Potential damage	Wind	Flooding	Storm surge
<b>Scenario A</b>			
Hotel zone	Dark Blue	Medium Blue	Light Blue
Urban shape	Dark Blue	Medium Blue	Light Blue
Other settlements	Dark Blue	Dark Blue	Dark Blue
Mobility	Medium Blue	Dark Blue	Dark Blue
Airport	Medium Blue	Medium Blue	Light Blue
Urban utilities	Medium Blue	Medium Blue	Medium Blue
<b>Scenario B</b>			
Hotel zone	Medium Blue	Medium Blue	Medium Blue
Urban shape	Dark Blue	Dark Blue	Light Blue
Other settlements	Light Blue	Light Blue	Dark Blue
Mobility	Dark Blue	Dark Blue	Light Blue
Airport	Medium Blue	Dark Blue	Light Blue
Urban utilities	Medium Blue	Dark Blue	Medium Blue
<b>Scenario C</b>			
Hotel zone	Light Blue	Light Blue	Light Blue
Urban shape	Light Blue	Light Blue	Light Blue
Other settlements	Light Blue	Light Blue	Dark Blue
Mobility	Dark Blue	Medium Blue	Dark Blue
Airport	Medium Blue	Light Blue	Light Blue
Urban utilities	Dark Blue	Light Blue	Dark Blue

more  
↑  
↓  
less

[Source: Arellano et al., 2006]

## Conclusion

It is likely that the scenario that best matches the future of Cancun results from a combination of the three scenarios presented in this report. Therefore, many of the issues discussed in each scenario would have to be addressed and planned. A urban planning strategy in a complex urban fabric such as this requires a strong determination to improve existing conditions by creating strong relations with the context, through a clear sense of location, position, and orientation.

This establishes a coherent urban environment that not only unlocks private sector development possibilities, but also redefines the regional center structure with the creation of a coherent public place that enhances the activity of its residents and users. The *Ciudad Turismo* (Scenario A) is believed to be the most likely if the government does not support a revision of the current development approach. The Urban Task Force estimates that Cancun will recover from Wilma and follow a continued moderate growth pattern with this scenario.

The *Ciudad de Comunidades* (Scenario C) would have an improved growth pattern with a more distributed socio-economic base, and the *Ciudad Central* (Scenario B) would have the highest potential by capturing regional and international commerce complementary with an expanding tourism industry. Population projections for 2030 based on these scenarios range from 1,500,000 to 2,000,000, but the density would vary with the 'mass tourism' model showing the highest density and the *Ciudad de Comunidades* model the lowest.

In the end, IMPLAN's challenge will be to create a master plan for the municipality that considers the same factors forming the basis for the UTF programme: promote economic opportunities, social equity, and environmental quality.

## Note

This chapter is based on the following UPAT Report: Arellano, A., Mieszkowska, K., Reilly, J., Stephens, R., Struben, H., Wolfs, G., Fernández Mejía, I. & Vaggione, P. (2006). *Cancun 2006 - UTF Report*. The Hague: ISOCARP.

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## Endnote

<sup>1</sup> Data are based on the following document: Holgate, S. J. & Woodworth, P. L. (2004). Evidence for enhanced coastal sea level rise during the 1990s. *Geographical Research Letters*, 31, 1-4.

# UPAT 2007: Rijswijk Zuid

## Cultural Design

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Fig. 1: Map of the Rijswijk Zuid area. (Source: ISOCARP, 2009)

## 1 Background and Mission of the UPAT

The city of Rijswijk was facing a complex problem: Its southern area, intended as a buffer zone against sprawl, had become a spill-over area for diverse uses ranging from residential to hazard waste. As possible future uses covered a wide range, with many different interests, local authorities called in ISOCARP to put together a UPAT, which should develop a clear presentation of and opinion on the various planning issues. Given that many different goals were involved, it also meant the UPAT would play a mediating role.

### 1.1 Rijswijk Zuid: From Industrial Spill-over Site to Country Seat

Rijswijk is an historical, mid-sized city with a population of 47,000 in The Hague's agglomeration (Fig. 1). In 2007, the City Council invited ISOCARP to send a UPAT to study and prepare recommendations for a 240-hectare (600 acres) site known as Rijswijk Zuid (South Rijswijk). This area is part of a Dutch policy plan to prevent urban areas from growing together. Between the urban areas of Rijswijk and Delft, there is still a buffer zone: Rijswijk Zuid (Jacobs & Stephens, 2008).

However, instead of being an ecological or recreational area, like most other buffer zones, Rijswijk Zuid had grown into a regional spill-over area. At the time, the area included a hazardous material research site (biological and chemical development, explosives and viral diseases), greenhouses, sewage facilities, community gardens, residential areas and parkland, formerly a garbage dump. The reason behind this situation started with the redevelopment of Binckhorst – an industrial and commercial area in the city of The Hague. A plan for 5,500 houses was drawn up for Binckhorst, and it was suggested that polluting industries, e.g. metal shredders, should be relocated to Rijswijk Zuid.

The goal of the planning process for Binckhorst was to integrate new offices and housing. Rem Koolhaas was making a plan for the area, and to make this transformation possible, a number of polluting companies would need to be relocated, e.g. automobile junk yards, destruction and steel shredding. The Hague, and probably the regional planning department, had obviously considered Rijswijk Zuid as a possibility for this type of industry, which indicates that part of the dynamics of the planning process was a regional interest in the area. Given the fact that the city of Rijswijk wanted the area to be developed as a residential area meant that, in order to find the most appropriate plan and programme for the area, the UPAT would have to take a mediating position in the planning process (ISOCARP, 2009).

### 1.2 One Main Objective for UPAT

In view of the goals of ISOCARP and the UPAT programme, the main task for the Urban Planning Advisory Team Rijswijk Zuid Project was to complete one basic objective: To put forward a solid and well-documented opinion about the planning issues selected by the local authorities (ISOCARP, 2007). To address the planning issues of Rijswijk Zuid, ISOCARP organised an Urban Planning

Advisory Team made up of senior planners, young planning professionals and a local coordinator, selected from ISOCARP member applicants. The senior expert planners had experience in the areas of: 1) spatial planning, 2) urban design, architecture, and landscape architecture, and 3) urban planning.

## 2 UPAT Workshop

The UPAT organised a workshop to explore all the potential options and brought local authorities and various actors together. The information gathered from the workshop was integrated with other sources of information or experience to provide the UPAT with a sound base to develop an opinion statement.

### 2.1 Organisation

During the workshop, the UPAT team was strongly supported by the Mayor of the City of Rijswijk. Thus, the UPAT Rijswijk Zuid was positioned within the timeline of the planning project of the authorities of Rijswijk. The City of Rijswijk had, by law, proclaimed a preferred land ownership position in May 2006 (*Wet Voorkeursrecht Gemeenten*). This meant that any land transaction had to be offered to the city first. In addition to this, the city started buying land in the planning area in order to obtain a majority position.

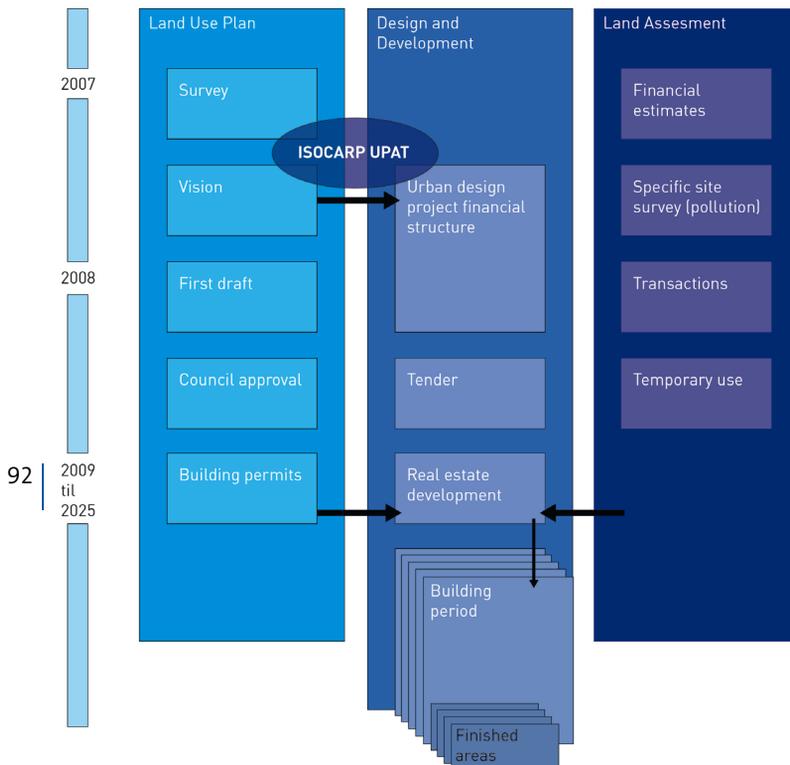


Fig. 2: Rijswijk Zuid Timeline. [Source: ISOCARP, 2009]

As a result of the decision made by local authorities in May 2006, the city was obliged to produce a draft land-use plan by May 2008. Based on the Dutch Planning Act, this meant that in August 2007, a spatial vision on the planning area as well as the first draft of the land-use plan needed to be ready. In order to reach these goals, the City of Rijswijk started with a survey in April 2007. The 2007 Rijswijk Zuid UPAT would follow the survey in order to help inform the land use planning, design and development of the area (Fig. 2).

## 2.2 Content

After studying the current documentation, visiting the site and conducting interviews, UPAT members concluded there were several areas that needed to be addressed with a new plan:

- Vague connectivity
- Informal character
- Sense of countryside
- Tranquil experience
- Ambiguous identity

These concerns were incorporated into three specific development strategies (Jacobs & Stephens, 2008):

1. Preserve and enhance the natural and cultural heritage
2. Support a sustainable, healthy, safe and vibrant community
3. Create a diverse, innovative and unique sense of place

Based on the above-mentioned issues, the ISOCARP UPAT addressed the following areas:

- Planning aspects of interurban areas
- Planning dynamic areas
- Suggested programmes for Rijswijk Zuid
- Adaptive urban forms and designs
- Planning and people

It was essential to establish a sense of place that could be easily understood and shared as a compelling concept, idea or story. This 'story' can then be further developed using a theme with complementary design elements. An analogy for this approach is that of a theatre performance: the play (concept) has several stages or sets (themes) that are decorated (designed) to enable the actors (citizens) to tell their story. It is an approach reflected in a quote from Shakespeare: "All the world's a stage, and all the men and women merely players." (W. Shakespeare, *As You Like It*, Act II, Scene VII, 1623) The Rijswijk Zuid UPAT week explored a variety of 'plays' including: Dutch Waterscape, Eco-Village, Garden City, and New Town Centre, among others.

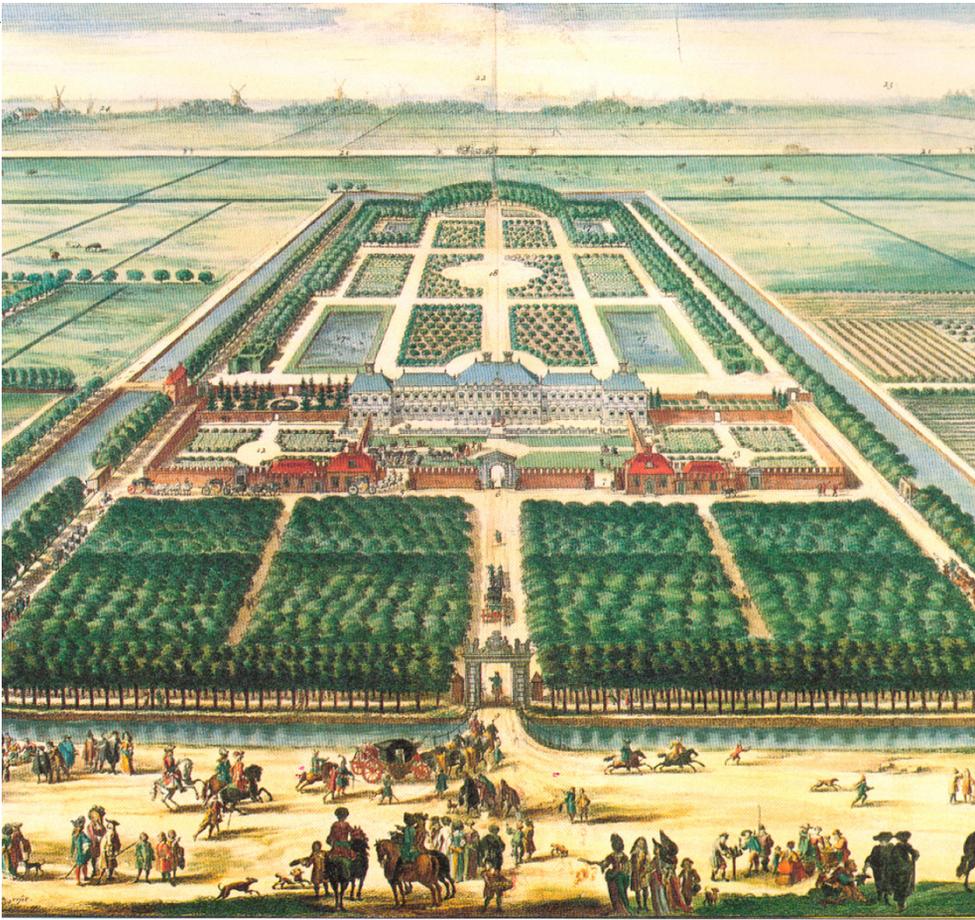


Fig.3: Historic Sion Estate - *Huis ter Nieuwburg, Rijswijk, 1697.* [Source: ISOCARP, 2009]

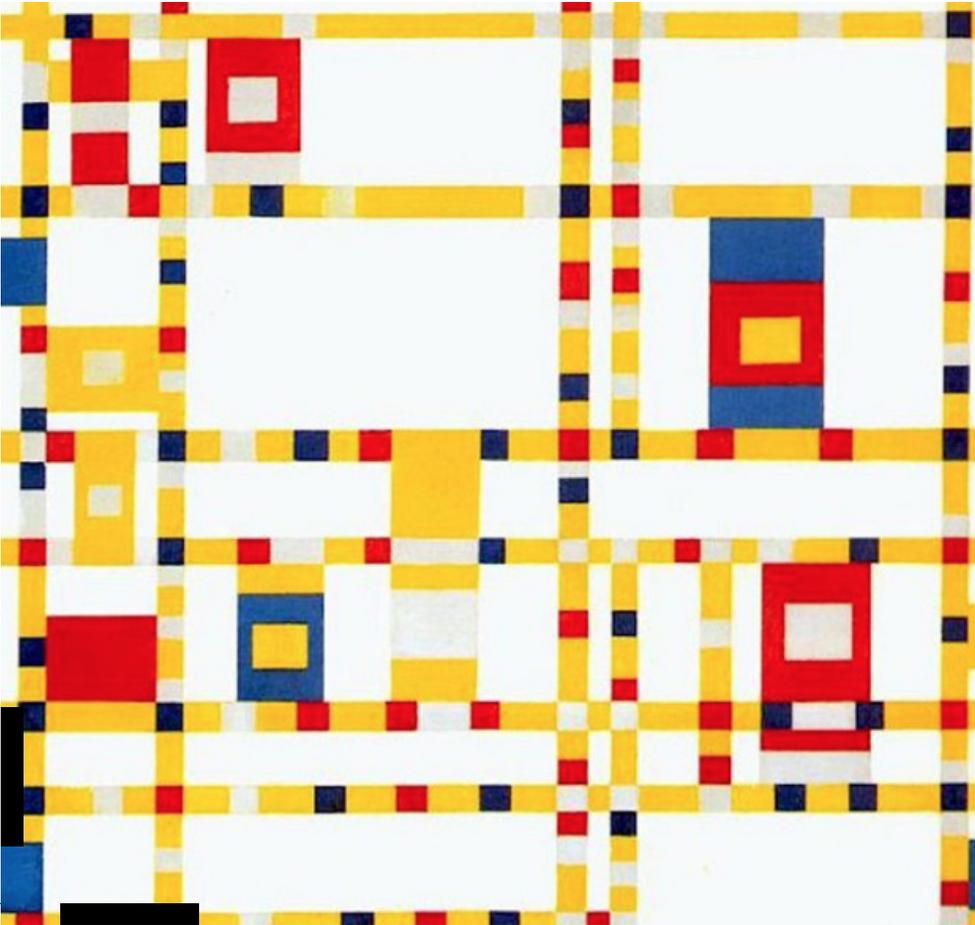


Fig.5: *Broadway Boogie Woogie* by Piet Mondrian. [Source: piet-mondrian.org]

The UPAT identified key design principles, including:

- Efficient use of land resources
- Full use of urban services
- Mixed use
- Transportation options
- Detailed human-scale design
- Implementation

The UPAT was divided into two groups to explore separate scenarios that addressed these principles using different approaches. The goal was to provide city officials with two different perspectives that explored a wider range of options than a single plan. One group explored the historic Sion Monastery, while the other applied Mondrian's artistic patterns based on the Dutch grid landscape. These stories were based on the cultural and natural heritage of the area, which could then be expressed through spatial planning, urban design and architecture (Jacobs & Stephens, 2008).

Both UPAT groups created balanced communities with residential, commercial, civic, and recreational uses. The UPAT prepared programmes for both concepts as well as a series of elevations and site plans to illustrate the various concepts, completing two distinct concept plans in just three days. After a team critique of the scenarios, the UPAT gave a presentation to the Rijswijk mayor and other city officials at City Hall. A follow-up presentation was given to representatives from The Hague and Delft. The discussions centred on inter-governmental collaboration, infrastructure concurrency, and sense of place (Jacobs & Stephens, 2008)

### **Sion Heritage Park**

The formal system of green spaces and pathways of the historic Sion Estate (Fig. 3) inspired the concept for the Sion Heritage Park. The Sion Heritage Park created an historic, urban design transect from the ancient monastery site to the contemporary community and transit centre with a series of *parterres* (formal gardens) constructed on a level surface, consisting of planting beds, typically in symmetrical patterns, separated and connected by gravel pathways. Beds may be edged in stone or tightly clipped hedging and may not contain flowers. The series of residential and institutional *parterres* extended from the historic location of the Sion Estate, which is to be preserved as an archaeological site, across the entire community, finally terminating in a community centre and railway station. The system of open spaces and mixed-use development also incorporates vehicular, pedestrian and waterway access with staged entries and scenic views along the corridor (ISOCARP, 2009). The design provides numerous opportunities for designing landmarks, the design competition, Starchitecture, and landscape features (Fig. 4).

Transit-oriented development (TOD) was chosen as a particularly important concept related to the development strategy for Sion Heritage Park. This con-

cept focused on corridors: a multi-modal, primary corridor defined by the Sion Estates connection with the railway station, a rail corridor through the commercial development area, and a main street through the residential community. The TOD approach was supported by compact development along the corridors. The development programme of the Sion Heritage Park proposal is given in Table 1.

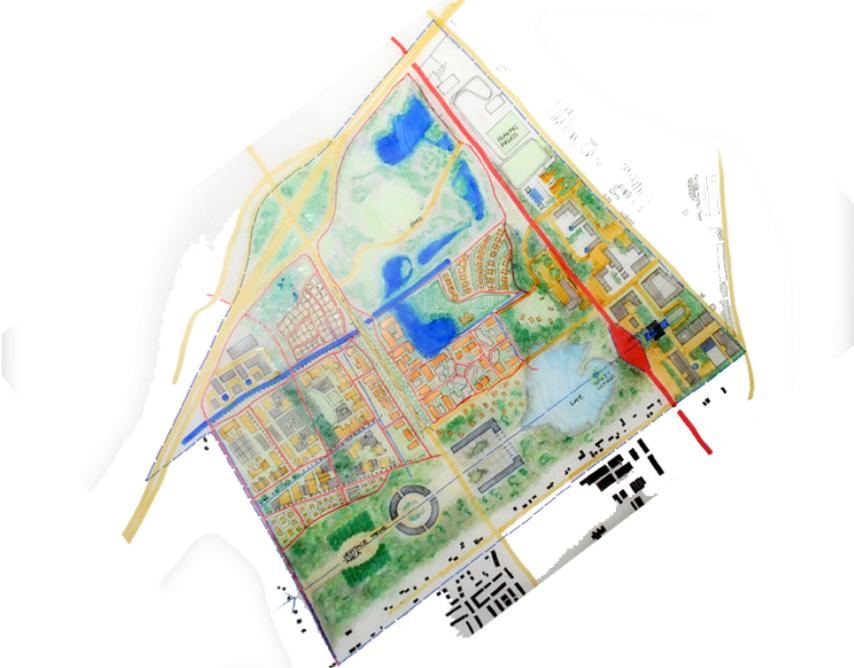


Fig. 4: Sion Heritage Park Concept Plan. (Source: ISOCARP, 2009)

Table 1: Sion Heritage Park Development Programme

Land Use Type	Area (ha)	% of Total
Residential	100.0	42%
Mixed Use: Light industry	13.0	5%
Mixed Use: Commercial, Offices	13.0	5%
Sports, Recreational, Leisure	22.0	9%
Public and open spaces (incl. parks)	78.0	33%
Railway station	2.0	1%
Public schools	2.0	1%
Archaeological site	10.0	4%
Total planning area	240.0	100%

(Source: ISOCARP 2009)

## Mondriaan Tapestry

The Mondriaan Tapestry concept was inspired by the colourful, geometric paintings of Dutch artist Piet Mondrian. These paintings have often been attributed to the colourful patterns of tulip farms famous throughout The Netherlands. The painting *Broadway Boogie Woogie* is an example of this combination of rectangles and primary colours (Fig. 5). This grid system forms the foundation for the master plan of a particular community design, which is reflected in historical parcel boundaries, including the Sion Estate. The Mondriaan Tapestry concept created a network of streets and canals that match the historic 15<sup>th</sup> century pattern set by the monastery, with a traditional boulevard connecting the monastery site with the community and transit centre. This concept included providing a northern green buffer zone and mixed-use corridors. The canal system was extended northward to provide a key design feature parallel to the railway and a proposed main boulevard. The Mondriaan Tapestry concept also proposed a definitive grid system with small block sizes to promote connectivity within the community. The Mondriaan pattern development is accented by formal elements, such as the south-eastern Sion Estate Boulevard and Grand Canal and the north-eastern commercial waterscape (ISOCARP, 2009).

The Mondriaan Tapestry group was particularly focused on polycentric development. More precisely, the concept of a Mondriaan Tapestry incorporated corridors with an emphasis on centeredness based on three specific land uses: a residential and cultural centre at the historic Sion Estates, a civic and/or commercial centre at the railway station, and an independent, industrial centre focused on innovation. These three centres have clearly defined districts that can create their own unique sense of place and community in Rijswijk Zuid (Fig. 6). The development programme of the Mondriaan Tapestry proposal is given in Table 2.



Fig. 6: Mondriaan Tapestry Concept Plan. (Source: ISOCARP, 2009)

Table 2: Mondriaan Tapestry Development Programme

Land Use Type	Area (ha)	% of Total
Residential	107.6	44.8%
Light industry, Business	15.0	6.3%
Offices, Commercial, Residential (mixed use)	25.0	10.4%
Public and open spaces (incl. parks and archaeological sites)	90.0	37.5%
Railway station	1.6	0.7%
Public schools	0.8	0.3%
Total planning area	240.0	100.0%

(Source: ISOCARP, 2009)

## 2.3 Outcome

The two scenarios illustrate unique, concept-driven approaches to creating new, master-plan communities within the framework of established principles. These thematic concept plans also provide innovative responses to the guiding principles and central planning issues, such as:

- **Character:** By using the existing cultural and natural heritage, the area can enhance and project its inherent character. The themes also help 'tell the story' about the place for residents and visitors alike.
- **Experience:** The scenarios offer unique approaches to experiential design with formal and informal, and public and private spaces. Both concepts provide an array of residential, commercial, educational and recreational experiences for all segments of society.
- **Identity:** Both scenarios provide 'wayfinding' and urban design features that can be easily understood. Community entries, landmarks, corridors and other design elements enhance Rijswijk Zuid's sense of place.
- **Functionality:** As a mixed-use development scenario, Rijswijk Zuid could be a true 'compact community' that ensures walkability for all urban needs, including living, learning, working, shopping and playing.
- **Land Use:** Both scenarios offer flexibility in design to respond to changes in market demand and/or new development opportunities. This enables the community to evolve over time to match citizens' needs and aspirations.
- **Urban Form:** The scenarios included a wide range of architectural and landscape design details, which complemented the themes. Recommendations include design guidelines for institutional development and design competitions for significant design projects.
- **Citizen Participation:** As stated early in the report, the role of citizen participation is vital to ensuring both a successful economic development, and an extraordinary sense of place with a vibrant sense of community.

### 3 Results and Effects

The results presented by the UPAT were warmly received by all parties as they provided both short-term and long-term benefits and brought in local and national historical and cultural aspects.

#### 3.1 Short-term Effects

The UPAT provided the following benefits (Jacobs & Stephens, 2008):

- A forum to explore new perspectives and innovative community design concepts
- Specific recommendations for programming and urban design
- Foundation to expand intergovernmental and public communication and collaboration

Many of the perspectives on the future of Rijswijk Zuid focused on its functionality related to adjacent development and its regional context rather than its own unique identity and potential for place-making. The UPAT introduced new thematic approaches to creating a sense of place for Rijswijk Zuid based on its cultural and natural heritage. These seeds have taken root and are now evident in both current and projected community development.

#### 3.2 Long-term Effects

Rijswijk Zuid has been renamed RijswijkBuiten. Between 2013 and 2023, a new housing development will arise on the outskirts of Rijswijk: RijswijkBuiten. Four thousand sustainable houses will be built in estates named Sion, 't Haantje and Pasgeld in an attractive surrounding of lush vegetation and water features (RijswijkBuiten, n.d.). At present, however, there are two primary development areas: Sion and 't Haantje. These are both in various stages of development and reflect varying applications of the UPAT recommendations.

##### Sion

Sion served as a cultural anchor for both concepts and this historical foundation was emphasised in the layout of urban development. The estate and monastery of Sion was based on a grid pattern that has been incorporated into the new development of Rijswijk Zuid. Old watercourses and canals will further emphasise this development pattern, along with street circulation. The identity of the Sion Estates will be continued in street names, place names and a very special project south of the former monastery kitchen gardens, which is called *geworteld wonen* or 'living with roots; a rooted life.'

It is striking that the approach of putting Rijswijk Zuid into a countryside concept is highly rated by people living in the overcrowded Randstad (the western part of The Netherlands). It provides the imagery of living in a countryside estate near an historical site. The Sion Heritage Park and Mondriaan Tapestry

concepts developed during the UPAT workshop, served as sources of inspiration and thus influenced the development focus and land-use pattern. These historic and artistic concepts have also increased the sense of place and public participation – as well as elevating property values. Names such as Gardens of Sion and The Isles of Sion provide strong marketing imagery for the successful launch of future residential development.

### 't Haantje

For the second area, 't Haantje, it is difficult to predict the same success. The area is much more complex, with a lot of environmental restrictions and no special historical references. Hence, the area may have more influence from the Mondriaan Tapestry grid-pattern, promoting the polycentric development concept.

## 4 Concluding Remarks

Through the 'eyes of a stranger' (*logen van een vreemdeling*) is an expression that refers to the ability to see things without the inherent biases of having a long history with the object. The UPAT provided this innovative perspective and informed the community of the special qualities and development potential of Rijswijk Zuid. This process of concept-driven planning was very different from all the previous processes. The holistic approach of scenario development, public participation, and finding historic and cultural inspiration combined to make this a more exciting and successful planning process. The success of this view is even evident in the renaming of Rijswijk Zuid to RijswijkBuiten (Outside Rijswijk or Rijswijk Countryside).

The UPAT had the technical expertise and professional experience necessary to provide Rijswijk Zuid with innovative and action-oriented insights, i.e. from the eyes of strangers. The main aims of UPAT directed towards both local communities and ISOCARP members can be summarised in the following:

- **Civic-minded:** Share professional expertise and relevant experience for urban planning issues
- **Catalytic:** Stimulate, explore and promote imaginative planning concepts and practices
- **Innovative:** Provide innovative planning and design processes and approaches with an international perspective.
- **Collaborative:** Engage with the local government and public as objective, non-political advisors
- **Informative:** Share UPAT research and results with host communities and global planners

The Urban Planning Advisory Team demonstrated the ability of cultural design to create a unique and treasured sense of place that celebrates historic and artistic Dutch heritage.

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# UPAT 2008: Zurich

## Action-Oriented Spatial Planning for Spaces of National Importance

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Fig. 1: Aerial view of the Limmat Valley.  
(Source: Foto Heinz Leuenberger/DESAIR)



As a small country at the centre of Europe, Switzerland is facing immense challenges in relation to its spatial development. This largely relates to increasing urban sprawl and excessive traffic in agglomeration and transit spaces. One important location factor that Switzerland can offer, compared to its global competitors, is its great diversity within a manageable space. However, this could be lost through the agglomeration effect of the continuing pressure from urban sprawl. The Limmat Valley, a rapidly growing area close to Zurich, is such an example.

## 1 The Limmat Valley as a Spatial Laboratory

The various authorities of the Limmat Valley allowed the spatial challenges to be examined under a magnifying glass by the International Doctoral College. The College is a spatial planning laboratory for PhD students to pursue their research, established in 2007 by ETH Zurich and five other universities from Germany and Austria with the goal of promoting academic exchange and cooperation. Each university has its own spatial laboratory on a theme closely related to the location of the university. At ETH Zurich, the Limmat Valley was chosen as the main topic for the period between 2008 and 2012.

The Limmat Valley is one of the most densely populated areas in Switzerland, providing living space to more than 200,000 people. Its infrastructures, which are of regional, cantonal, national and European importance, crowd together along the 30 km 'blue ribbon' of the Limmat River in the long, narrow valley. The cantonal border between Zurich and Aargau runs perpendicular to the Limmat Valley. The valley is part of the Zurich metropolitan region, an area of approximately 1.7 million inhabitants and serves as its western access point. From a spatial perspective, whatever happens here in the next few years is relevant for all of Switzerland. Thus, the Limmat Valley can justifiably be described as a space of national importance (Scholl, 2012).

In the past few decades, the Limmat Valley has experienced a very dynamic development, such as the expansion of residential areas due to population growth, particularly on the south side of the valley, consolidation of local centres through construction, the on-going project planning of the Limmat Valley railway network to improve regional connectivity, and the establishment of an agglomeration park, which is intended to improve the connection to the surrounding landscape.

Considering the number of spatial challenges, it is no surprise that the Limmat Valley has been (and still is) the subject of many spatially relevant studies. However, many of these studies were undertaken in specific sectors or were only related to selected areas of the valley. Since the *Spatial Concept for Switzerland (Raumkonzept Schweiz)* was presented to the Federal Office for Spatial Development (*Bundesamt für Raumentwicklung - ARE*) in 2011, the importance of thinking, acting, and making decisions within a larger spatial context has become obvious.



The continued examination of the Limmat Valley by the Doctoral College led to a comprehensive situation analysis of the entire space and to some initial ideas for its long-term development. The comprehensive analysis was based on work carried out by doctoral students in the period 2008 to 2012 through projects and exchanges with interested groups and the representatives of the communities and cantons, leading to evaluations within the context of the individual dissertations. One significant insight was achieving a viable long-term perspective for spatial development based on a problem-oriented comparison of ideas. This was a pilot operation, and it seems that its relevance may not be limited to the spatial scope of the Limmat Valley alone.

## 2 The ISOCARP UPAT Initiative 2008–2009

In order to test the main hypothesis of whether the Limmat Valley is a space of national importance, an Urban Planning Advisory Team (UPAT) was invited to Zurich to take a look at the situation in the Limmat Valley and to examine its spatial possibilities and challenges. For difficult tasks like this, the UPAT's international dimension allowed sufficient distance and independence to create an understanding of the problem, the importance of the space and its future perspective.

The main difference between the UPAT in Zurich and previous UPATs is the participation of the local planning team, i.e. a group of five PhD students from ETH Zurich. They provided the UPAT members with the first glimpse of the area, its challenges and highlights, as well as the initial hypotheses on possible solutions for the area. Since the Zurich UPAT was commissioned by an academic institution, planning theory and planning methodology were also the subject of a UPAT workshop. In addition to this, the preparation and implementation of the UPAT visit were important opportunities for a more thorough encounter with the Limmat Valley. It also provided the possibility to identify which actors would be interested in continuing the work on the Limmat Valley. In general, the UPAT in Zurich was not only about recognising the thousands for whom spatial conflicts could be especially important; it was also about identifying important stakeholders. Therefore, a group of regional stakeholders was also invited to help the UPAT team get a general idea of what the local inhabitants would like to see happen in their region.

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The UPAT workshop was designed to start a process of testing and further improvement of hypotheses on the Limmat Valley's development. Thus, the members of UPAT presented a general idea of a master plan, especially focused on the idea of giving the Limmat Valley a strong sense of identity. However, it was not just about working out the solution, it was also about finding out whether the space of the Limmat Valley is one of national importance for Switzerland and what would promote its further development in that sense. Thus, UPAT performed an outstanding work for us in terms of gathering the documents, records and ideas. The results confirmed that it would be worthwhile to investigate the Limmat Valley further and to test special methods for a collaborative development of nationally important spaces (Pérez & Stellmacher, 2009).

Detailed UPAT objectives, the main tasks, and the expected results are presented in the following sections.

## 2.1 UPAT Objectives

The objectives set for the UPAT members were to:

- Provide external insight and impartial contributions for triggering and structuring future discussions.
- Take into account the conflicts, plans and solutions on the local level, within the Zurich metropolitan region, and within the physical and functional Swiss Urban Network (*Städtenetz Schweiz*), always having in mind the critical conflicts arising from developments on these different levels. The metropolitan and national levels' interests call for the future functionality and competitiveness of the Limmat Valley and for integrated physical, economic, ecological and social solutions and perspectives, without putting the valley's local quality of life and development opportunities at risk.
- Develop ideas for an integrated development concept for the Limmat Valley addressing both spatial and procedural tasks. The solutions developed by the UPAT should provide guidance in the early stages of a process and define what constitutes progress for the Limmat Valley. This should be done by prioritising levels, spatial configurations and sectors, if necessary, as well as by identifying approaches for balanced growth.
- Place emphasis on the similarities between issues in the Limmat Valley and other (trans-border) metropolitan regions, the potential applicability of its findings and solutions, and the adaptation of approaches from other regions for the Limmat Valley.

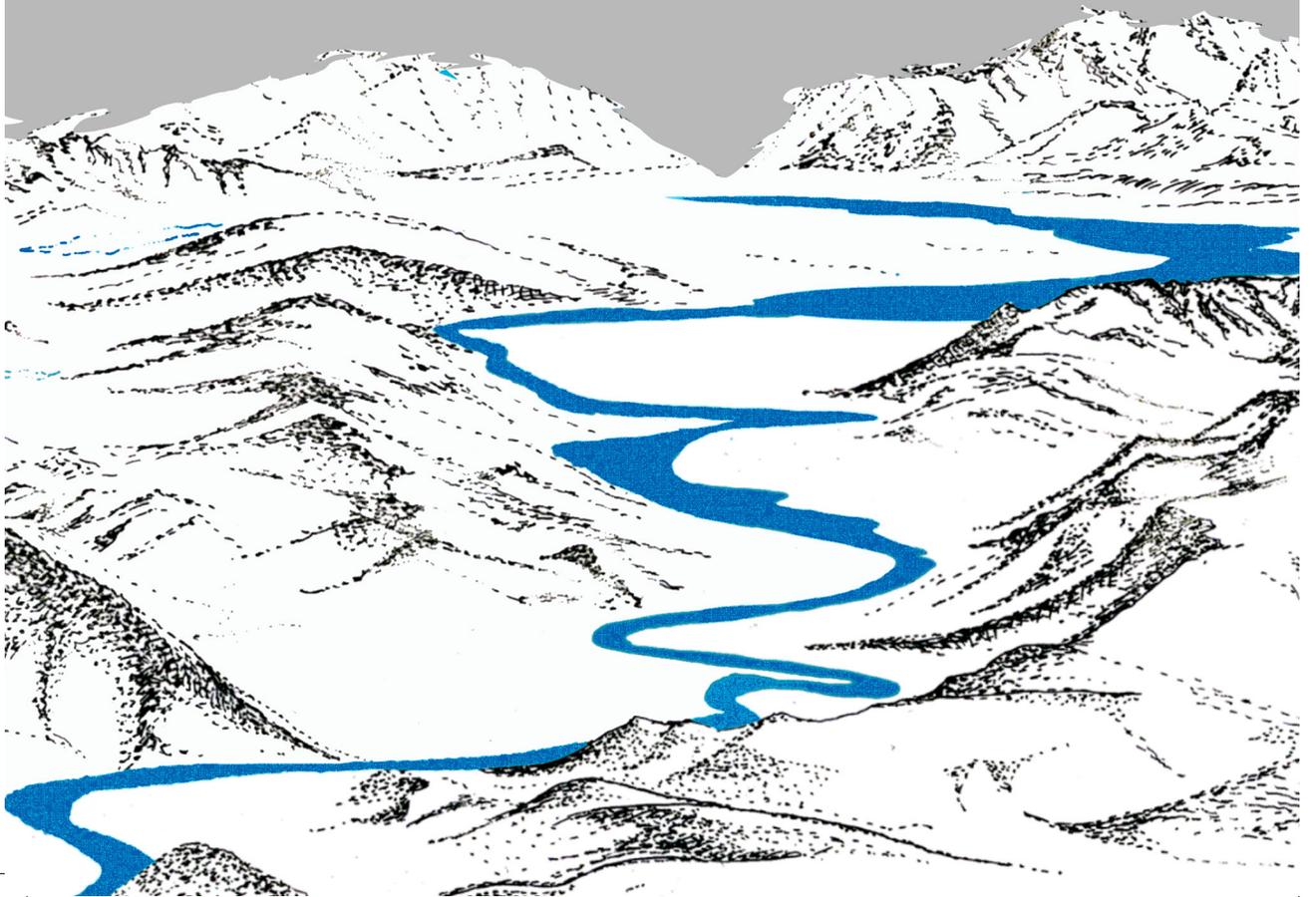
## 2.2 UPAT Tasks

In preparing the UPAT workshop, the local planning team elaborated the initial hypotheses on possible and desirable development and spatial solutions for the Limmat Valley. This served as a starting point and guidelines for the UPAT and for future discussions in the region. The UPAT was asked to test the hypotheses in the course of the workshop, as well as to add further hypotheses, eliminate or change the initial hypotheses, or add further evidence to them.

## 2.3 Expected UPAT Results

The expected results of the UPAT were that the integrated concept would consider the following four components:

1. Consolidation of the assessments of the current situation
2. Vision for regional structures
3. Concentration on and solutions for areas and hot spots critical for influencing the development of the Limmat Valley or possibly the wider region
4. Provision of proposals for designing procedures for future discussions, institutions and processes



## 2.4 Areas of Specific Interest

The local planning team suggested a number of areas in the four components that might profit from a deeper investigation:

1. Consolidating the assessments of the situation:
  - Important, decisive conflicts
  - Places and areas where conflicts are manifested
  - Conflicts, places of intervention or solutions that affect not only the local, but also the regional, metropolitan or national levels
  - Conflicts that cannot be solved by interventions undertaken solely in the Limmat Valley
2. Regarding the vision for regional structures:
  - Appropriate spatial organisation or structure of the Limmat Valley
  - Strategic choices to be made
  - Appropriate timeframes for achieving the vision
3. Concentrating on solutions for critical areas and hot spots:
  - Definition of critical areas and hot spots in the Limmat Valley
  - Proposals, solutions, or approaches for different hot spots as decisive and/or exemplary solutions (drawing on relevant comparable proven solutions)
  - Significant key actions
4. Providing proposals for procedures, e.g. discussions, institutions, and processes:
  - Approaches for generating a widely shared view on the region's desired future
  - Procedures and processes for overcoming (higher level) administrative borders
  - Ways to win actors over to agree on the value of a shared view or concept

## 3 Follow-up of the UPAT Initiative 2009–2013

### 3.1 UPAT as a 'Door-Opener' (2009–2012)

After the UPAT study was concluded and the final report presented, the local planning team began a further exploration of spatially relevant conflicts and problems. Intensive bilateral discussions were conducted with the individual communities, the responsible authorities from the cantons and selected federal representatives. This information was then incorporated into a site assessment of the entire space.

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Three essential findings came out of this effort:

1. If the next years' potentially available transport connections were taken into account, then using the available settlement land reserves in the space could lead to a massive deterioration of accessibility. This would not only affect the Limmat Valley, but the entire economic area of the metropolitan re-

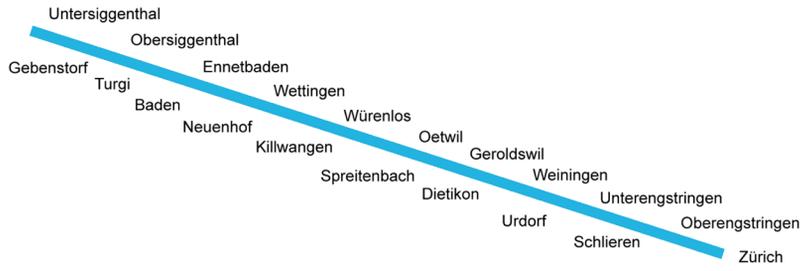


Fig. 2: Communities in the Limmat Valley. [Source: ETHZ, 2013]

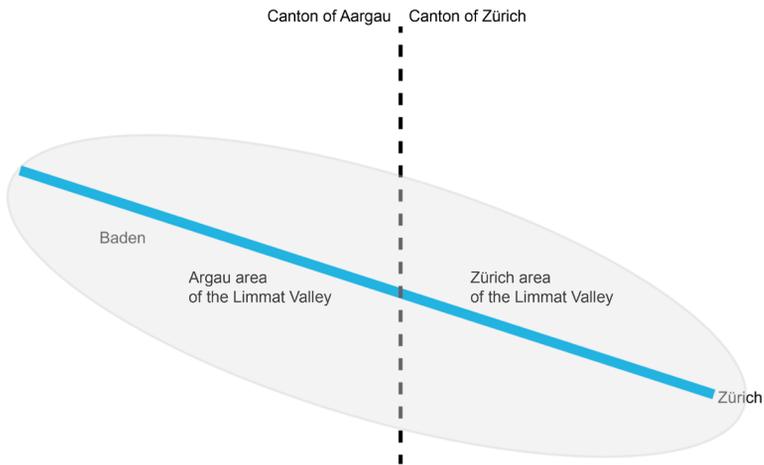


Fig. 3: Schematic overview of the Limmat Valley. [Source: ETHZ, 2013]

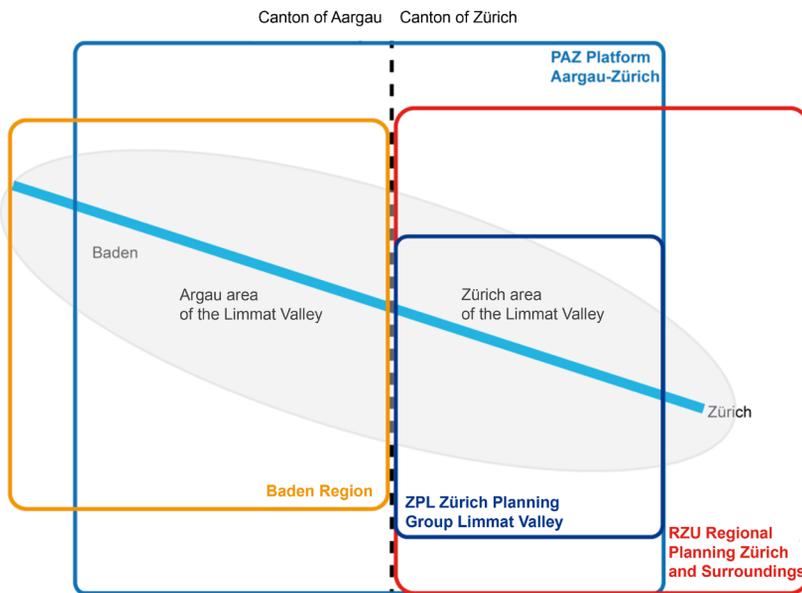


Fig. 4: Existing regional collaborations on spatial planning tasks. [Source: ETHZ, 2013]

gion of Zurich, which is, in turn, the central economic motor of Switzerland. Reliable infrastructures are an important prerequisite. Therefore, both settlement and transport development must be adjusted to one another much more closely than they have been in the past.

2. The current image of the Limmat Valley as a residential area should be improved. The Limmat Valley offers the Limmat River, the green slopes of the valley and the proximity to intact landscape spaces – all very good prerequisites for a residential space. An overview of the settlement area's potential also shows that the predominant residential parts lie within the catchment area of public transport's high-capacity stations.
3. Finally, what is missing is an overall perspective for the spatial development of the entire Limmat Valley.

### **3.2 The Limmat Valley Idea Competition: An Innovative Planning Approach**

After the preparation phase in 2011 and 2012, the communities of the Limmat Valley, along with the responsible officials from the Zurich and Baden regions and the Cantons of Zurich and Aargau, managed to raise 350,000 euros to conduct a joint 'idea competition', i.e. an innovative planning approach to define a vision of future spatial development for the Limmat Valley.<sup>1</sup> Under the coordination of the Chair of Spatial Planning and Development, ETH Zurich, an idea competition was held in 2013 entitled: The Future Spatial Development of the Limmat Valley. The central goal of the idea competition was to obtain a long-term concept for the spatial development of the Limmat Valley. This should provide a preliminary orientation for the Swiss Spatial Planning Law, in terms of recognising the crucial elements to be considered in the long-term spatial planning and development of the Limmat Valley.

#### **Preparatory workshops 2011–2012**

An overall spatial concept for the still-to-come dynamic development of the Limmat Valley is of central importance. It will allow a better organisation of the numerous plans, i.e. a chance to profile the space in the competition of the regions and show future opportunities for the best possible use of the land. Against this background, for example, in working out the second-generation agglomeration programme, cantonal and regional planning guidelines become more important in an overall spatial and long-term concept (time horizon 2040–2050). In order to transform a band of agglomeration communities into an urban city landscape, including any super-ordinate infrastructures, and maintaining margins for their development, a timely and generous planning horizon with a problem-oriented, cross-boundary overall concept is needed to indicate the direction for settlement and landscape development.

Many communities of the Limmat Valley (Fig. 2), as well as regional planning groups and both cantonal authorities (Fig. 3), have recognised such a requirement and have actively participated in the development of an overall perspective. During a series of internal workshops in 2011–2012, it was agreed to use

an idea competition with several planning teams and an evaluation committee made up of well-known members in a cooperative planning process in order to define the long-term spatial development perspective of the Limmat Valley.

Such an approach required thorough preparation. It was agreed to conduct thematically focused workshops on the long-term development of the Limmat Valley's particularly important aspects, for example, in the areas of energy, mobility and settlement development, from March to May 2012. The tasks of the workshops were to recognise the important elements and spatial requirements, to define the tasks for the idea competition, to interest experts for the task, and to sensitise public awareness and politics. Three general characteristics of the format of idea competition are:

1. The idea competition should be, as mentioned earlier, more comprehensive, both time-wise and spatially, than the one already in progress. In addition, completed studies and plans would have to be included, along with actors from the local, regional, cantonal and national levels, because of the importance of the spaces and to support the development of a common view. While defining and setting the tasks, a synopsis of planning up to now and foreseeable processes of known focus points of the development should be brought in and any open questions should be brought up.
2. The results of the idea competition should make it possible to classify the overall space on different scales by using comparable spaces in Switzerland. Having these consistent classifications in mind makes it possible to illustrate the direction of spatial development for the entire area and clarify the realisation of the ideas by probing deeper into selected partial spaces – with the agreement of the evaluation committee. A central result of the process should be a presentation of the ideas for a desirable spatial development so that the population, politicians and spatially important actors of the Limmat Valley (Fig. 4) are sensitised to the concerns of spatial development and thus motivated and encouraged to produce more mutual initiatives for the development of the entire space.
3. The idea competition should also have an experimental character. For the first time, an integrated, spatial, long-term and cross-boundary perspective should be developed for an entire area along the more than 30 km long Limmat River.

110 | While the preparation for task definition and goal setting was defined with key stakeholders, the process and organisation of the idea competition was oriented on the test planning method (Scholl, 2011a, 2011b; Scholl, Vinzens & Staub, 2013) and coordinated by the Chair of Spatial Planning and Development at ETH Zurich. In contrast to the standard test planning procedure though, there was no central, complex problem to be solved with the test planning method. In other words, it was much more a case of an open process with the aim of investigating, clarifying and suggesting solutions and ideas for each problem that had not yet been solved with the usual organisational or management tools. Therefore, and also because of the regional standards of the task, the preparation, in contrast to the standard test planning process, took more effort and more time. More precisely, the preparation began in 2008 and lasted close to

four years. As spaces of national importance contain numerous and complex task definitions, it was agreed to conduct three thematically focused workshops on the following themes before the start of the idea competition: landscape, energy and mobility, and settlement development.

### Results of the idea competition

The procedure to develop the idea competition, based on the test planning methodology [Scholl, 2011a], was held throughout 2013 (Fig. 5).

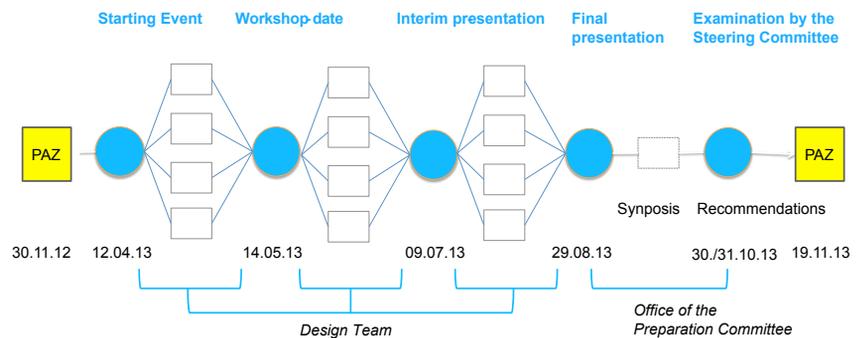


Fig. 5: The process of idea competition in the Limmat Valley.  
[Source: ETHZ, 2013]

Based on the teams' contributions, the Steering Committee brought additional recommendations to the attention of the actors of the Limmat Valley (ETHZ, 2013). It was clear that the Steering Committee would speak out against a continuous settlement belt from Zurich to the Wasserschloss (where the Aare, Reuss and Limmat Rivers flow together in the Brugg region). The goal was much more in the direction that the Limmat Valley would be seen as an organised landscape link to the river space as well as a green space and park, in other words, a designed, attractive valley space. Essentially, the Limmat Valley is made up three spatial areas: The space from Zurich to Schlieren, the space of Dietikon, Killwangen, and Spreitenbach and the space of Baden-Wettingen, along with their surrounding communities. Each of these spaces has the potential to develop an independent profile that would mutually extend or complete and enrich the others.

The sides of the Limmat Valley form a natural border and in addition to agricultural use, there are many possibilities for recreational and free-time activities. The spaces of the Limmat River are also suitable for these kinds of activities and, in addition, offer more possibilities for housing near the river. One special location factor is the valley's good accessibility. This can be maintained, and even improved, when a junction for an optimised operation of the various transport carriers can be provided promptly, along with the integration of a new service, for example, the Limmat Valley Light Railway (Fig. 6).

The projected Limmat Valley Light Railway would be integrated into the route from Zurich-Altstetten to the S-Bahn stop of Killwangen-Spreitenbach, as formulated in the Agglomeration Programme of Limmat Valley for 2012. The participants saw this aspect as a future transport backbone for the Limmat Valley and should be considered in the sense of a careful development of the narrow agglomeration space and thus for the future settlement development of the valley (Fig. 7).

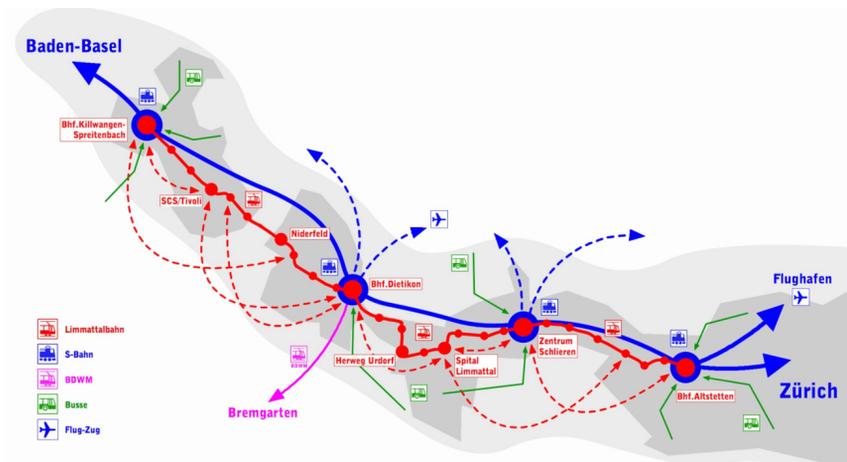


Fig. 6: Limmat Valley Light Railway (in red).  
 (Source: <http://www.limmattalbahn.ch/gesamtverkehr.php>)

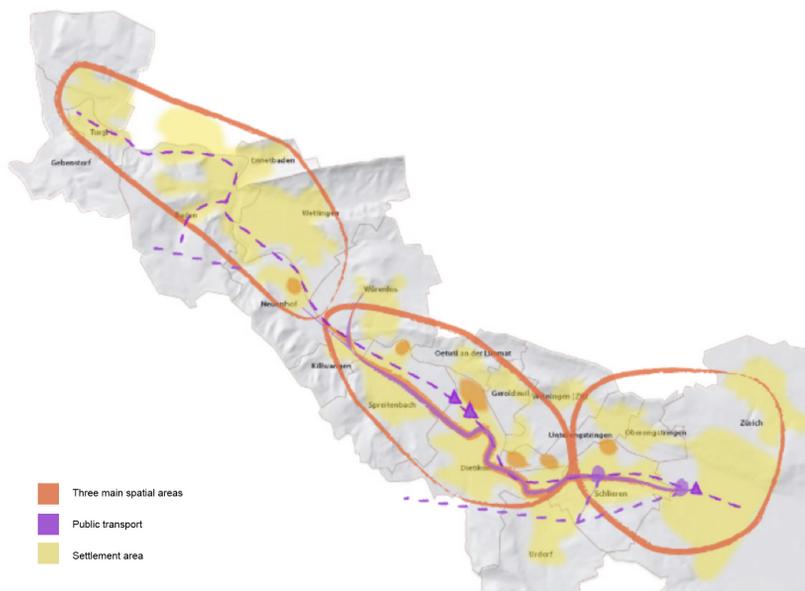


Fig. 7: Long-term strategy for the Limmat Valley.  
 (Source: Visualisation by Esther Frey, ETH/IRL documentation)

## 4 Outlook

The implementation made it clear that spaces of national importance have extraordinary, challenging tasks for spatial planning in store. UPAT 2008 managed to open the door for the mutual development of ideas. With the ensuing preparations for the idea competition, the PhD students of the International Doctoral College, as representatives of a local planning group within the UPAT team, smoothed the way for the Limmat Valley development process. This created a solid foundation for a spatial awareness of the tasks considered central for the implementation of the years and decades to come. Moreover, it shows that there is a clear chance for communities, regions, and both the cantons and the federal offices, to make advances in any problem-oriented dialogue that have already begun, as well as to come together to find stable, sound and capable solutions. At present, the actors of the Limmat Valley advise a sponsorship-based, long-term collaboration across the lines of institutions and disciplines. This highlights the importance of integrated spatial development that, combined with a jointly developed long-term perspective for the Limmat Valley, would bring the goal within sight.

### Endnote

- <sup>1</sup> There was a unanimous wish of the important federal offices to also be included in the planning process. By the end of 2012, the federal offices were ready to cooperate and participate – and help co-finance the project. The federal offices still in charge are: Office of Spatial Development, Office of Roads and Highways, Office of Transport and the Office of the Environment.

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# UPAT 2009: Szczecin

## Prospects for the Metropolitan Area

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Fig. 1: Szczecin. (Source: Maciej Bledowski/www.fotolia.com)



## 1 Background and Mission of the UPAT

The historical spatial structure of the settlement network in Poland is characterised by a polycentric, rather regular distribution of cities of similar size. This fact is highly important for the development of the Polish space, facilitating the achievement of such development objectives as a competitive economy, social and territorial cohesion and protection of environmental resources (MRD, 2012). Due to their role in the settlement system, the largest cities (metropolises) gain the status of metropolitan centres, however, they are not comparable with cities of this rank in Western Europe. Metropolitan areas,<sup>1</sup> i.e. big cities with urbanised surroundings intensively connected by functional ties, as defined by Poland's Act on Spatial Planning and Development (Ustawa, 2003), are those parts of Poland that demonstrate the highest developmental dynamics. According to the *UPAT WorkBook Series Report* (ISOCARP, 2009: 7), metropolitan areas: „(...) should play a key role in the process of achieving the goals of sustainable development by Poland in the European Union. From the outset, the planning issues connected with these areas triggered numerous discussions, focusing on such aspects as the definition and delimitation of the areas, the scope of their development plans, or their forms of governance.”

This was also the case of Szczecin, the capital of Zachodniopomorskie Voivodeship (West Pomeranian Province, also a Euroregion). The city of Szczecin lies close to the German-Polish border on Lake Dabie in the delta of the Oder River (Polish: Odra) with a population of 409,000. The city is a centre of regional administrative, commercial, educational and cultural activities. The UPAT history started in 2006, when the provincial government of West Pomerania decided to elaborate on the next edition of the province's spatial plan. The essential range and dynamics of changes to be considered in this document caused significant delays in the plan's preparation. In order to help solve planning problems and accelerate the work on the plan, in 2007, the Board of the Society of Polish Town Planners (*Towarzystwo Urbanistów Polskich* – TUP), based in Szczecin, proposed organising a UPAT to the Province Marshal and suggested using the planning problems of the Szczecin Metropolitan Area (population 777,000) as its subject.

The proposal of a metropolitan area as a subject had many reasons. Polish metropolitan areas consist of administrative units of different ranks (cities, counties, communes), which are almost completely independent one from another and often compete among themselves (Ossowicz, 2014). This aspect certainly gave rise to numerous problems, e.g. urban sprawl, that affected sustainable development in these areas. Unfortunately, the necessity for cooperation on the metropolitan level was noticed rather late in the process of Polish transformation, which caused an intensive nationwide discussion on ways of solving this situation. Various versions of the proposed new legislation differed in numerous aspects of metropolitan planning, thus leading to confusion on the provincial level.

The lack of a formal basis for coordination and cooperation in metropolitan development administrations was the reason self-organised unions or associa-

tions grew up with the aim of creating common strategies and plans. In 2005, the Province of West Pomerania, the city of Szczecin and eight surrounding communes formed the Local Government Association of Regional Cooperation (LGARC) in order to take action that would lead to strengthening the connections between Szczecin and its surrounding areas in the fields of urbanisation, transportation and building up social capital (SSOM, 2014). This body, soon enlarged by three more communes, was a 'natural' recipient of the metropolitan area spatial plan, which, according to Polish planning legislation, was a separate part of the spatial plan for the province (Ustawa, 2003).



Fig. 2: Regional environment of Szczecin. [Source: ISOCARP, 2009]

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The rich nature (Fig. 2) and the relatively low population density, combined with the smaller market potential of the Szczecin Metropolitan Area (SMA) did not fit well into some of the definition criteria of the National Spatial Development Concept. This national strategic planning document was obliged to designate the metropolitan areas of Poland<sup>2</sup> (Ustawa, 2003). For this reason, the SMA was not even treated as such for some time in the development of the concept, which triggered energetic protests by the provincial authorities who sought support in reversing this trend. There were also some local discussions about the place of the town of Świnoujście – in or out of the SMA. The ports of Szczecin and Świnoujście are closely tied in one enterprise, however, the distance and impeded accessibility from Szczecin suggested a lack of territorial cohesion.

The opening of Poland's western borders in the process of joining the European Union gave Szczecin a unique character among Polish metropolitan cities – its functional influence crossed the state border and reached still further into Germany. This natural direction was strongly blocked before 1989, but after that

date, the city quickly became attractive, especially from a cultural and tourism point of view, for the inhabitants from the region along the border.

Szczecin and its region was also a partner in various transnational cooperation organisations, e.g. Euroregion Pomerania,<sup>3</sup> programmes, e.g. Interreg, and projects, e.g. Central European Transport Corridor (CETC), all of which required both administrative and spatial coordination.

The SMA is located at the intersection of important cross-European connections. Here, the north-south Scandinavia–Adriatic Sea express road E65/S3, the railway line Świnoujście–Szczecin–Wrocław (part of the CETC Corridor) and the Oder River waterway cross the west-east Hamburg–St. Petersburg express road E28/S6 and the railway line Szczecin–Gdańsk. Important interregional roads link Szczecin with Berlin (A11) and Warsaw (S10).

The ports of Szczecin and Świnoujście create a fundamental gateway to the Baltic region. Together with the smaller port in Police and the inland waterway system via the Oder River, they make the shortest land bridge between the Baltic Sea and the Mediterranean Sea. The regional airport in Goleniów, located 45 km from Szczecin, provides regular connections to all national and some international destinations.

The above considerations were behind the positive answer by the Provincial Marshal to the TUP's proposal, however, due to local obstacles, almost two years passed before the agreement on a UPAT week could be reached. The Szczecin TUP Board took the role of the UPAT Local Organising Committee (LOC). The City of Szczecin, the communes of Gryfino, Goleniów, and Police and the town of Stargard Szczeciński, all of which are members of LGARC, decided to co-finance a UPAT week. The West Pomeranian University of Technology made its rooms and computer infrastructure available to the teams. It was the starting point of the UPAT preparation. Identifying the perspectives of the Szczecin Metropolitan Area in the context of the factors determining the development of metropolitan functions, transport infrastructure and the trans-border character of the region could begin.

## **2 UPAT in Szczecin**

### **2.1 The UPAT Process**

The UPAT programme started with a full day field trip in the vicinity of Szczecin and around the Szczecin Lagoon. The UPAT team could experience not only the rich natural beauty and vast area of the SMA, but also some of the transportation problems. The scarcity of material in English that the LOC could supply before the UPAT start, prolonged the orientation presentations and interviews, which took all of the next day, thus shortening the time for the actual UPAT work to only three days. The efficient organisation of the work by the Team Leader and the commitment of all the UPAT participants managed to overcome these difficulties so the first recommendations could be presented to local planners and

LGARC representatives on the third day. The discussion did not offer many new insights about local expectations, but did confirm the lack of a common metropolitan vision and the competitive attitude of many of the areas represented. The final presentation of the UPAT team was more important for the authorities of the province, the city and the members of the provincial government as it covered the identified problems and the proposed solution or responses in depth. The discussion held after the formal presentations confirmed that the solutions and responses were correctly conceived and expanded to the extent that they could provide supporting input for subsequent planning actions in the area.

## 2.2 The Territorial Background

The Province of West Pomerania is located in the north-western corner of Poland. Its area of 22,892 km<sup>2</sup> covers 7.3% of the country. The region, with a population of 1,721,400 people (eleventh nationally), is among the least populated areas in Poland: 75 people per km<sup>2</sup> while the national average is 123 people per km<sup>2</sup>. Almost 70% of its inhabitants live in urban areas, mainly small towns rather evenly spread over the province's territory.

The region is considered one of the most attractive areas for tourists in Poland. It is characterised by an incredible diversity of its landscape: from seaside resorts and beaches at the north to hundreds of glacial lakes and forests full of wildlife spreading through the hills to the south. Many of the areas are parts of the Polish nature protection system and/or the European Ecological Network NATURA 2000. A wide array of health resorts are based on brine and peloids (mud or clay used therapeutically), discovered in the 19<sup>th</sup> century, and on geothermal water resources. West Pomerania is also rich in various forms and styles of architecture that were built throughout the different periods of its history.

The major economic drivers of the province are trade, transport, maritime economy, industry, tourism, services and education. Arable lands occupy about 48% of its territory, but their quality is generally not very high. The unifying feature for the western part of the region is the Oder River. The thousand-year-old city of Szczecin is the historical capital of Western Pomerania. It lies on the banks of the Oder River, 65 km from the Baltic Sea. The city is located only 12 km from the Polish-German border and 125 km from Berlin. Currently, Szczecin has 409,000 inhabitants. The city is a centre of regional administrative, commercial, educational and cultural activities. It also offers the most important higher education institutions as well as numerous cultural institutions. Centuries of Szczecin history have left numerous traces of the past in the form of urban fabric and architecture. The inner city planning of the 19<sup>th</sup> and 20<sup>th</sup> centuries were outstanding with a regular pattern of streets, boulevards lined with trees and star-shaped squares.<sup>4</sup>

Today, the region is repositioning itself to enhance its competitiveness and provide conditions for sustainable economic growth, an increase in employment and the wealth of its inhabitants. The metropolitan level has been recognised as the most efficient framework where sector strategies, policies, plans and

projects could be merged, synchronised with each other and work together. The area's potential for future development can be established by a variety of economic, social and cultural factors such as:

- Szczecin's strategic location and its function within the international transportation network
- Szczecin as headquarters of the administrative and municipal authorities of West Pomerania
- Growing investments in the area since Poland joined the EU
- Tourism attractions
- Ongoing participation in trans-border cooperation
- Improvement of the image of the city arising from various elements that could lead it to become a rare and important tourism destination in Europe

### **2.3 UPAT Results**

The main objective of the UPAT week was to develop a set of independent and implementable recommendations for developing the metropolitan area's spatial plan within the framework of the overall regional development. The focus was on the factors that determine the metropolitan functions and activities of Szczecin, the metropolitan transportation network, and trans-border cooperation and development.

The UPAT Team examined three key elements specific to this region:

1. Metropolitan character of Szczecin: factors and relationships
2. Accessibility and connectivity
3. Trans-border cooperation and development

The UPAT exercise resulted in:

- Recommendations and planning proposals with regard to the planning issues examined
- Identification of specific actions and/or projects that can be undertaken in the short, medium and long term
- Identification of opportunities for Szczecin's metropolitan development

The results of the Szczecin UPAT were presented in the report published as the first of the ISOCARP UPAT Workbook Series (ISOCARP, 2009). Only the most important proposals and solutions are described in this paper. Namely, taking the local conditions into consideration, the UPAT Team stated that polycentric planning would be critical in creating a functional urban region for the West Pomerania Province and Szczecin Metropolitan Area as a vibrant, cohesive, competitive, and sustainable community. It means the creation of an aspirational, functional Szczecin Metropolitan Region, including the Szczecin Metropolitan Area, the Szczecin Lagoon, and the Świnoujście Commune. It might eventually be expanded to include communes adjacent to the lagoon, along Highway 3, and further south along the Oder River.



### Metropolitan character: imagery, identity and governance

As a result of analysing natural, cultural, geographic and know-how imagery (Fig. 3), the following recommendations were presented:

- Create natural and cultural inventories
- Define and develop a regional identity programme, using it in all local and regional political decision-making
- Build awareness of the metropolitan region as a cultural identity
- Build awareness of the waterfront and industrial heritage as part of the regional cultural identity
- Save the City Core, as defined in *Local Revitalisation Programme* (City of Szczecin, 2005)
- Adopt sustainable waterfront development principles

The topics of image, identity and governance are inextricably connected. The governance recommendations were as follows:

- Expand the LGARC 'width' to include Świnoujście and other communes along Oder River–Baltic Sea Corridor
- Expand the LGARC 'depth' to include advisory capacities and/or expanded authority over broader regional issues
- Form a Metropolitan Region Technical Advisory Committee to examine and make recommendations to the LGARC
- Create a new partnership in planning and implementation by including non-administrative partners and public participation

The sustainable development of the metropolitan region requires balancing its spatial structure by:

- Steering the land use demand for further development to clearly limited zones supporting a decentralised spatial structure of the metropolitan region
- Preserving existing open spaces and their ecological and recreational potential
- Using urban areas and open spaces for contributing to a fair sharing of social and financial burdens and benefits between core cities and the surrounding areas
- Combining green belt and economic development strategies to create healthy pleasant surroundings attractive for business locations
- Increasing the use of renewable energy sources and rational energy management for the environmental quality of the area
- Providing recreation and leisure areas, e.g. gardens, tree-lined streets and places with parks and green corridors within cities and in the region

Fig. 3: SMA defining images.  
(Source: ISOCARP, 2009; Cezary Skórka/www.skyscrapercity.com)

## Accessibility and connectivity: transportation and communication networks

The analysis of the SMA transportation network (Fig. 4) showed that:

- The spatial structure of the SMA is leading toward a huge consumption of infrastructure, environmental degradation, rising cost of public services, loss of urban identity and attractiveness.
- There is no efficient management plan to connect all tourist attractions and facilities.
- There is a lack of a continuous inland waterway transport system from the port of Świnoujście to southern Poland, via the port of Szczecin.
- The road connections between the two ports of Szczecin and Świnoujście is congested with traffic on the S3 road, especially at the section crossing Wolin National Park.
- The railway line between Szczecin and Świnoujście is important, especially for the ferry line between Świnoujście and Ystad (Malmö-Vienna connection).
- The ports of Szczecin and Świnosujście could provide the shortest north-south route, if served by the international train service between them and within a logistics centre of the CETC on the Baltic Sea Region.
- The majority of roads do not fulfil the necessary standards and some of them need reconstruction and modernisation, i.e. Gdańsk to Szczecin and Szczecin to Warszawa.
- Due to a lack of a 'shortest' crossing point between the two banks of the Oder River (Goleniów–Police), the city of Szczecin experiences heavy traffic congestion.

The following recommendations should lead towards strengthening the polycentric transportation relationships as key issues of regional expansion:

- Develop polycentric structures of territorial cooperation with other European cities
- Develop an intermodal system of transportation to link the European and national networks, TENs and regional and local transport
- Increase the connections between the internal transportation networks and the European network
- Improve the sea ferry terminal in Świnoujście and its connection to the port of Szczecin
- Modernise the Oder River in the area of CETC to increase inland navigation between the Baltic Sea and the Black Sea
- Create a master plan and an integrated waterway system, including a waterfront development programme for the entire corridor between the Oder River and the Baltic Sea
- Modernise existing railway lines, in particular, for the main routes of Gdańsk–Stargard–Szczecin and Wrocław–Szczecin (part of the CETC European corridor) (Fig. 5)
- Develop regional transport between Police–Szczecin and Świnoujście–Szczecin
- Build the western bypass of Goleniów–Police, connecting it to the A6 highway to Berlin

- Improve the capacity of Goleniow Airport for further development of international passengers and cargo
- Set up a new local development plan for a better exchange between local transport (buses and trams), inland transport and railway lines

### **Repositioning the region: trans-border cooperation and development**

Szczecin, its metropolitan area and the Euroregion Pomerania participated in the cross-border, transnational and interregional cooperation projects involving the Baltic and Pomeranian regions in their various aspects: transportation and communication, economic activities, cultural and academic cooperation, tourism, etc. The immediate opportunity was with neighbouring Germany, specifically with the Berlin Metropolitan Region. Less developed were trans-regional relationships with Scandinavia via the Baltic Sea, although this could be significantly expanded, especially with development of the CETC.

Recommendations for cross-border cooperation and development were as follows:

- Improve internal and external accessibility
- Manage the Baltic Sea as a common resource
- Promote attractive and competitive cities and regions
- Promote trans-border economic ties and cooperation between industry and science
- Strengthen tourism development
- Develop cross-regional programmes and events
- Develop the Baltic Sailing Centre, which will organise regular and annual sailing competitions in addition to different water sport activities and exhibitions of sailing equipment and sailing related products
- Enhance the Hanseatic cities partnership
- Submit a proposal to UNESCO to include the 19<sup>th</sup> century Szczecin city centre in the World Heritage List
- Start the Pomeranian Forum, a regional platform, where cities meet, share views, exchange their experiences and develop joint programmes (cross-border Germany and Poland)
- Develop university partnerships among the Universities of Szczecin, Greifswald, Neubrandenburg and Stralsund, connect to other nearby Baltic universities, e.g. Lund and Copenhagen.

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### **3 UPAT Effects**

The extent of issues approached in the Szczecin UPAT week, as well as the rather general character of its subject, clearly indicated that ideas and advice for the direct implementation could not be expected. The UPAT team looked at the SMA's planning problems from a different perspective than the local planners' views: The UPAT team members perceived other subjects, showed new possibilities, and also gave new strength to some already existing solutions.

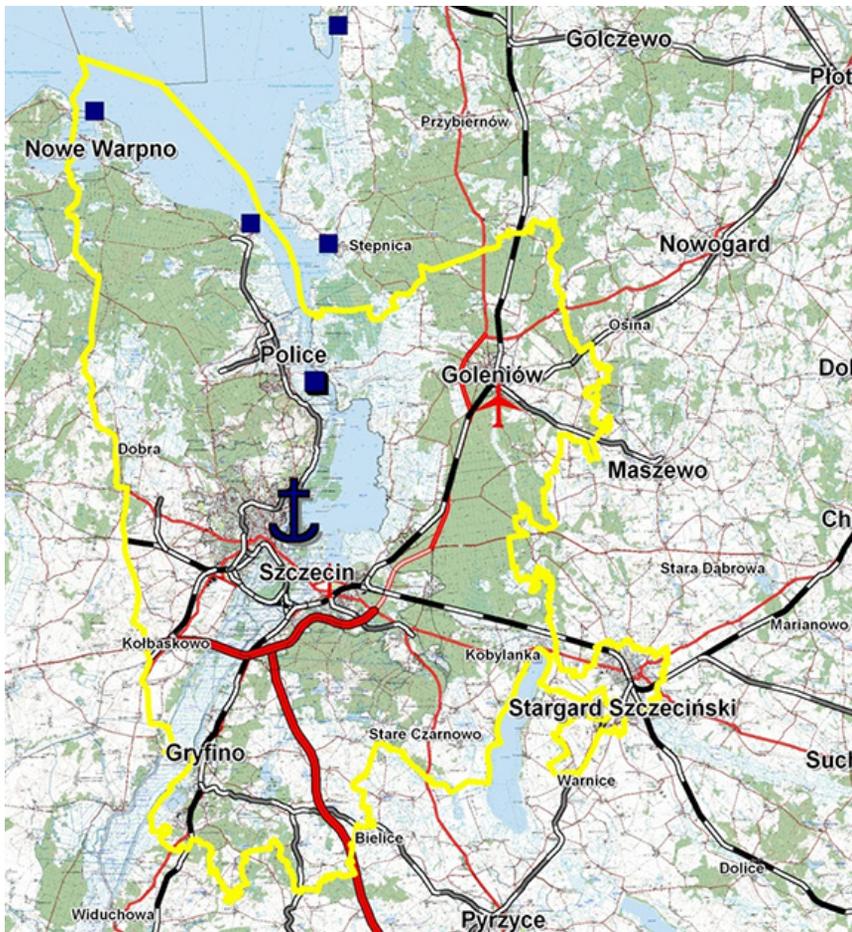


Fig. 4: SMA transportation network. [Source: ISOCARP, 2009]

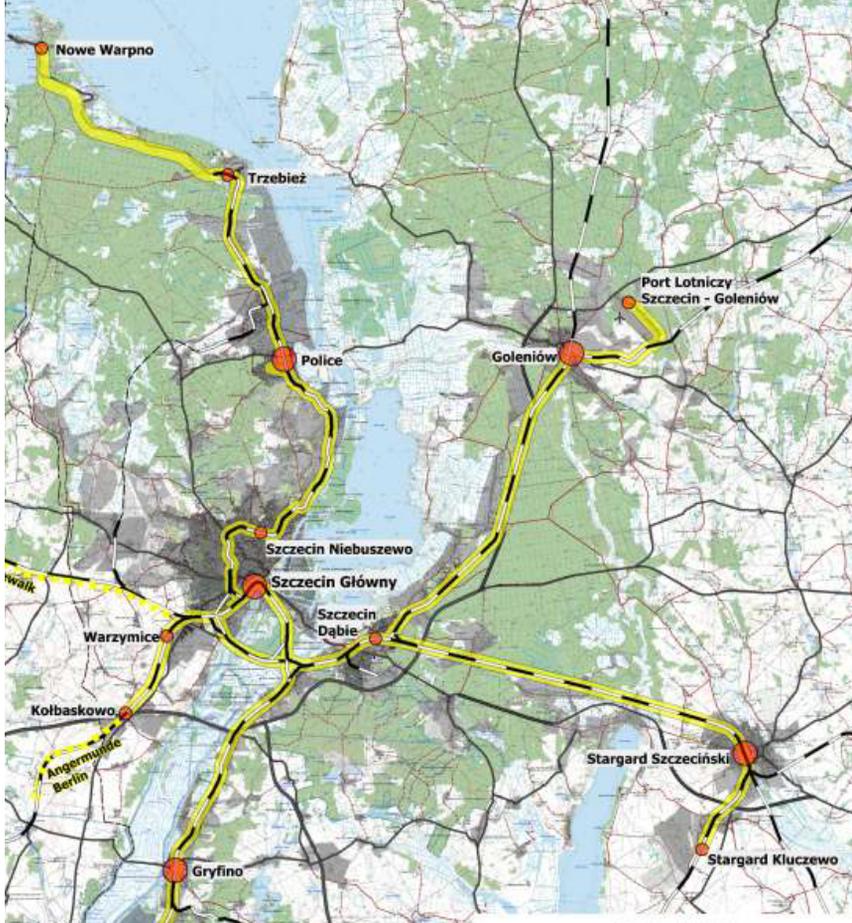


Fig. 5: Proposal of Szczecin Metropolitan Railway. [Source: RBGPWZ, 2011]

In the presentation to local decision-makers, the team stressed the necessity of creating a collective metropolitan identity as well as broadening the scope and intensifying cooperation with the German side of the SMA.

### 3.1 The Association of the Szczecin Metropolitan Area

The quick publication of the UPAT process and results in the form of a bilingual book (English and Polish) (ISOCARP, 2009) was the important direct result expected by the West Pomeranian Province authorities from the very start of the UPAT project. At the local level, it was seen as a catalogue of proposals that provided potential knowledge for further planning work. Distributed first among members of the LGARC, the report inspired even this body to change its name to the Association of Szczecin Metropolitan Area (ASMA). ASMA members decided to direct their efforts (SSOM, 2014), among others, to working out a concept for SMA management and a metropolitan development strategy, lobbying for legal regulation of the metropolitan area's status and taking up various activities promoting the economic and cultural attractiveness of the area. ASMA became the most important body representing its member's interests at the international level, especially in the trans-border cooperation with Germany. In recent years, ASMA has had five commissions working on spatial development, transport accessibility, environmental protection, social infrastructure and regional education.

In order to build awareness of its metropolitan identity, in 2012, ASMA launched the publication of the *Kurier Metropolitalny* (Metropolitan Courier), a monthly supplement to the popular daily newspaper *Kurier Szczeciński*. The materials presented show the gradual change in the regional decision-makers' and inhabitants' mentality in the direction of common interests and values for the SMA territory.

### 3.2 The Spatial Plan for the West Pomeranian Province

The UPAT report has also been a source of advice for the planners elaborating the mandatory spatial plan for the province, which was finally approved in October 2010 (Bill no. LXV/530/10). The plan adopted the idea of a Szczecin Metropolitan Region (SMA) as defined by UPAT, slightly extending its limits to neighbouring southward areas (Fig. 6).

The separate part of the plan for the SMA includes provisions compatible with UPAT recommendations, such as:

- Enhancing the natural and cultural image
- Implementing western road and rail by-passes in Szczecin
- Saving the city centre's urban structure
- Balancing the metropolitan spatial structure
- Creating sustainable waterfront areas and their connections to the Szczecin Metropolitan Region

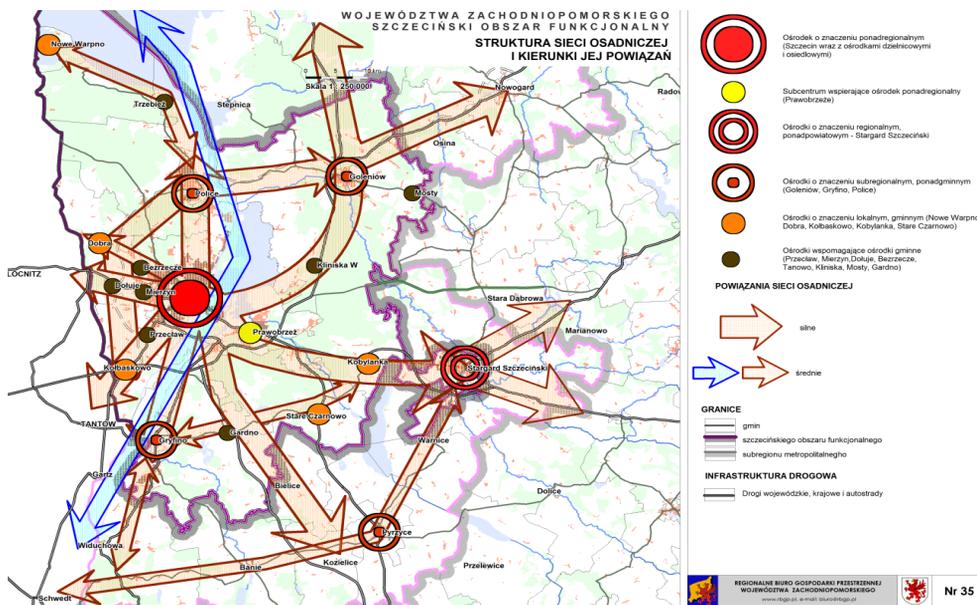


Fig. 6: The settlement structure of SMA. (Source: Bill no. LXV/530/10)

### 3.3 Polish-German Concept of Development for the Trans-Border Metropolitan Region of Szczecin

The indirect, but very important, effects of the Szczecin UPAT could be found in the work of the Regional Office for Spatial Planning of West Pomeranian Province (*Regionalne Biuro Gospodarki Przestrzennej Województwa Zachodniopomorskiego – RBGPWZ*). The document *Development Priorities: The Polish Part of the Cross-Border Metropolitan Region of Szczecin (CMRS)* was their flagship study initiating the elaboration of the *Polish-German Concept of Developing the Cross-Border Metropolitan Region of Szczecin*. The agreement launching the study elaboration was signed by the West Pomeranian Province, the Association of the Szczecin Metropolitan Area, the City of Świnoujście and the Association of Polish Municipalities Euroregion Pomerania in 2010.

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The list of priorities was presented in 2011. These were worked out during a series of workshops conducted by the RBGPWZ, together with the representatives of all parties signing the agreement (the Joint Committee). The list of development priorities (RBGPWZ, 2011) is divided into six main groups:

1. The natural environment
2. Population and settlement network
3. Transport infrastructure, including road transport, rail infrastructure, public transport, inland shipping, and air transport
4. Technical infrastructure, including waste management and energy infrastructure
5. Economy: industry, maritime sector, tourism, investment areas
6. The Szczecin Cross-Border Metropolitan Region in a European space (Fig. 7)

Each group or sub-group contains from three to nineteen detailed proposals referring to the common interests of the Polish SMA units as well as addressed to potential partners over the border.

The study was presented and very well received by German political and planning circles for its continuation on the German side of SMA. In 2012, the Joint Committee signed the declaration of intent with the State (*Bundesland*) authorities of Mecklenburg-Vorpommern, Berlin-Brandenburg and the Berlin Senate. The declaration contains the following important subjects that should be taken into account in the common Polish-German concept: renewable energy, population, culture, language, work, functions of the towns and communes, water-side location, and public transport.

The cooperation in preparing the *Polish-German Concept of Developing the Cross-Border Metropolitan Region of Szczecin* started by forming a steering group and Polish and German task forces. In recent months, joint meetings were held on both sides of the border and the presentation of the concept in the form of bilingual documentation and the final report was presented in the second half of 2014. The concept changed the practice of elaborating planning documents only within the national borders of Poland and Germany. Establishing coherent aims for development formed an important base for cooperation in the interest of public bodies and inhabitants of the entire metropolitan area. It is too soon to say if it has also been able to counteract the processes of marginalisation of the areas on both sides of the border.

The project was submitted to the competition on model projects of Polish-German cooperation held by German Federal Ministry of Transport, Building and Town Development (*Bundesministerium für Verkehr, Bau- und Stadtentwicklung*) and the Polish Ministry of Regional Development. There were 55 projects in the second edition (2012–2013) of the competition and the concept was one of five winning projects. It was honoured for the model cooperation of Polish and German spatial planning bodies in order to strengthen the territorial cohesion and build up the competitiveness of the area.

## Endnotes

- <sup>1</sup> According to the amendments in the Act on Spatial Planning and Development, in force since 25 September 2014, the term 'metropolitan area' has been replaced by 'urban functional area of the provincial capital'.
- <sup>2</sup> According to the changes mentioned in the previous endnote, the urban functional area of the provincial capital is defined by the provincial government, however, the detailed parameters of this delimitation are stated by the Ministry of Development in order to keep them uniform throughout the country.
- <sup>3</sup> Euroregion Pomerania links together the city of Szczecin and 77 towns and communes (Association of Polish Municipalities Euroregion Pomerania) in Poland, two self-administered towns and six rural districts in Germany, and 33 communes in Sweden (the Scania Association of Local Authorities).
- <sup>4</sup> The inner city planning of the 1880s used designs by Georges-Eugene Haussmann, who also did the urban planning for Paris.

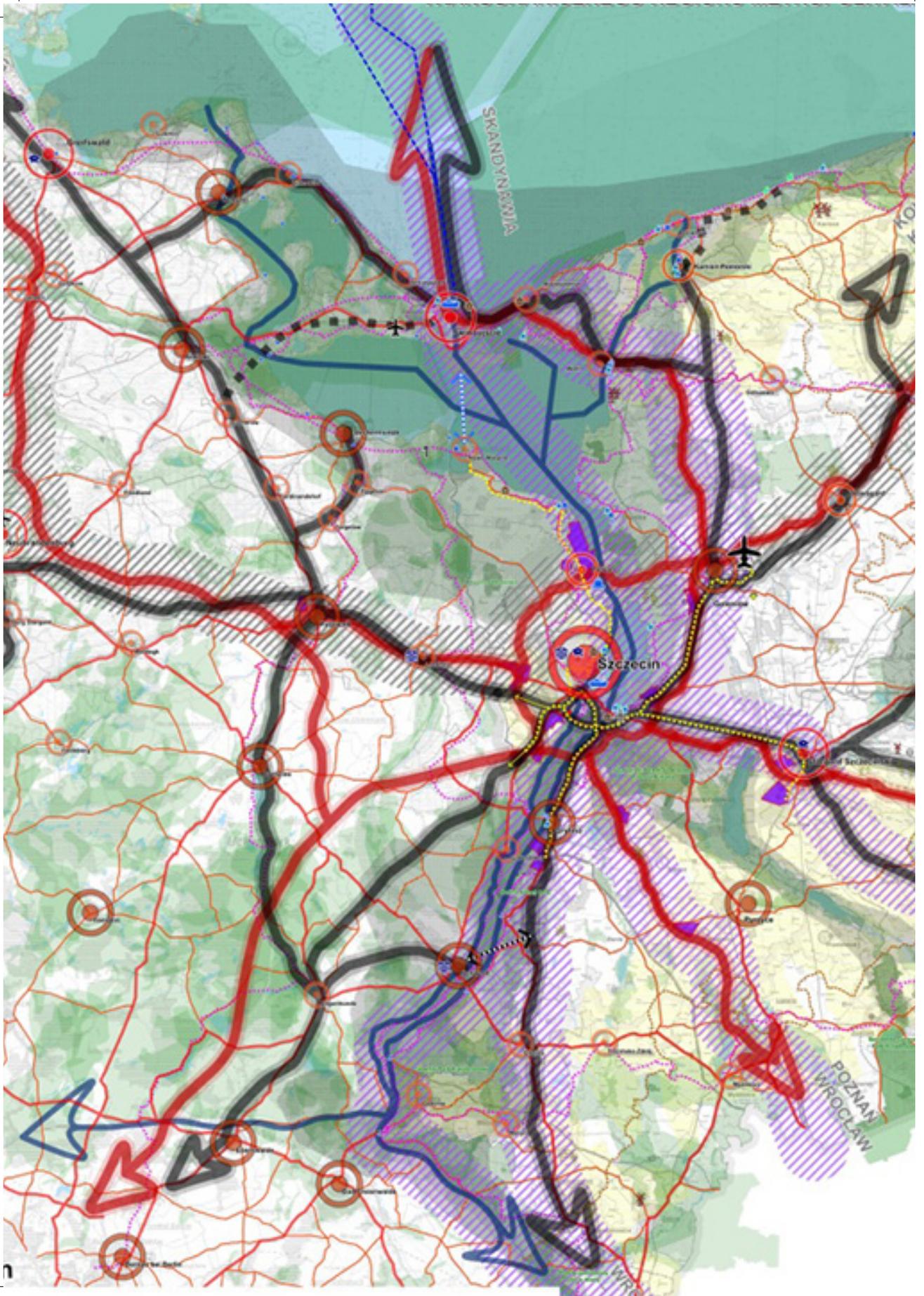




Fig. 7: Spatial connections within the Cross-Border Metropolitan Region of Szczecin (CMRS). (Source: RBGPWZ, 2011)

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# UPAT 2010: Singapore

## Beyond Cities: Is an Urban Planet Even Possible?

Jeremy Dawkins



Fig. 1: Singapore. (Source: Martin Dubbeling)

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## 1 Introduction

An 'urban' life – a life of personal, social and economic opportunity – is ultimately the right of everyone.<sup>1</sup> But does it require continued rapid urbanisation? If so, can the world survive a doubling of the urban population in the next half of a century?

Rapid urbanisation still means the further widening of social inequalities, the wholesale loss of fertile land, massive increases in the consumption of fossil fuels and accelerating depletion of natural capital.<sup>2</sup> To envisage a doubling of the urban population – from three billion out of a global population of six billion today to six billion out of a global population of nine billion some time after mid-century – is to contemplate irreversible climate change and the collapse of humanity's life-support systems.

Fortunately, we are at a point when 'rural' no longer means toiling subsistence, and when an interactive 'urban' life can be enjoyed anywhere. So personal fulfilment no longer literally entails a 'civic', 'civilised', city life – the people of the world now have many opportunities even in relatively remote locations, and continued urbanisation is no longer necessary to fulfil the reasonable aspirations of the non-urban half of the world's people.

Thus, one way to avoid global collapse would be to halt or even reverse urbanisation by equalising access to educational, cultural, technological and economic resources across all urban and rural areas. For much of the second half of the twentieth century, something like this was the stated aim of the Chinese government. However, few would think that such an aim would be remotely feasible: China's current experience is more likely to indicate a future of vast, continuous, urbanising regions wherever populations together with economies are growing rapidly (Buijs, Wanyin Tan, Tunas & Brugmans, 2010; Mars & Hornsby, 2008).

The alternative response to rapid urbanisation is to transform both the processes of urbanisation and the kinds of urban areas that result. This raises new questions. Can rapidly urbanising regions create (rather than destroy) natural capital? Can they generate (rather than deplete) energy? Can they increase (rather than reduce) fairness and equality of opportunity? If so, what radically new forms of planning and governance would be needed to achieve these outcomes?

The Urban Planning Advisory Team (UPAT), which met in Singapore (Fig. 1) from 23 to 31 July, 2010, had the exciting opportunity to sketch answers to these fundamental and challenging questions. ISOCARP's generous partner in the project was the Philips Center for Health and Well-Being, which has established a Liveable Cities Think Tank to identify the pathway to liveable cities. The UPAT process and its outcome are fully described in the report *Liveable cities in a rapidly urbanizing world* (ISOCARP, 2010).

This article outlines the findings of the Singapore UPAT in four core sections:

1. A new paradigm for planners: the 'non-city rapidly urbanising region'
2. Harnessing the creativity of rapidly urbanising regions
3. Possible outcomes: Radically new land use patterns and densities
4. Possible outcomes: What are some practical first steps?

## **2 A New Paradigm For Planners: The Non-City Rapidly Urbanising Region**

### **2.1 Rapid Urbanisation Is Eating the Future**

Rapid urbanisation, particularly in Asia, Africa and Latin America, is creating entirely new kinds of urban environments, generally with the following characteristics:

- Vast, dense, diverse, uneven and fragmented nodes and corridors of industrial complexes, commercial clusters, urban services and housing estates, associated with ports and highways, poorly connected by retro-fitted arterial roads and railways
- Driven spontaneously by export opportunities, rapidly increasing domestic consumption and the aspirations of the rural population
- Resulting in economic growth and rapidly rising standards of living, accompanied by loss of habitat and natural resources, rapid consumption of natural capital, pollution, congestion, inequalities, inefficiencies, corruption and exploitation

The quality of life in these new urban regions could, at one end of the spectrum, condemn ordinary people to deprivation and exclusion, or, at the other end, foster fulfilment of human potential – depending on how these regions are planned, managed and governed. The challenge is to imagine how these new urbanising regions can provide people with the most humane and sustainable environments for urban living.

If urbanisation continues in anything like the present patterns, we will need the resources of four or five planets by mid-century. To make this project meaningful, we must assume that drastic changes will have been forced on the world through the collapse of ecosystems, and that strong global action will have taken place. Our (heroic) assumptions include the following:

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- Strong global action to establish a high price on carbon
- Strong global action to price natural capital at its real value<sup>3</sup> (TEEB 2009; Kumar, 2010; Bishop, 2011; Ten Brink, 2011; Wittmer & Gundimeda, 2011)
- Rapidly urbanising regions are powered by low-carbon energy and 'free' environmental goods and services are accurately valued and managed conservatively as capital assets
- Urban development has become 'light-weight', in that the extremely resource-demanding construction of the present is replaced with durable but

light-weight and adaptable structures using recycled materials to the maximum, and heavy industry moves from carbon (heat) processes to hydrogen (electrical/chemical) processes, both transformations having been driven by real values being attributed to natural capital<sup>4</sup>

- There are high levels of social mobility, openness and transparency in a fully digital world
- Strong and enlightened leadership provides holistic, long-term strategies and science-based policies for urbanising regions (see section 3.3 below)

These assumptions become the preconditions for liveable, sustainable urban environments.

## **2.2 Rapid Urbanisation Does Not Result in 'Cities'**

Urban growth in its traditional form is unlikely to play a significant role in accommodating the next three billion people in urban environments. These people will be living in the 'city', but not in planned, incremental extensions of existing cities nor in newly-planned cities. Rapid urbanisation, spreading around growth zones, ports, airports, mining districts and transport corridors, will be urban but 'non-city': fast, extensive, less structured, more dynamic, more spontaneous and in some ways more innovative than more familiar forms of urban growth.

Where this leaves traditional forms of planning was one of the critical questions addressed in this project. We concluded that contemporary planning approaches and the use of familiar models of urban form, for example, the metropolitan region with core, sectors, corridors and subregions cannot be applied to these 'non-city' rapidly urbanising regions. Attempts to apply these models are likely to fail in both diagnosis and prescription. More importantly, such attempts are likely to fail to capitalise on the potential of these regions to generate new models, new approaches and new solutions.

In short, many of the models and techniques developed for the management of traditional cities and for traditional forms of urban governance are largely irrelevant in guiding rapid mass urbanisation. City planning, developed in different times and circumstances, cannot claim to be able to deliver the kinds of transformations described below. If misapplied, it may fail or, worse, actually impede the rapid, spontaneous and creative initiatives required.

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Some of the characteristics of the new urban regions can already be seen in the older example of rapid post-war urbanisation around Tokyo. For instance, multiple nodes and corridors of development generated by expanding industrial complexes and/or by lines and nodes of communication, generally retrofitted with highways and rapid transit, would occur even in ex-urban development in the US. The full form of this kind of urbanisation, however, is seen in the examples of Shenzhen in China and the eastern seaboard in Thailand. It is this form of urbanisation that is most likely to take place over vast areas in China and India and parts of South-East Asia, Africa and Latin America.

These new urbanising regions may be a form of 'city' and are likely to be referred to as cities. In fact, they are not 'cities' in anything like the classical sense of the word. Whereas the traditional image of the city, in all cultures, reflects some form of monarchical power: a single centre of wealth and authority, a centre of advantage and accessibility at the crossroads. The rapidly urbanising regions do not form into patterns resembling contained cities with concentric structures and with networks radiating from a centre. It could therefore be a serious impediment to the effective management of these regions if the planners and administrators imagine that they are building 'cities': 'non-cities' call for a clever form of 'non-planning' from the politicians, urban managers and planners.

Rapidly urbanising regions need to be seen as a new paradigm in the production of the human habitat. If planners adhere to a traditional model of the structured city, they may fail to appreciate – and fail to address, and/or take advantage of – the following attributes of this new phenomenon:

- Rapidly urbanising regions extend dynamically, and even unpredictably, across large areas, ignoring all levels of governmental boundaries, and stretching for 100 or 200 km or more. In the case of the Beijing-Shanghai corridor, the dense rapidly urbanising region extends some 1,500 km (Mars & Hornsby, 2008).
- Rapidly urbanising regions are discontinuous, leapfrogging over constraints and responding to dispersed opportunities in the landscape including, for instance, pre-existing settlements, major infrastructures such as ports, emerging industries and natural resources. They are flexible and dynamic, and can be more resilient than traditional cities (Webster, 2004).
- Rapid urbanisation creates a kaleidoscopic mosaic of fragments and corridors, with the same growth patterns and 'daily urban systems' tending to be reproduced at all scales, from the crossroads and the village to subregions and regions.
- Rapidly urbanising regions are poorly connected, making many journeys long, uncomfortable and/or expensive.
- Rapidly urbanising regions are segregated: land uses are typically separated into estates and districts at both the local and regional scales, and people are typically separated into sectors by income and occupation; neighbourhoods and quarters are typically separated by transport corridors and other forms of infrastructure.
- Rapidly urbanising regions are wasteful and inefficient in the use of resources and excessively damaging to the environment – responding to short-term and local interests rather than strategic and regional priorities.
- Rapidly urbanising regions are seldom governed as a whole, and when they are, there is little or no opportunity for citizen participation at the local level.
- All of these characteristics are the result of large movements of people and rapid economic growth overlying existing natural, social and administrative landscapes.

We concluded that the dynamism of these rapidly urbanising regions may be able to produce a human environment, which is not only liveable and sustainable, but which will provide models for the transformations also required in the mature cities of fully urbanised countries. There is, however, a very big ‘if’ attached to this possibility: it requires new concepts and new planning tools, it requires strong global action on energy, climate change and biodiversity, and it will only happen if the rapidly urbanising region is governed by enlightened regional leaders with an open-ended mandate (see section 3.3 below). Assuming all this, what could these regions be like in a generation or two?

To begin to answer this question, the UPAT team investigated non-city rapid urbanisation at three scales, from regional to local. While merely schematic, the following three kinds of rectangular territories enable us to investigate and describe the nature and planning of these new kinds of places (Fig. 2).

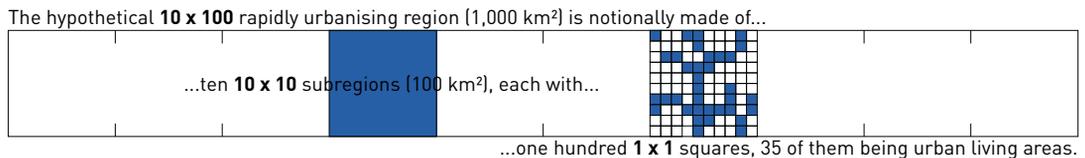


Fig. 2: The three scales adopted for the investigation of rapidly urbanising regions.  
(Source: ISOCARP, 2010)

**‘10 x 100’: the 10 km by 100 km – ‘slice’ or transect.** This is a large area of 1,000 km<sup>2</sup>, and therefore indicative of the scale at which rapid urbanisation takes place, with towns, industrial areas, ports and transport corridors expanding from one end to the other. It reflects the often linear nature of rapid urbanisation. It may ultimately accommodate 10 million people. (By way of comparison, Singapore with its islands has an area of about 700 km<sup>2</sup>, with a population of 5.2 million.) This is the scale at which natural resources, major transport corridors, transit systems and major infrastructures, such as ports and airports, are planned.

**‘10 x 10’: the 10 km by 10 km – subregion.** This area of 100 km<sup>2</sup> could, in classical terms, be seen as a city of one million people. As in Singapore, public housing, public transport, traffic management, water management, major commercial and recreational precincts are largely planned and implemented at this scale.

**‘1 x 1’: the one-square-kilometre – urban living area.** This is the scale of communities and urban life in all its shapes and forms. Each 1 x 1 urban living area will be different, but most will have dwellings for a population of around 20,000 to 40,000 people, together with natural areas, open space, water bodies, small scale agriculture, industry, storage, offices, shops, schools, health services, transport interchanges and civic and cultural facilities.

These three scales, admittedly abstractions and simplifications, enable the focus to move from the whole region to the subregion to the neighbourhood,

while also recognising that many of the challenges may well be at the intermediate scales. One thousand 1 x 1 urban areas do not add up to an urban region, just as the region cannot be divided into ten 10 x 10 subregions; across the 1 x 1 urban living areas, land uses come in many sizes and may be distributed very unevenly. Nevertheless:

- The rebuilding of natural capital, the optimisation of local energy potential and the social fairness of the urban environment all have to be implemented and safeguarded at the regional scale or larger
- Natural resources, land use and infrastructure should be integrated at the subregional scale
- There should be a fine grain of diverse land uses and transport modes within a walking catchment of a few square kilometres.

### **3 Harnessing the Creativity of Rapidly Urbanising Regions**

#### **3.1 Overlapping Mosaics**

Planners are, of course, familiar with maps and plans, including those showing intended land use patterns, or urban designs, or blueprints, or structure plans, or regulatory land use allocations. A very different kind of spatial language is required in rapidly urbanising regions, closer to natural patterns and processes, often having fuzzy boundaries and anticipating unpredictable patterns of growth and change. The image is one of patchworks or mosaics – a fluid jigsaw puzzle that reflects the natural world and the complexities of the human habitat.

The first layers of spatial representation seek to understand the overlapping mosaics of natural resources and opportunities which will strongly influence urbanisation, including:

- The distribution of ecological communities and habitats, including critical areas and corridors
- The landscape which sustains ecological diversity and delivers access to resources, recreation and nature
- The hydrological component of the landscape, crucially important for managing local water sources and building resilience
- The potential for renewable energy sources: wind, water, ocean, solar, agricultural and aquacultural, biomass, geothermal, heat storage, energy storage, kinetic potential, etc.
- The suitability of the topography and soils for different agricultural, built and natural purposes
- Climate and environmental risks
- The cultural landscape, including cities, towns, villages, historic areas, places of cultural significance and meaning, landmarks, visual landscapes, natural heritage areas, etc.
- The potential arterial routes and catchments for all modes of the transport network

Some of these layers are fixed, some fluid; some are sharp and some fuzzy; some are non-negotiable while many are amenable to planning, design and mutual optimisation. As mapping and analysis moves to strategic planning and design, layers are continually added for the large-scale components of the 10 x 100 region, including ports, airports, commercial centres, regional hospitals and educational campuses, heavy industry, agriculture, aquaculture, mining, forests and natural areas, regional parks, transport corridors, energy resources, etc.

Some of these uses require land to be irrevocably committed while for others the land allocation can be contingent and responsive to how development unfolds. In every case, the regional strategy must be explicit yet at the same time capable of being implemented in many ways – the strategy is nothing like a master plan. Likewise, decisions on elements of the regional structure should be made as soon as necessary, and as late as possible, to be informed by the best information and the latest patterns of development. In addition, land allocation should be based on smart combinations and multiple uses, for instance, locating a highway so that it serves as a flood protection barrier, and creating recreational areas on new offshore islands that protect the coast from erosion and storm surges.

If the 10 x 100 region is notionally made up of one thousand 1-km<sup>2</sup> square segments, it is apparent that these segments are highly varied, with many being mono-functional, making up airports, ports, road and rail infrastructure, heavy industry, forest, natural areas, water bodies, farms, regional parks and the like. Others will be a complex combination of, for instance, commercial centres, health facilities, educational campuses and sports grounds. Many of the 1 x 1 urban living areas – about 350 of the thousand segments – will be areas where most of the population live, work, shop, study, play sport, etc.

Over time, governed entirely by opportunity, demand and circumstance, the details of the urban living areas will be sketched in and progressively planned in detail. Within any single neighbourhood, there should be many opportunities:

- For a choice of lifestyle, employment, expression
- For growth, development, prosperity
- For living and working in healthy buildings and enjoying space, light, fresh air
- For child care, education, health and community services, parks, nature
- For variety – quiet, active, dense, loose, high, low, upper and lower social groups
- For influencing community decisions
- For belonging, contact with the earth, a connected social environment

The 1 x 1 urban living areas will be fine grained, often with land uses tiered at the different levels of thin, tall buildings, and allowing people of diverse occupations and incomes to live and work in the same neighbourhoods, to shop in the same centres and to send their children to the same schools. Again, land planning should be based on smart combinations and multiple uses, for

instance green roofs to cool down buildings, to retain rain water, and to provide opportunities for local parks and food gardens; street trees that provide shade, produce food and retain rain water; and a park on top of a highway, filtering the air, reducing noise and providing amenity for residents.

Food production must become a visible layer within the city. Producing food is partly a professional activity, partly something that inhabitants do, takes place in different shapes and forms, from high-tech hydroponic glasshouses on the roofs and facades of office buildings to collective gardens to provide high-quality slow food, and has many social and environmental benefits. Notwithstanding, agriculture cannot compete for private urban land. It can be a significant activity in the public landscape framework, and it can be an interim use on infrastructure reservations and other land banks. Its more complete integration with the urban environment requires a high level of control, in which a public authority is able to allocate land on the basis of more than monetary consideration. Many 'smart combinations' are possible, including crops on industrial buildings (providing insulation to the building and using CO<sub>2</sub>, grey water and compost produced in the building), urban landscape that is not only attractive but also productive, and other technologically advanced approaches.

In the rapidly urbanising regions, the landscape is under tremendous pressure. Natural resources rapidly disappear, farms become housing projects, trees vanish, watersheds become polluted, streams are reduced to drains, and the green pattern gets more and more fragmented. All experiences indicate that 'once it is gone, it is gone', and it is very difficult to remake landscape in a dense urban area. This means that early protection and landscape development based on a landscape ecology approach are needed to maintain and nurture a landscape framework that enables and supports a liveable city. One example is the city of Almere, made on reclaimed polder land in The Netherlands. The first activity undertaken was to plant and develop a main framework of 'forest-strips' to provide all inhabitants easy access to nature. Over 30 years, this resource has grown into one of the key assets of the city. While the scale is completely different, a similar strategy can be successful at the 10 x 100 level: early identification of a landscape ecological framework – protecting and enhancing it – and providing access for the people.

### 3.2 Overlapping Networks

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Threading through and connecting these overlapping mosaics will be many networks, including wildlife corridors, green wedges, parkways, waterways, roads, railways, light rail, cycle paths and infrastructure corridors. In a traditional metropolitan strategy, these elements are the bones or skeleton of the region and tend to be fixed once the initial planning has been completed. In theory, the same approach is applied to non-city rapidly urbanising regions, but in practice, the planning of these networks tends to follow rather than lead development, and is then too static to accommodate the dynamic changes that take place under conditions of rapid urbanisation. The result can be highly inefficient, and expensive or impossible to correct.

Just as a new kind of spatial language of patchworks or mosaics is required for land use patterns, so a new spatial language is needed for layers of loose networks laid over the regional mosaics, representing green corridors, parkways, drainage, railways, roads, transit, pipes, wires, etc. The equivalent of the land use mosaic is the network fishnet. Layers of 'fishnets', of all sizes and complexities, represent loose grid systems. Compared to a typical planned grid, they have more connections, they have redundancy, and they are adaptive. This approach responds to the uncertainties of rapidly urbanising regions – uncertainties which it is desirable not to try to prevent, since this is also the source of the region's innovations and resilience.

The design of networks early in the process of urbanisation is intended to reflect the main structures and protect connections for later development. It gives the networks the character of 'fishnets': stretched in some places, dense in others, linear, square, multidirectional, but always connected. The design of the 'fishnets' is based on likely development scenarios, natural conditions, the protection of streams and waterways and a host of other considerations. A 'fishnet' has to be robust in its main shape, but allow nodes to develop in quite different ways, allowing for a network that can absorb a large degree of uncertainty. A fishnet is a finer network than is ultimately required. While some of the links in the network will be strengthened and 'promoted', many links will never be implemented: the course of dynamic development will determine which is which.

As in the case of major elements of the regional mosaics, some of the links in a 'fishnet' of roads or green corridors, for instance will need to be irrevocably committed, while others can remain indicative or strategic, their final form responding to the way in which development unfolds. The fishnet is another instance of the principle that the best regional planning is strategically certain, and tactically flexible.

People move to cities for opportunities, including greater mobility. The transport systems of non-city rapidly urbanising regions, including footpaths and cycle paths as well as cars and transit, will continue to offer the population very high levels of mobility (powered entirely by non-carbon/renewable energy).<sup>5</sup> Transport requires hierarchy – from local to international – with a seamless integration of all modes, each doing what it does best. The rapidly urbanising region needs to avoid dependence on cars, even though in the early stages of urbanisation large roads are cheaper and easier to build than mass transit. These regions therefore need to deliver fast, frequent and comfortable public transport services as early as possible, integrated with all other modes from the outset. It is essential that land use patterns and densities be designed and programmed to achieve this outcome.

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### **3.3 The Regional Commission: Working around Dysfunctional Boundaries and Layers of Government**

Administrative boundaries in city regions can seriously impede desirable policy making, for instance, when a city's growth occurs beyond its boundaries;



when the distribution of the population and the location of major destinations are determined by the exercise of local powers, irrespective of (or in opposition to) natural resources, trade areas and transport services; when competing transport agencies refuse to work to regional objectives; when responsibilities for watersheds and catchments are randomly divided; or when revenues and responsibilities are vertically and spatially distorted.

All of these impediments to effective urban management are much greater in non-city rapidly urbanising regions, where there will be layers of local, rural, municipal and regional governments and special-purpose agencies and districts already in place. Do rapidly urbanising regions need a new form of government? Should a new regional government replace all the existing governments, sweeping aside all these boundaries, as is often advocated?

We concluded that it is best to leave most or all of these government structures in place. Firstly, there is the practical reality that structural reform on such a scale creates enormous problems of conflict, re-integration and adjustment, lasting for years, even decades. Secondly, and even more importantly, notwithstanding parochialism and narrow mandates, existing government structures have expertise, local knowledge and essential functions to perform, and will be needed to implement regional strategic plans and policies.

The imaginative alternative to restructuring is the superimposition of a regional leadership body – an expert commission, or a council of elders – which has the necessary authority to guide the region, but of a different kind. It is not endowed with legal powers and resources, since any such powers and resources would have unavoidably been removed from existing agencies. Instead, it has high public standing, as a small, stable group of wise and experienced men and women, operating transparently, and guided by community engagement and excellent science.

This 'regional commission' has an open mandate (unconstrained by statutory functions and funding) and is thus better able to exercise persuasive moral authority than any normal government body. It exercises and strengthens this moral authority in articulating a credible, compelling, public vision for the urban region, in maintaining a strategic focus on the long-term interests of the whole region, and in providing agencies and the public with a constant flow of independent data, assessments and forecasts.

#### **4 Possible Outcomes: Radically New Land Use Patterns and Densities**

A further challenge was to quantify the allocation of land across a future, sustainable urban region. This is not easy or simple to do (and is seldom done), for several reasons. Firstly, there is no master plan and no prescriptive land use regulation beyond strong regional policies relating to 'mosaics' and 'fishnets', so patterns of land use will fluctuate markedly over time in response to opportunities, constraints and demand. Secondly, even well-managed rapid urbani-

sation retains its spontaneity, so the filling in of the 'mosaics' and 'fishnets' is piecemeal and opportunistic, resulting in diverse patterns from place to place. In short, land use allocations such as those listed below cannot be seen as either 'plans' or predictions for any given time or place.

Nevertheless, it is essential to attempt to describe a desirable future pattern of land use allocation. Without such an attempt to quantify intended outcomes there are no guidelines, no benchmarks against which to measure outcomes, and no aspirations. The following tables should be understood in that spirit.

The 10 x 100 region (the transect) might have the following characteristics (Table 1). As noted above, the figures are not prescriptions or predictions. They are indicative of the broad shape of the possible/desirable/sustainable future non-city rapidly urbanising region. The land allocation within the 1000 km<sup>2</sup> area is presented in Table 2.

Table 1: Main Characteristics of the Transect

Area	1,000 km <sup>2</sup>
Population	10 million people
Population density	10,000 people/ km <sup>2</sup> = 100 people/regional ha <sup>6</sup>
Dwelling density	40 dwellings/regional ha

(Source: ISOCARP, 2010)

Table 2: The Land Allocation within the Transect

Nature, farming, broadacre open space	25%	250 km <sup>2</sup>
Large-scale commerce and exchange	10%	100 km <sup>2</sup>
Large-scale industry and production	10%	100 km <sup>2</sup>
Large transport infrastructure	15%	150 km <sup>2</sup>
Water and waste processing	5%	50 km <sup>2</sup>
1 x 1 urban living areas	35%	350 km <sup>2</sup>

(Source: ISOCARP, 2010)

142 | If the 10 x 100 transect is thought of as being made up of one thousand 1-km<sup>2</sup> squares, around one in three is allocated to nature, farming, broadacre open space and water, another one in three is allocated to large-scale commerce, industry and transport, and only about one in three is an urban living area. As indicated in the above Table 2, the 1 x 1 urban living areas notionally comprise 35% of the area of the region. While there will be a great deal of variation between the 1 x 1 urban living areas, the typical or average 1 x 1 urban living area might have the following characteristics. (Table 3) The land allocation within the urban living area is presented in Table 4.

Table 4 shows that, in the 1 x 1 urban living areas, a notional 1.5 million square metres of floorspace (for housing, employment and retail and other services) is built on 55% of the land (45% of the land occupied by building footprints and 10% used for on-site access and landscaping). Thus floorspace of 1.5 million

square metres occupies 55 ha or 0.55 million square metres of land, giving an average ratio of floorspace to site of about 3:1. A floorspace ratio of 3:1 is relatively high and is definitely urban rather than suburban, but it is not excessive, is entirely feasible, and can be achieved at high levels of resource and energy efficiency.

Table 3: Main Characteristics of the Urban Living Area

Area	1 km <sup>2</sup> = 100 ha = 1,000,000 m <sup>2</sup>
Population	30,000 people
Population density	300 people/urban living area ha <sup>7</sup> , 600 people/site ha <sup>8</sup>
Dwelling density	120 dwellings/urban living area ha

(Source: ISOCARP, 2010)

Table 4: The Land Allocation within the Urban Living Area

Nature, water, agriculture, etc	15 ha footprint	15%
Parks and active recreation	10 ha footprint	10%
Roads and transport infrastructure	25 ha footprint	20%
Housing for 30,000 (12 000 dwellings)	1,000,000 m <sup>2</sup> floorspace	
Employment areas (10,000 jobs)	200,000 m <sup>2</sup> floorspace	45%
Civic, educations, retail and services	300,000 m <sup>2</sup> floorspace	
Landscaping around housing, etc	10 ha footprint	10%

(Source: ISOCARP, 2010)

Having followed the patterns of land use through to the local level, it is now time to return to the overall regional scale. When land was allocated at the regional scale, in Table 3 above, the 1 x 1 urban living areas were treated as a single land use, occupying 35% of the whole area. It has now been seen that the 1 x 1 urban living areas include more of the non-residential uses, such as parks, agriculture and commerce, and transport infrastructure, such as local roads, already listed in for the region. If these local land uses are reallocated at the regional scale, the overall characteristics of the region are as follows (Table 5).

Table 5: The Main Characteristics of the Region

Nature, water, agriculture, local parks	33%
Large-scale commerce and exchange	10%
Large-scale production and storage	10%
Urban buildings and associated landscaping	20%
Transport infrastructure, including local roads	22%
Water and waste processing	5%

(Source: ISOCARP, 2010)

While such an urban land use pattern is radically different to the current norm, we concluded that land use allocations of this kind are not only feasible, under

the heroic assumptions initially adopted, but also absolutely essential if continued rapid urbanisation is not to precipitate irreversible climate change, the collapse of life support systems and disastrous social and global conflict. To put that in another way: if the above radically new patterns of urban land use are not feasible, nor is an 'urban planet'.

### 5 Possible Outcomes: What Are Some Practical First Steps?

The Urban Planning Advisory Team was challenged by the Philips Center for Health and Well-Being to develop simple, practical and original solutions that improve the quality of people's lives in sustainable cities in South East Asia. These solutions were to be readily implementable and capable of being translated into reality within a few years and replicated in communities worldwide.

Table 6: Practical Solutions for the Scale of the '10 x 100' Region

Fundamental principle	'Practical solution'
<p><b>Strong regional governance</b></p> <p><b>Stable, credible, passionate regional leadership is essential to take responsibility for the urbanising region and the long term.</b></p> <p>Regional leadership must have sufficient legitimacy and credibility to transcend fragmented layers of government, short-term and parochial priorities, competing interests and a lack of strategic responsibility for a rapidly urbanising region.</p>	<p><b>'Regional leaders'</b></p> <p>Without attempting to remove or re-structure layers of governments, the highest level of government appoints a small leadership council or regional commission comprising wise, expert and highly respected people who have the moral authority, and scientific resources, to define strategic regional priorities, to plan patterns of development and to persuade and educate the decision makers and the public.</p>
<p><b>Natural capital</b></p> <p><b>It is imperative that in future the natural systems of a region are understood, conserved and recovered as urbanisation proceeds.</b></p> <p>Maximising biodiversity in a rapidly urbanising region requires a landscape framework to be designed based on excellent science, before indiscriminate development takes over.</p>	<p><b>'Landscape first'</b></p> <p>Define the regional landscape framework and plant it prior to urbanisation, to protect and recover biodiversity.</p>
<p><b>Local energy</b></p> <p><b>Urban areas should maximise the local generation of low-carbon energy, through the efficient use of local energy resources.</b></p> <p>All rapidly urbanising regions have a unique endowment of potential energy resources distributed unevenly across the region, which can be fully employed only if researched, mapped and protected ahead of development.</p>	<p><b>'Map the energy'</b></p> <p>First, map the potential wind, wave, hydro, solar, biomass, geothermal and other energy resources, to prevent their sterilisation and to ensure that urbanisation makes the most of these resources.</p>
<p><b>Urban agriculture</b></p> <p><b>Food production, and agriculture generally, should be integrated throughout the urban environment.</b></p> <p>Minimising the separation between food production and urban living reduces energy use, improves urban metabolism, enriches daily life and improves well-being</p>	<p><b>'Productive landscapes'</b></p> <p>Use food plants for urban landscapes, public gardens, street trees and interim uses of land banks.</p>

(Source: ISOCARP, 2010)

The team regarded this as an exciting and very challenging assignment: to first identify the 'big picture' long-term transformations, which are required of cities and urbanising regions, and then to imagine the first practical steps towards those goals. The 'practical solutions' would need to be relatively simple and capable of immediate implementation everywhere, yet at the same time be both original and real drivers towards the urban environments of the future.

The team developed ten such practical solutions. Each has a name, such as 'Regional leaders', 'Landscape first' and 'Map the energy', as listed in Table 6. The ten practical solutions are not ranked or prioritised, and indeed they are not necessarily the top ten actions that should be taken: the team developed them because they are important, original and feasible, while recognising that many other important actions need to be taken at the same time.

Each of the ten practical solutions relates to a specific principle, listed in the first column of Table 6. A single sentence explains each principle, and then a note describes how each principle applies to rapidly urbanising regions.

The first four practical solutions relate primarily to the scale of the '10 x 100' region (Table 6). The next six practical solutions relate primarily to the '10 x 10' subregion and the '1 x 1' urban areas (Table 7). All ten practical solutions may be most likely to emerge in the dynamic and innovative conditions of rapidly urbanising regions. They are equally applicable to mature cities, rapidly expanding cities and even shrinking cities, since these and similar 'practical solutions' are likely to be essential ingredients in responses to the great global challenges.

## **6 Conclusion: Urban Planet in the Balance**

The 'cities' issue is receiving historically high levels of attention. Urban planning stories are in the news – stories covering many dimensions of urban issues at all scales, from local to global. Planners are working with communities to find creative, integrated, strategic, sustainable responses to all of these issues.

It is hard not to conclude, however, that the fate of the planet will be largely determined by the scale and type of urbanisation that takes place in those parts of the world where the growth and movement of populations is greatest. Here, in East Asia, in the Indian subcontinent, in Africa and parts of Latin America in particular, rapid urbanisation is creating a new paradigm for which there is not yet a recognised planning, urban management and governance response.

To have any significant impact at a global scale, any response will need to be radically different to the planning, urban management and governance practices of the past. The scale of the change can be seen from the desirable/necessary patterns of land use identified in section 4, above. Consider a part of a country (or, as is often the case, a region which is parts of several adjoining countries), where there are vast areas of rural lands, forest, mountains, and the like, within which is a 'non-city' rapidly urbanising region of 1,000 km<sup>2</sup>, grow-

ing towards a population of 30 million people. The Singapore UPAT found that within the urban area, within that urban region of 1,000 km<sup>2</sup> – within what used to be called the city – agriculture, conservation areas, regional parks and wet areas occupy fully 30% of the land and large-scale commerce, industry and infrastructure occupy another 35%, while what we think of as ‘urban’ occupies only the remaining 35% of the land.

Table 7: Practical Solutions for the Scale of the Subregion and the Urban Living Areas

Fundamental principle	‘Practical solution’
<p><b>Strategically certain, tactically flexible</b></p> <p><b>Liveable cities need strong strategies for the large-scale patterns and networks, with greater creativity, flexibility and responsiveness at the smaller scale.</b></p> <p>The planning of rapidly urbanising regions is often typified by weak strategic regional frameworks but detailed local plans and rules, which are often used to simplify or standardise local development, usually by segregating land uses which might have negative impacts.</p>	<p><b>‘Mix to the max’</b></p> <p>Planning controls should be based not on land use but on effects or performance, to encourage innovation and to allow every kind of low-impact use to become part of a rich urban living ecology.</p>
<p><b>The more urban, the more innovation</b></p> <p><b>Cities generate innovation, through the intensity of interaction, the rate of change, and the market for creativity and art.</b></p> <p>Rapidly urbanising regions need to support the arts and enrich the cultural landscape, in order to create environments that attract and foster creativity and build stronger communities.</p>	<p><b>‘Budget for the arts’</b></p> <p>A significant share of the urban budget allocated to the arts will enable artists to be engaged on all major project teams, and enable off-beat spaces to be made available for artists’ studios and for other cultural productions.</p>
<p><b>Mobility at all scales</b></p> <p><b>From local high-quality pedestrian spaces to international bullet trains, liveable cities provide high mobility without compromising equity or environmental quality.</b></p> <p>In the 1 x 1 urban living areas of rapidly urbanising regions, the quality of the pedestrian environment should come first, with all other modes, including private cars, performing their optimal role and interconnecting effortlessly.</p>	<p><b>‘Node for all modes’</b></p> <p>All modes connect seamlessly in a purpose-built interchange integrated into the heart of 1 x 1 urban living areas (see Fig. 3).</p>
<p><b>Actively engaged citizens</b></p> <p><b>Liveable cities foster health and community connectedness by providing multiple destinations and opportunities within walking and cycling distance of where people live, work and play.</b></p> <p>To counter the tendency in rapidly urbanising regions for important urban functions to be segregated and even inaccessible, the many destinations of ‘daily life’ should be co-located, and where possible integrated, in places of high accessibility.</p>	<p><b>‘Urban playground’</b></p> <p>Plan the new retail centres to fully integrate commercial activities with public areas, social spaces, entertainment, sports and active recreation.</p>

### Equity and social mix

**Liveable cities improve life chances, health status and well-being by minimising social division, exclusion and income inequality.**

Wilkinson and Pickett (2010) provide compelling scientific evidence that 'equality is better for everyone'. Whatever the level of inequality in income and opportunity in society, a well-planned social mix in rapidly urbanising regions can improve levels of trust and well-being.

### Corporate citizenship

**Large corporations can play an increasingly creative role – through their products, their operations and their partnerships with governments and communities – to help make cities liveable.**

In rapidly urbanising regions, corporations can be instrumental in driving innovation and raising standards, through their own developments and through direct relationships established with a local community for mutual benefit.

### 'People to people'

Intervene in many ways to ensure that each 1 x 1 urban living area has the broadest mix of employment types, income levels and cultural backgrounds, so that the area reasonably reflects the demographics of the whole region.

### 'Business to cities'

Corporations and large agencies each form a close relationship with a community by 'adopting' a 1 x 1 urban living area to better understand rapid urbanisation, to gain insight into daily life, to test innovations and to assist the local community.

[Source: ISOCARP, 2010]

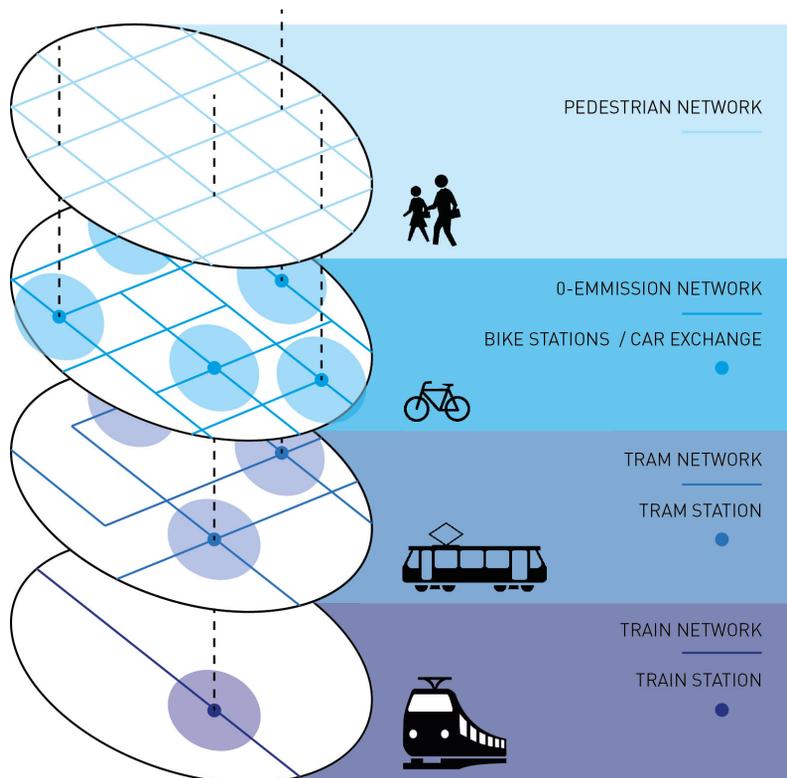


Fig.3: Node for all transportation modes.

[Source: Visualisation by Pablo Acebillo, ETH/IRL documentation]

To achieve that unlikely outcome, the Singapore UPAT found that the management of a rapidly urbanising region would require, amongst other things, an adaptive strategic land use planning approach we called 'mosaics', an adaptive strategic network planning approach we called 'fishnets', and a radical governance approach we called 'regional commission'. Even then, any success would depend on strong global measures to (amongst other things) price carbon and value natural capital.

To make all this real, we were challenged to imagine ten 'practical solutions' which were steps towards these outcomes yet capable of being implemented immediately, everywhere. Our ten 'practical solutions' are presented in section 5 above. We hope they will be considered systematically in many situations. For instance, to take just the first five of our proposals: the power of moral authority can often achieve much more than legal and financial resources, and should be tested wherever possible ('Regional leaders'); many projects could reverse the typical priorities whereby the green, conservation, landscape framework takes up the residual land and is implemented at the end ('Landscape first'); many planning projects could begin with an inventory of potential energy resources (Map the energy); there are many opportunities (usually missed) to introduce food production and agriculture into even dense urban environments, something Singapore is actively pursuing (Productive landscapes); and a much richer and creative mix of uses, activities and people can be achieved when the usual pattern of loose strategy but tight local controls is reversed ('Mix to the max').

We gained a great deal from the intense UPAT experience. We intend to investigate these matters further, and in the meantime we will seek to apply the findings in our work. To all who have read this article, we say: comments, criticism and ideas will be warmly welcomed.

## Endnotes

- <sup>1</sup> By 'right of everyone' I simply mean that to live an urban life is a reasonable aspiration for all people to achieve, without trying to invoke the more complex (or fashionable) idea of Lefebvre's 'right to the city' as a 'demand (...) for a transformed and renewed access to urban life', or Harvey's (2008) 'right to the city' as 'a right to change ourselves by changing the city', or – to cite one example of how the term is being embraced – San Francisco's 'right to the city' campaign on behalf of tenants and the homeless.
- <sup>2</sup> Natural capital is a metaphor for the stock of environmental goods and services and the natural systems on which life – and human development – depends (Hawken, Lovins & Lovins, 1999).
- <sup>3</sup> Perhaps the best work in this regard has been done by the Economics of Ecosystems and Biodiversity Study (TEEB). Established in 2007 by UNEP with financial support from the European Commission, Germany, the United Kingdom, The Netherlands, Norway, Sweden and Japan, and led by banker Pavan Sukhdev, the TEEB analysed the global economic benefit of biological diversity, the costs of the loss of biodiversity and the failure to take protective measures versus the costs of effective conservation. The TEEB series of reports are available at [www.teebweb.org](http://www.teebweb.org). In February 2011 TEEB also launched the Bank of Natural Capital. Visit it here: <http://bankofnaturalcapital.com>.
- <sup>4</sup> Coyle (1997) examines the trends in the use of fewer resources. She points out that, despite real incomes in most industrialised countries increasing twenty times from the beginning of the twentieth century, such was the reduction in the use of materials that

the weight of all that was produced was much the same at the end of the century as it was at the beginning. On the other hand, this greater efficiency may be overwhelmed by increases in consumption. Take the single example of the metal copper. 'We need more copper in the next 20 years [600 million tons] than was mined in the last 110 years [585 million tons],' Ivanhoe Mines Ltd Chairman Robert Friedland said today at the Diggers and Dealers conference in Kalgoorlie, Western Australia (quoted from [www.bloomberg.com/news/2010-08-04](http://www.bloomberg.com/news/2010-08-04); see also [www.businessday.com.au](http://www.businessday.com.au)). And that is not counting the demand for copper to make electric cars. 'Cars are going to be electric,' said Mr Friedland, 'and 80% of the weight of a lithium battery is copper – 200-300 kg per car, wanted by half a billion people in the next decade or two.'

- 5 Many planners anticipate – apparently with some pleasure – that sustainability entails deprivation, and specifically a return to human-powered transport supplemented by pre-car forms of public transport. Sustainability does mean the end of the fossil-fueled car and the end of the private vehicle as the main mode for the journey to work, but for most, an urban life will offer increased physical mobility, not less.
- 6 A density expressed as 'people per regional hectare' (abbreviated as people/regional ha) is the population divided by the entire area of the region in hectares.
- 7 Density expressed as 'people per urban living area hectare' (people/urban living ha) is the population divided by the area of the 1 x 1 urban living area, which generally excludes areas allocated to regional infrastructure and other major elements.
- 8 Density expressed as 'people per site hectare' (people/site ha) is the population divided by the area of the actual residential site(s) while excluding the rest of the land in the urban living area (non-residential uses, streets, parks, etc).

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# UPAT 2012: Perm

## Towards Perm as a Science City of the 21<sup>st</sup> Century

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Fig. 1: Aerial view of Perm. (Source: [www.connectingcities.eu](http://www.connectingcities.eu))

# 1 UPAT In Perm: Background and Mission

## 1.1 Changing Identities

One of the challenges for the future of Perm is changing its identity from an industrial city into a knowledge hub and a science city on the border of Europe and Asia. With a little less than 1 million inhabitants, this Russian city hosts no less than eight different universities. The question arises if and how this assembly of universities and their research institutes will be able to contribute to the new identity and function of Perm and how the universities and the city of Perm can benefit from each other. Adapting and enhancing the values of Perm's identity as a knowledge hub and science city is crucial in order to retain the vitality, competitiveness and liveability of the region and city of Perm for the coming decades.



Fig. 2: Urban fabric of Perm's city centre with university locations.  
[Source: Elisei, Modder & Dubbeling, 2013]

Beyond the well-established rhetoric on what it takes to implement development based on the knowledge of how to attract and generate talent and creative economies, the UPAT had to propose clear choices of ideas and suggest both the timing and spatial location. More precisely, in order to develop a strategy for a knowledge city, it is important to promote the knowledge economy, and this has to be accompanied by actions not directly related to urban policies and urban changes. The idea at the base of the proposed strategic choices for Perm was to connect the many 'places of knowledge' in the area into its urban network. Since some of these areas were already in use, the focus was on developing new network nodes through the process of regeneration and innovation.

## 1.2 UPAT's Task: A Vision and a Strategy

One of the challenges for the future of Perm was seen in changing its identity from an industrial city into a knowledge hub and science city on the border of Europe and Asia. Spread over the vast city of 2,800 km<sup>2</sup>, on both the northern and southern banks of the Kama River, Perm hosts no less than eight separate universities (Fig. 2).

The first objective for the Perm UPAT members was to provide a vision for the region and city of Perm as a knowledge hub and science city. The second objective was to provide a strategy, principles, practical steps, and solutions. The vision was based on an analysis of the city and a survey of global trends, i.e. best and worst practices on synergies between cities and universities that could be applicable in Perm. The vision should first lead to a strategy and then to practical solutions and steps to be undertaken by the Ministry of Education, the Perm regional authorities and the City of Perm. These institutions had a shared interest in a vision and strategy that would lead to the city's development as both a knowledge hub and a science city. Thus, the UPAT workshop was focused on providing an analysis of the way in which the universities and the city related to each other and how they could produce common synergies.

## 2 Collaborative Process of the UPAT Workshop in Perm

The UPAT workshop in Perm was a collaborative process involving numerous stakeholders: the eight universities in the city, the municipal authorities, the Ministry of Education and the various actors in charge of developing a knowledge economy.

### 2.1 Context of Regional and Urban Development in Perm

The Perm Region, 1,400 km east of Moscow, has five large cities and 2.7 million inhabitants. The city of Perm is the central capital with 980,000 inhabitants. The Perm Region is famous for its liberalist economy and attitude. Perm City has an important industrial heritage, particularly in metallurgy, paper, and steamboat production factories. In a way, the eight universities reflect the nature and identity of Perm. Perm hosts the large Perm State University, Perm State Technical University, the Perm State Agricultural Academy, the Perm State Medical Academy, the Perm State Pharmaceutical Academy, the Perm State Teachers' Training University, the Perm State Humanitarian-Pedagogical University, the Perm branch of the State University of Economics, and the Perm State Choreographic College, which is part of the Institute of Culture.

From an urban point of view, Perm is a city with considerable potential. The urban configuration, especially its central part, is based on a classical chess-board urban layout. The river to the north of Perm is a natural limit to the expansion of the city and is seen as a relevant ecological corridor as well as a multifunctional corridor that includes services, facilities, amenities, residential areas, public spaces, etc., that will also serve as a strategic transport infra-

structure line. The urban fabric of the socialist city, especially in its residential neighbourhoods, is characterised by the typical block settlements. In the eastern and north-eastern parts of the city, there is a mushrooming new town that configures itself as a sort of informal garden city constituted of single houses or villas with annexed gardens that is sprawling the city fabric towards the rural areas. However, keeping to the established urban pattern, it is possible to notice a number of major urban issues facing Perm today, such as:

- Accessibility and mobility: The network of transportation infrastructures is very old and urgently needs updating to current global standards.
- Public spaces and green areas are not adequately valued. They do not present particularly innovative designs nor are they easily accessible or usable and are often run-down.
- Cultural heritage is treated in a dissonant way, particularly in the urban fabric of the city centre, e.g. refurbished historical buildings are juxtaposed with new edifices without considering the effects on the urban landscape.
- Peripheral urban settlements are in extremely difficult situations and are not easy to access. The blocks are also in need of ecological upgrading, e.g. energy efficiency, heat dispersion, etc., as well as the social and cultural empowerment of local communities.

## **2.2 Methodology of a Collaborative Process**

The UPAT team worked with field research based on direct observation and interviews with actors who could lead the shift to the knowledge economy. In addition to this, a number of strategic documents were examined through desk research that had already been developed by other experts. This allowed the UPAT team to identify and define the trends, potentialities, and uncertainties in Perm's present. Such research activities made it possible to have a clear picture of the forces at work in the context of urban development in Perm. The UPAT proposed developing a kind of action plan or a 'planning by doing' process. The methodology used during the week-long workshop was applied according to the following scheme:

1. Creation and evaluation of different development scenarios
2. Clear vision for the best scenario
3. Recommendations about which projects to initiate first (incremental steps)
4. Strategy for development as a science city
5. Guidelines for a governance structure (policy scheme)

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## **2.3 Knowledge-based Urban Development: Various Scenarios**

'Restructuring and regenerating the city through hard and soft interventions' was the leading idea of the three planning scenarios elaborated by the UPAT. The intention of the proposed scenarios was to create a framework for the discussion and prioritisation of future land use decisions. Such scenarios should be driven by operational decisions related to the practical needs of urban development in accordance with the principles of environmental, economic, social



Fig. 3: Scenario 1: Business as Usual. (Source: Elisei, Modder & Dubbeling, 2013)



Fig. 4: Scenario 2: Science Park. (Source: Elisei, Modder & Dubbeling, 2013)

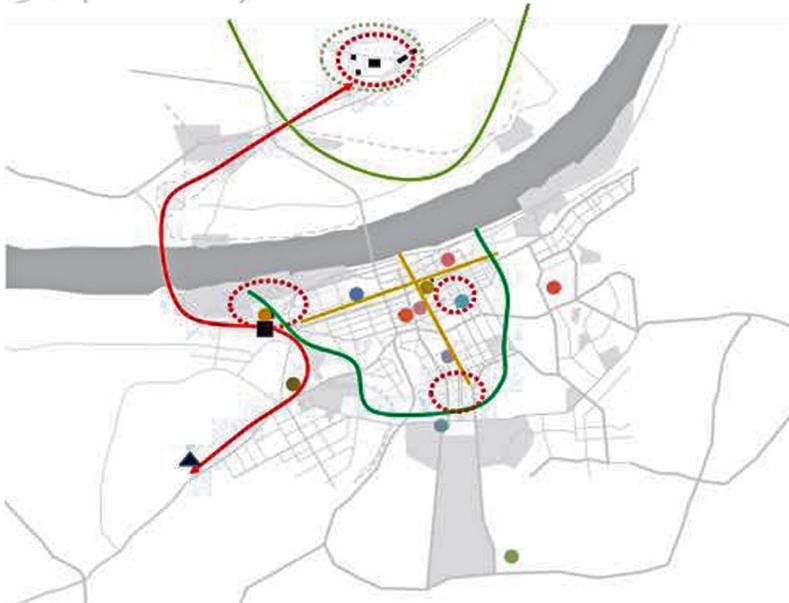


Fig. 5: Scenario 3: City as a Campus. (Source: Elisei, Modder & Dubbeling, 2013)

and cultural sustainability. Three scenarios were rated according to their possible impact on urban development and the urban fabric: 1) Business as Usual, 2) Science Park, and 3) the City as a Campus.

### **Scenario 1: Business as Usual**

This scenario describes the situation in which all major planning actors continue to behave as they currently do: without a strategy promoting a joint and strategic action that is oriented towards a common development perspective for the valorisation of knowledge in order to transform Perm into a knowledge hub. The scenario supposes there is no interaction between the universities and the city and development is uncontrolled and spreading (Fig. 3). In this disaggregated situation, the city could be driven towards the following conditions:

- Without strategic control, the universities spread all over the city (-)
- Low educational standards (-)
- No shared facilities (-)
- Decreasing number of students (-)
- Existing situations proliferate, e.g. traffic congestion, etc. (-)
- Investments in education drop (-)
- The city has no vision to follow (-)

### **Scenario 2: Science Park**

This scenario defines two major poles, one of them called Science Park. The scenario places importance on quickly connecting the locations of the two main universities as research centres of national interest. The main driver will be the techno-pole Science Park outside the city with a quick connection to the airport. The development of the university poles would not have an impact on the urban development of the city. There is no added value of the campuses for the city (Fig. 4). Foreseeable results include:

- Higher level of research standards (+)
- Permanent number of students (more technical, less classical) (0)
- No shared facilities (-)
- No benefit for the city (-)
- Isolated investment in research centre and outer development (-)
- No vision for a knowledge-based city (-)
- Sprawling development on the north embankment (0)

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### **Scenario 3: The City as a Campus**

The third scenario is more complex, but also the most desirable for achieving a coherent and sustainable development for the city of Perm. It proposes better interaction between the university and the city, e.g. with shared facilities and additional functions inside the city (Fig. 5). This should initiate a clear vision for the development of the city as a place of knowledge, with the emphasis on the following: 1) more concentration of the institutions inside the existing locations,

2) good public transportation connections between the hubs, especially to the campus outside the city, 3) better accessibility in general, some universities have difficulties with the accessibility of their various facilities in the city, and 4) better integration of open spaces on the sites, especially toward the attractive riverside. Foreseeable results:

- Highest level of educational standards (+)
- Increasing number of students (+)
- Shared facilities and additional functions (+)
- Investment with benefits for the city (+)
- Clear vision for the development of the city as a city of knowledge (+)

## 2.4 Vision of a Knowledge Society

As previously stated, the assignment for the UPAT was to contribute to developing a vision and then a strategy for Perm to become a science city. A science city is a city with an economy that is predominantly knowledge-based. Many Russian cities have the same aim, so Perm is operating in a highly competitive context. As many Russian cities are choosing to shift their city economy, there is an urgent need for a more precise definition of what kind of science city Perm wants to be. The UPAT did not look explicitly for an answer to this question. However, at least two universities had an excellent profile, also at the national level, and there are other educational institutions capable of attracting students from elsewhere in Russia. This means that the necessary ingredients already exist. However, the most important issue is to develop a picture shared by the city and the academic institutions that shows which sectors of the knowledge economy in Perm have better prospects than elsewhere in Russia and how to develop these further through a joint effort.

A major problem here is that academic institutions in Russia are strongly directed by the national government. A fundamental condition for a science city is that the local government should have greater autonomy in the areas affecting the knowledge economy. Therefore, there is a need to reduce federal influence and increase city autonomy. In the short term, the reality is that there is a third party, Moscow, whose support is needed to achieve the goals of a science city. Although Perm has some clear advantages over other Russian cities, a maximum effort is needed in order to achieve the goal of shifting the city's economy.

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Based on the scenario, the City as a Campus, the UPAT proposed a clear vision oriented towards developing a knowledge society. In order to move towards setting a planning agenda, it was clear that there was a need to develop a shared knowledge infrastructure, both physical and mental, between universities and knowledge institutions. Physically, this should be about shared facilities, e.g. leisure, sports, meeting spaces, conference centres, libraries, and open spaces. Mentally, this would be about common web portals and shared virtual and real platforms of university leaders. It was discovered that there is a need for a real estate strategy, a public-private development company or corporation that has the aim of developing a more coherent and logistically optimal organisation of

university buildings and facilities. Finally, boosting the knowledge economy would also be required.

One of the key topics in the vision was a reconsideration of the urban fabric in the city centre. The proposed urban revival was based on the following main objectives: connectivity, functionality and quality. Connectivity can be achieved by the previously mentioned investment in a good public transportation infrastructure and the encouragement and stimulation of alternative modes of transport. Functionality can be created by well-connected, regenerated public places that can be reached safely and comfortably. Quality can be encouraged by introducing high-quality standards for the design of streetscapes, parks and plazas, and by the urban designs of the campuses.

Another key topic is how to ensure high quality in the urban design of the extension of a new techno-pole. By taking the existing large-scale buildings into account, it became clear that introducing a human scale was important. A proposal for a better interaction between buildings and their surrounding spaces was to integrate some intermediate scale buildings, such as cafés, shops and other communal student facilities, which could serve as a filter towards the public spaces. The local identity should be inspired by the architectural heritage of Perm and thereby increase identification with these buildings.

## **2.5 Recommendations for Science City**

The science city profile is characterised by attractiveness, accessibility and competitiveness, as well as the role of the citizens. In general, there are three main conditions for a successful knowledge-based city economy:

1. **Attractiveness:** This has to do with a variety of quality standards, such as a lively and attractive city centre, talented people, and job opportunities, among others. Several steps must be taken to move Perm in this direction. These are tasks for both the city and its institutions.
2. **Accessibility:** The city must have a high level of external accessibility as well as excellent internal accessibility. Perm has an airport and a good connection to the national railroad system. What is important here are the timetables and the number of airport destinations. The other dimension is better logistics within the city and the region. Perm has a good network of public transport, but the lack of investment over the last ten years means that the system is under pressure. The tasks here are primarily the responsibility of the city.
3. **Competitiveness:** Competitiveness with regard to the knowledge economy assumes a high level of education and research, talented people living in and moving to the city, and perfect matches between knowledge and all sorts of products that can be brought onto the market (valorisation).

An important aspect should be added (or better, stressed) here: the role of the citizens. A knowledge city is not solely, or even primarily, the outcome of well-functioning public bodies, such as the city government, and semi-public institutions, such as universities and research centres, people also play a very

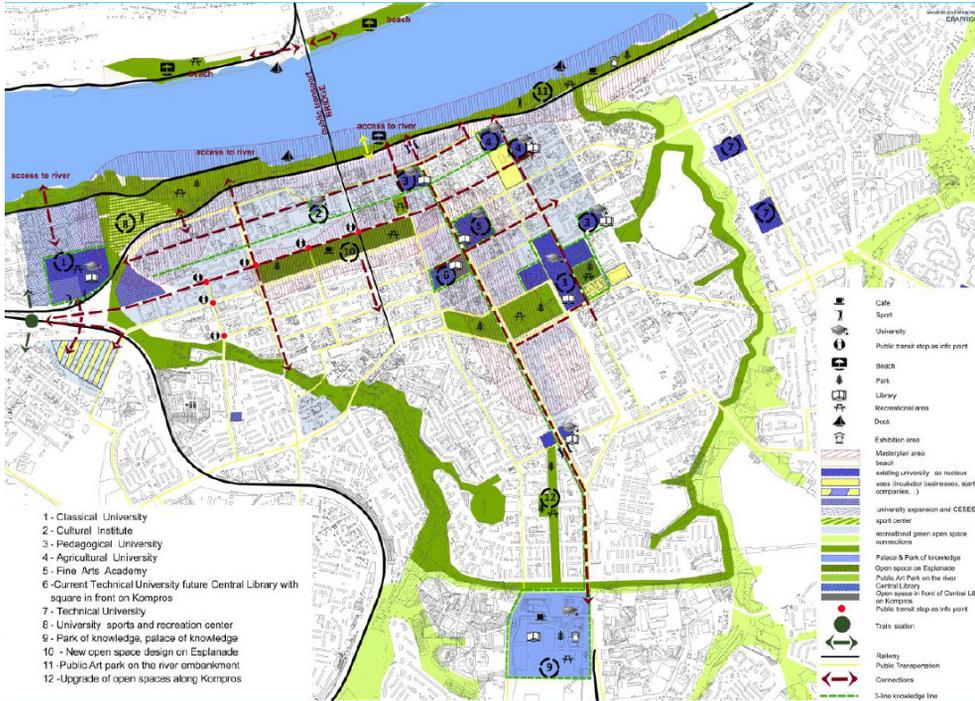


Fig. 6: Perm project priorities. (Source: Elisei, Modder & Dubbeling, 2013)

important role. Do they engage in the public debate? Are they active in the public realm? Do they participate in public affairs? The UPAT feels that one of the most important assignments for Perm is to encourage its inhabitants to play an important part in public affairs and to establish the conditions that will allow and encourage this.

A detailed proposal on urban design put together by the UPAT team focused on retaining a number of activities, e.g. social, cultural, artistic, and economic, in the historical core of the city (Fig. 6). The following recommendations illustrate how urban design could potentially improve the quality of several university campuses: on the inside, along the edges and on the streets serving as links between them.

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- A green belt named the 'green loop' naturally defines the area of the 'college city': it identifies not only the space where knowledge flows in Perm, but also where students and researchers could meet each other in a liveable environment full of innovative and pleasant public spaces.
- The rapid public transport connection from the airport to Perm II railway station (close to Perm State University) and the techno-pole (State Technical University) will stimulate the positive development of these areas. Of vital importance for the future development of mobility are the alleviation of individual traffic along congested routes and the installation of adequate high-capacity public transport systems.
- The continuous railway ring to the north of Perm will serve as the first demonstration project. It will connect the two sides of the river and alleviate car traffic during rush hours. Ultimately, it will render a new bridge obsolete.

- Connectivity within the consolidated urban fabric needs improvement and the modal-split has to be shifted from the currently mostly vehicular to more sustainable modes of transport. The use of public transit can be achieved incrementally through several measures: investments in transit infrastructure and the public realm, e.g. additional lines and modernised trams and buses, functional, comfortable and attractive sidewalks, and safe, well-designed transit shelters.
- The prospect of a compact public transport network with additional and more frequent connections will facilitate mobility in general, but especially between the urban settlements beyond the river and the town centre of Perm. Kama River Bridge serves as a prototypical example, currently, it suffers from traffic congestion caused by individual vehicular traffic. There is no high-capacity public transport system with its own right of way, thus buses experience the same delays as cars.

Connectivity and mobility were key topics in many discussions amongst the experts during the UPAT workshop week, as they itemised numerous problems to be faced in the city of Perm – both at the neighbourhood and the metropolitan levels.

## 2.6 The Strategy for Science City

### Social and cultural conditions

One of the most important requirements for a science city is establishing a perfect match, i.e. a perfect interaction between the actors that are of key importance in this area. Much needs to be done in this area. The UPAT noted a weak relationship between the city and the academic institutions as well as insufficient cooperation between the academic institutions. Major improvements are needed in both these relationships. Partnership between the parties involved is a precondition in this respect. As a minimum, this requires sitting down together at a table, which can initially be set up as an informal platform and later be transformed into a more institutional platform with the primary goal of establishing conditions in every field that lead towards a science city. The most important factor for success here is not so much organisational strength, but determination on both sides to develop a culture of partnership that will lead towards this goal.

### Physical conditions

At a more concrete level, the science city must be developed in a more physical sense. As regards Perm, the best way of moving towards this science city is to see and use the city as a campus. Perm as a college town, so to speak. This means action on at least two levels. One is to make plans for each university to organise its facilities better, especially in terms of improved logistics. Walking distances between the different buildings and facilities of a university are extremely important. The second task is to develop a shared idea about what each party, city and university, can do to optimise synergies in order to integrate the

urban fabric and the campus. The main questions should be: How can the university contribute to a better city climate? What can the city do to create optimal conditions for the university to function?

### **Greenfield campus**

Perm has a greenfield campus on the north bank of the River Kama. Essentially, given the amount of space available in the city, there is no need for such a campus. But it already exists and a more profound strategy is required to achieve the standards of a greenfield campus. While the greenfield campus is not seen as undermining the concept of the city as a campus, it also does not contribute to this concept.

## **2.7 Guidelines for the Policy Schemes**

The UPAT suggested some guidelines for establishing policy schemes. These present assignments for both the knowledge institutions and the city.

### **Assignments for the knowledge institutions**

As outlined above, there are general assignments for the universities and other academic institutions and a distinct need for more interaction and cooperation between these actors. There is much to be gained through these actions. Sharing facilities is not only a matter for the academic institutions, but also for the city. The essential ingredients of the science city, such as libraries, conference buildings, leisure and sport facilities, and meeting places are all locations that can be and should be shared between the city and other actors. These conditions are also of great importance in providing Perm with the opportunity to develop as one of the best school cities in Russia. This can only be achieved by providing excellent facilities.

In addition, there is a clear need for better relations between knowledge and market products. Universities should identify possible ways of connecting the various fields of research covered by different institutions, however, they should also link their research with industries that can apply this knowledge to products on the market. One can imagine an excellence centre in the city where research and the market can meet and look for promising innovations based on research, and where the market can define its research needs in order to develop new concepts and products.

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### **Assignments for the city**

Looking at the assignments for the city government, a question arises: Are there recipes for a science city, for the city as a campus? The first element is creating a walkable city. The city centre of Perm offers a perfect point of departure for the concept of a walkable city, which requires two elements: 1) an improved infrastructure for walking, and 2) perhaps even more importantly, greater density in the city centre. Perm has a wonderful urban grid, but it

is underused. There are a lot of unused buildings and much vacant land. Perm has enormous space reserves within the city boundaries. Consequently, it is of vital importance to make better use of the grid. Other science cities in the world have demonstrated the immense importance of a higher density in combination with high-quality public and pedestrian spaces.

To develop a science city, a coherent and strictly applied urban containment strategy, along the lines of the Perm Master Plan, is essential. While it is not contradictory to develop the greenfield campus on the north bank, decision-making for its future and any actions that follow should be accompanied by arrangements to provide secure protection for the flood plains on the north bank. Focusing urban redevelopment on the central parts of Perm requires a combined strategy of urban containment and enhancing the quality of the urban environment. Further, there is a need for higher quality green spaces.

Finally, a more responsible strategy in dealing with Perm's rich cultural heritage is required. The entire catalogue of Russian architecture is showcased in Perm, but sadly much of this rich legacy is in a deplorable state. It needs restoration and/or new ownership or use. The UPAT recognises that because of the limited possibilities for public investment, it is easier to make this statement than it is to implement a successful heritage restoration programme. Therefore, a public-private approach as a means of achieving more restorations is more feasible than waiting for circumstances in the public domain to improve.

### **3 Results and Effects**

The Ministry of Education of the Perm region and the City of Perm have a shared interest in a vision and strategy for Perm to become a knowledge hub and science city. This required an analysis of the way that the city and the universities relate to each other and can benefit from each other in positive and productive ways. The main objective of the UPAT workshop was to provide strategic and practical assistance to the Ministry of Education and the City of Perm. The UPAT created a vision of Perm as a knowledge hub and science city based upon an analysis of global trends and best practices of synergies between cities and universities. This vision was further elaborated through a strategy, as well as practical solutions and steps, for the Ministry of Education of the Perm Region and the City of Perm on how to bring this vision into practise by 2020. The Ministry of Education has acknowledged that the Perm UPAT 'Knowledge Hub and Science City' is of strategic importance.

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However, there is much to be done on a structural basis in order to make rapid progress towards a more knowledge-based urban economy and towards the city as a campus. But what should be done first? In the UPAT view, practical steps should be taken alongside steps to foster a culture of cooperation and to remove those barriers that result in institutional fragmentation. In the next few years (2012–2013), a real-estate-oriented development corporation at the city level (public-private, universities) should be founded whose task would be to enable knowledge institutions to perform better in terms of their building stock



and logistics. This development corporation should also have a more general objective of undertaking actions that can help transform the city according to the concept of the city as a campus.

The first step in this direction for the short-term would be to establish a task force, including the city, the Ministry of Education, and the knowledge institutions, to develop a techno-pole on the north bank of the Kama River. The objectives of this task force should be to develop the site itself and to establish conditions that allow its proper embedding in the city structure, in particular, with regard to the innovation district around the Perm II railway station. These are practical, operational and possibly original solutions that can help break through certain deadlocks and prepare the city for the next phase. However, they should be combined with a set of actions aimed at creating more transparency and cooperation between the parties involved in and responsible for this assignment. An informal platform at city and regional levels is urgently needed to discuss these matters and pave the way for action. Matters that are important in the long run and will require the support and commitment of all parties should be identified and discussed. As short-term actions are equally important, for instance, the real estate strategy of the city, perhaps separate but connected platforms may be needed to achieve all of this.

In many cities around the world, cities prosper and thrive because of the presence of universities, the highly qualified jobs they provide directly and indirectly to the inhabitants of those cities and the vibrant and diverse lifestyles of students.

#### **Note**

This chapter is based on the following UPAT Report: Elisei, P., Modder, J. & Dubbeling, M. [Eds.] (2013). *Fast(er) Forward: Towards Perm as a Science City of the 21<sup>st</sup> Century: The City as a Campus*. The Hague: ISOCARP.

# UPAT 2013: Shantou

## Organic Regeneration of Shantou's Historic Downtown

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Fig. 1: Wu Qiao Island in the heart of Shantou city (cutaway).  
(Source: Brandeis & Appenzeller, 2013, p. 20)

# 1 Mission of the UPAT in Shantou

The UPAT was invited to Shantou, China to help with a major urban regeneration project intended to bring the city up to 21<sup>st</sup> century requirements while maintaining its historic value as one of the five ports opened to the West in 1858.

## 1.1 Overview

The UPAT team was invited to study and recommend practical visions, tools and steps for an organic regeneration of the historic downtown area of the city of Shantou. In addition, the team should propose a renewal strategy based on the definitions in the new Shantou Strategic Development Plan (SSDP), which was approved in 2012 and awarded the 2012 ISOCARP Award for Excellence. The main research goal was to integrate global wisdom and best practices into local place characteristics in order to generate more innovative and liveable spaces.

## 1.2 Background and Task

The SSDP, jointly written by The Institute of Urban Planning and Design of Nanjing University and the Shantou Planning Bureau, diverges considerably from the current Chinese planning and development paradigm, which tends towards monumental projects, dramatic changes and planning and designing on a piece of 'blank paper'. The new strategy, with its extensive public consultations, is applauded by many, but also highlights the intrinsic conflict between the new type of development, which is embedded in the new socioeconomic and political context of China, and Shantou's local culture, economy and society, which is characterised by self-organisation. Therefore, the transformation of Shantou appears to be bottom-up, 'small' and evolutionary, i.e. a revolution occurred as a result of a long accumulation of evolution. More precisely, in Shantou, it was difficult to apply the development pattern characterised by powerful top-down regulations, mega-projects and dramatic changes.

The new strategy creates a new solution based on the self-organisational logic of the city and its people. It reveals and respects the indigenous fabric of local space. On top of that, the strategy creates a new vision able to integrate various desirable yet often seemingly conflicting aspirations, such as growth and preservation, quality and speed, big projects and small interventions, etc. This vision comprises a new spatial blueprint for the city called Econurbation (a compound of eco- and conurbation), which takes advantage of the metropolisation and the suitable size of the city, for Shantou, about 2,000 km<sup>2</sup> with the central city in the middle, a scale suitable for one metropolitan city. The implementation of a green, localised econurbation will pay more attention to organic small improvements, follow existing spatial and functional texture and thus create more delicate mixed-use land and landscapes. That is, the city is committed to becoming a unique place with a truly local identity in a globalised world.

Following the vision, the SSDP identified a new set of strategic networks, nodes and guidelines, among which the historic downtown is one of the most impor-

tant signature and anchor spaces, not just for historical and cultural reasons, but also for demonstrating the new development philosophy. The Shantou UPAT was aimed at recommending concrete and convincing schemes to do this.

## **2 UPAT Workshop in Shantou**

The workshop was hosted by the Shantou Planning Bureau and the Institute of Urban Planning and Design of Nanjing University. Both institutions offered excellent hospitality, ideal working arrangements and logistical support. Active involvement of local experts helped UPAT overcome the barriers of culture and background knowledge and fostered a critical, but constructive and inspiring working and communication atmosphere.

### **2.1 Organisation**

The UPAT week took place in an office given to the team as a separate studio. After the field trip and opening presentations, the team worked alone for the remaining days (and nights). At the end of the UPAT workshop, all the material was presented to high-ranking Chinese officials and professionals and led to a fruitful discussion. The Team Leader was later interviewed and presented the results on local television. Objectives were defined very clearly at the beginning, and the entire work was oriented toward practical results. The team was divided into four pairs, with each pair taking on one of the main tasks and challenges. The Team Leader coordinated the work while discussions with the entire team were held every day. With mutual help, the team was ready to present a huge amount of coordinated material by the end of the UPAT week.

### **2.2 General Overview of Plan Content**

The content and results of the team's deliberations were divided into three separate issues and areas, however, with coordination and synergy among them:

1. Renewal of the Old City
2. Renewal of Wu Qiao island next to it
3. Renewal of the waterfront and nearby area

## **3 UPAT's Recommendations**

As requested, the UPAT proposed practical visions, tools and steps for all three areas using the SSDP guidelines as the base. Each area was treated separately, but always with its relationships to the other areas in mind. The following sections present the concepts developed by UPAT.

### 3.1 Petit Parc, Shantou: Restoring the Heart and Heritage of a Metropolis

As one of only five open Chinese trading ports of the late 19<sup>th</sup> and early 20<sup>th</sup> century, Shantou is one of China's largest and most enduring urban fabrics from that period – famous under its local name of Petit Parc. Over the last fifty years, the area has not undergone development at the same pace as the rest of Shantou, which means that today it is both its greatest challenge and a potential opportunity. It is a challenge because, at the current pace of physical degradation, within ten years there will be little or no remaining building fabric to preserve. It is an opportunity because Shantou can reclaim its 'pride of place' as an authentic precursor of China's current success as a trading power on the world stage. The proper redevelopment of the urban morphology of the city centre may not only provide an appropriate basis for its own regeneration, it may also serve as a dense and human-scaled counterpoint to existing development patterns underway in and around Shantou.

The UPAT studied the history of Shantou and Petit Parc and identified the spatial landmarks in Petit Parc, including the 'four streets and one road' and the treaty port.<sup>1</sup> These places were not only economically valuable; they also had a unique local identity and even a very contemporary appearance. The streets were designated as 'Pedestrians Only'. When first opened, the treaty port was aimed mainly at foreign companies, but it was soon clear that the mixture of foreign and local culture had provided Shantou with its current unique character. A southern climate, in combination with European influences and a strongly represented Chaoshan culture, formed the ingredients for the unique architecture along the streets. The *qilou* or 'arcade architecture' is one of the most valuable components. The team employed case studies to exemplify how these special ingredients could be transformed practically into a successful contemporary business and city landscape area. Based on the above analysis, the UPAT team recommended three steps to revive the Old City:

1. Xidi Park: Connection of the historic district to the river
2. Renewal of the existing historic urban fabric
3. Creation of a culturally based signature site for Shantou

#### **A park: A connection of the historic district and the river**

The Xidi (North Gate) Riverfront Park should be created as one of two anchors to revive the Petit Parc and Old City areas (Fig. 2). The park should be of a scale to meet the needs of the district – similar in size to the nearby Zhongshan Park, but more open and oriented to the river with views of Haojiang Island and the fields surrounding Yujing. Since it would be naturally ventilated with breezes, it would be pleasant to enjoy year-round. It should be a defining representative place of the new Shantou and the culminating experience of the waterfront. It should contain the following features:



- Fountain jet large enough to be a signature on the Shantou skyline
- Urban beach encompassing the fountain
- Aquarium of national importance as an anchor
- Ferry and cruise ship landings
- Events stage for outdoor concerts
- Outdoor contemporary sculpture park of national significance
- Largest playground in the city with a children's stage for events
- Grass surfaces for casual play as well as flower gardens for strolling, a skateboard park, basketball courts, a half-size football pitch with artificial turf, etc.
- Parking for over 500 cars

The current Xidi Park dimensions are too small to have the necessary impact of reviving the Petit Parc and central area. The poor residential, warehouse and office building stock should be cleared and relocated to give the park its necessary dimensions.

### Renewal of the existing historic urban fabric

In addition to landmark structures in the Petit Parc area, the fabric of the Old City is its greatest asset. The renewal of the area should make a priority of restoring those facades that are in good condition, protecting and restructuring the facades that are in fair condition and demolishing and replacing structures that are in poor condition. There are many permutations to the restoration and restructuring of existing buildings, but the objective is to restore vibrancy to the area while respecting its historic texture and density. The built surface should remain the same through a combination of:

- Increasing floor surface area by creating mezzanines when floor-to-floor heights permit and adding loft volumes to the tops of structures whenever possible.
- Removing the least desirable structures within the centres of blocks and replacing them with convenient green pocket parks containing playground facilities for younger children.

Restored structures should be implemented as flexible living, working or loft spaces. Ground floors of the arcaded streets will be used for storage and service activities. Upper floors will have a flexible use. This will allow a range of uses and lifestyles that will attract people to the core city area. The area and building type will attract people with higher education and leaders of the Shantou cultural scene. Ideally, people will also work on the premises. Artists and craftsmen should be encouraged, in some cases even subsidised, to work in the area. Some existing and new structures will be used for boutique hotels in support of tourism. Some will house kindergartens, many with an international orientation. It should be a balanced 24-hour community that re-inhabits the fundamentally viable morphology of the district.

In order to enhance the liveable quality of the Petit Parc neighbourhood, pocket parks should be created in opportune places that would allow the densest parts

Fig. 2: The proposed Xidi Riverfront Park.  
(Source: Brandeis & Appenzeller, 2013)

Fig. 3: Preserving the basic urban pattern of Wu Qiao Island.  
(Source: Brandeis & Appenzeller, 2013)

of the old district to breath. These parks would also provide the opportunity for existing or new buildings to have better lighting when located adjacent to one of the many pocket parks proposed. These places will enhance the collective sense of community for residents of all ages. The parks may be fenced and have operating hours, or unfenced, depending on their surroundings.

### **Creation of a culturally based signature site for Shantou**

The place that is most associated with historic Shantou must be revived as an authentic cultural and entertainment centre of the region. A concentration of events of sufficient scale and quality to be worthy of a journey to Shantou is recommended. These functions may be treated in a traditional, contemporary and iconic architectural approach. While the traditional approach will be most appealing to historians and would be a unique environment in China, it may not be a strong enough intervention in an area that lost its lustre and appeal decades ago, thus the more contemporary approaches are worthy of consideration. The following are recommended attractions for three areas that will help make this place the vibrant heart of Shantou.

#### *Central Parcel*

- Premier theatre for events ranging from live performances, film premiers, conferences and important public events. Shantou's red carpet venue.
- Children's Museum with a focus on education, toys and child-oriented virtual media. A natural outgrowth of Shantou's strength in toy production and of having one of the highest birth rates in China.
- Contemporary Art Museum Shantou to harbour a collection of national and international contemporary artists. Will have an artist-in-residence programme, classes and work in synergy with the Children's Museum and Theatre.
- Parking for 400 cars will be built below these venues on the currently vacant land.
- Existing building will be used as a venue of restaurants and clubs.
- Possible location of an iconic hotel/residential tower, modelled after the Pierre or Sherry Netherland of New York. Investor-owned units of the highest quality comprise the pool of hotel rooms. Of a quality to attract visitors just for the stay, it would be targeted to expatriate Shantou residents.

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#### *North Parcel*

- Premier toy concentration of toy stores in China surrounding an interior courtyard with one of China's largest interior playgrounds.

#### *South Parcel*

- Fashion shopping centre to showcase the Shantou and Chinese textile industry. In addition to shops on the lowest two floors, it would house the Shantou Fashion Institute. The institute would shift the expertise of Shantou

from production to creation and design of fashion. Special attention would be made to create a leading centre for children's fashions.

- The tower on the southern corner of the block would be re-clad and house the future offices of professionals focused on management and leadership in the fashion industry.

In conclusion, Shantou has a unique opportunity to restore its heritage and lay the groundwork for a future that puts it in a position to create one of the most attractive and healthy lifestyle districts in China. It requires the three components to be wholeheartedly executed: a park of an appropriate scale, a historic revitalisation of the existing fabric and a cultural centre with commercial partners.

### **3.2 Wu Qiao 'Shanjoy' Island: From a Forgotten Place to a New City Quarter**

Many big cities located at rivers or in river deltas have islands – Paris, Rotterdam, Moscow, New York, Hong Kong and Shantou. In all these places, the islands greatly differ from the rest of the city. The scarcity of land and the relative disconnectedness compared to other parts of the cities requires a specific urbanisation approach where not all the rules apply, although relevant in other parts of the city, and where special rules need to be applied that are relevant nowhere else. Therefore, islands have a great potential to become unique spots – urban environments that can be found nowhere else, thus helping the city to remain, or to become, original.

However, located adjacent to the historic core of Shantou, Wu Qiao Island, also known as Shanjoy Island, is currently a place that clearly does not carry any specific identity. The current plans were simply 'business as usual' – showing a type of development with no difference from common development practices all over China. It does not deliver any kind of uniqueness and does not do justice to the potential of the island. The anti-urban approach of setting isolated towers into a 'sea of green' does not deliver an interactive urban environment. The high-rise typologies proposed thus far do not differ from any other place and will diminish Wu Qiao's uniqueness even further. Ultimately, the island will become a part of the 'global nowhere'.

The UPAT recommends regenerating this island into a unique local space following these five points: preserving the historic settlement pattern, applying Shantou 'particularities' to regeneration, offering a new transport model, maintaining a fine grain in public spaces, and an integrated community infrastructure.

#### **Preserving the historic settlement pattern**

The travel routes define a number of plots that form the basis for future development. Unlike common practice elsewhere in China, especially in newly urbanised areas, the plots are of various sizes from rather large (190 x 100 m) to rather small (90 x 45 m). Another characteristic is the boundaries, which do not

form a straight line, but are often slightly curved. While this plot layout is highly flexible in its development potential, it also creates the basic character of Wu Qiao Island (Fig. 3).

### **Applying Shantou's 'particularities' to its regeneration**

While there is a growing sameness of first-, second- and third-tier cities in China, some of them have been able to preserve some local characteristics. Chengdu does not have the buildings set back from the roads, which makes denser and more animated streets. Beijing has the all-dominating order of the two big axis roads and rings and Shantou has 'Shantou corners', which are intersections of roads that are usually set back, curving or tapered to turn intersections into urban squares of an unusual mix and liveliness, road markets and large high-density areas, but at a medium height of about eight floors. These three Shantou specialities should be used to actively preserve and further enhance the local character and create a city with a unique, unparalleled character. Therefore, Wu Qiao Island should use all three specialities, but reinterpret them in a contemporary way.

### **Transport model: Good access – but no cars**

The key to adding density to a fully integrated part of a city in a sustainable way is improving public transport. The UPAT suggested locating a metro stop on Wu Qiao Island, plus a tram network as a secondary rail system, but with a finer network of stops. Two of the tram stops could be located where the central main street and the streets crossing the island meet. Together with bus stops, a multi-modal transport interchange would emerge in the western half and eastern end of the island. These two hubs also form the higher density nodes of the island with buildings typically reaching 50 m in height with one or two individual towers potentially reaching 100 m. Spatially expressed by 'Shantou corners', they form the end of a pedestrian commercial street: Family Street.

Since car traffic on Wu Qiao Island would take quite a lot of space and significantly reduce the amount of developable land, UPAT proposes developing the entire streetscape as a car-free environment. This does not mean that there will be no car access. On the contrary, car access for residents might be better than anywhere else in the city. Using the height difference between the current street level and the level of the flood protection walls as one parking level on most of the island will make every building accessible by car from this underground level. Depending on the parking standards, the space available might not only be sufficient, but also serve the adjacent old town with visitor parking.

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The most important, and still the most frequently chosen, method of transport is using one's own legs for walking or cycling. However, if routes get too long or lead through hostile or car dominated environments, then people start preferring driving. To avoid that and achieve better accessibility to and through Wu Qiao Island, five new pedestrian and cycling bridges are proposed. Unlike the bridges for vehicles, they can be light and airy structures or even float on

the river. With two bridges connecting in a southern direction, the Old City core will be easily accessible; two bridges at the northern edge will create through routes as well as unlock the untapped development potential there. Finally, a bridge at the eastern tip of the island would link to the art museum and park and add another attraction to this centre of public recreation and life.

### **Public spaces: Celebrating the water's edge and fine grain**

With a new ground level that will allow actually seeing the water again, rather than being hidden behind a flood barrier, combining public space and water's edge creates a new, quality setting that reunites the two elements that define the nature of Shantou as a city on a river delta: water and urban space. The entire perimeter of the island will be a public space, but it will have different identities, based on the location:

- The team proposes the south-oriented bank to become an urban waterfront promenade (Fig. 4). The spaces between the buildings and the water is the perfect spot for terraces and other commercial and outdoor cultural activities, such as temporary street markets or parades.
- In contrast to previous endeavours, the northern bank is kept more natural. Undulating paths between clusters of trees will create a contemplative atmosphere. The building compounds bordering the perimeter will open towards the water and link the community spaces with the linear riverbank park.
- At the western tip of the island, separated by the access ramp to the bay bridge, the team proposes a larger park with a terrace overlooking the river and the green wetlands. Designed as a contemporary Chinese garden, it can attract local residents as well as visitors into its calm and secluded atmosphere.
- The eastern tip of the island will be a much livelier place with decks/docks that allow access to the water and to cultural buildings. The new pedestrian bridges will make the place where the river branches a highly popular spot in the urban scenery.

The interior of the island is characterised by a variety of small-scale public spaces, for both the local community and visitors. Next to Family Street (the high-street), little squares, corner spaces, pocket parks and wider alleys provide opportunities for social interaction. None of these spaces is similar to any other on the island, further increasing the uniqueness of the place.

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### **Community infrastructure: Not only for the community, but also for the city**

The community infrastructure, including a primary school, a secondary school and a large public building of citywide significance, a high visitor rate, and a temple, should form a network of popular nodes of public life and attract people. The biggest attraction, however, will be a combination of public space and commercial retail activity: Family Street (Fig. 5). This pedestrian environment will feature shop fronts on the new ground level (level of the flood protection





Fig. 4: The southern bank: linking the city to the river canals. (Source: Brandeis & Appenzeller, 2013)

wall) and the currently existing street level. The 'sunken' street will also feature ample provision of children's spaces such as playgrounds, water features, slides, etc. Here children can play in a safe environment while their parents can enjoy sitting on a terrace or do some shopping. Next to that, a fine-grained network of small community spaces, day care, medical services and sports facilities are spread across the island and can easily be located in the plinth zones (see next paragraph) of the different compounds, where they are not only easy to reach, but also help activate the alleys and pathways.

#### *Established building types – with a twist*

The inherited plot layout delivers quite organic shapes. Since UPAT suggests keeping them to preserve the local identity, any architectural concepts developed for the island will have to adapt accordingly. This does not mean that everything has to be invented. As a matter of fact, established standard concepts used all over China can be used with little adaptation. UPAT proposes using the concept of a 1 to 2-story plinth along all plot boundaries with buildings largely in a north-south orientation sitting above. The plinth zones can house all kinds of commercial, community and storage uses as well as residential. The roofs of the plinths function as larger scale private outdoor spaces to adjacent apartments. The density made possible by the absence of cars and the smaller scale of each plot will fuel innovation and ultimately deliver more perceived diversity.

In conclusion, Wu Qiao Island will see another development that looks and feels different than what can generally be found all over China. A human scale, a sense of place, an environment that has been reactivated, and a rootedness in the local context will make this a popular destination. This could be an early step in Shantou being seen as a forward-looking city that has not forgotten its past and, in fact, is using it actively as a driver for new concepts and a new experience of what a contemporary Chinese city can be.

### **3.3 Shantou: City on the Water**

Fig. 5: The heart of the island: Family Street. (Source: Brandeis & Appenzeller, 2013)

Water is a strong element in the identity of the city of Shantou (Fig. 6). It is a big asset that the city can exploit; water can become a development tool, the city's 'brand'. However, much of the existing development in the city does not face the water; in the past, the water was more like a backyard and at the same time it was considered a potential danger. In recent years, flood protection walls were built, marking a strong barrier between the urban fabric and the city waterfront.

Fig. 6: Water-based development: the DNA of Shantou. (Source: Brandeis & Appenzeller, 2013)

In order to enhance the quality of life and enrich the diversity of the urban experience, the city of Shantou should focus on reintroducing water into the city. The following set of actions is proposed:

- Consolidate: Make the presence of water in the city stronger
- Connect: Use water to move around the city
- Open: Improve access to the water
- Diversify: Use different approaches for different contexts



Fig. 7: The waterfront by the bridge. (Source: Brandeis & Appenzeller, 2013)

Based on these principles, three schemes using water as a focal point have been proposed:

1. Water as an entrance to the city: transportation and gateway
2. Water: The 'cool' place to be
3. Water: The 'cool' place to live

### **Water: The entrance to the city**

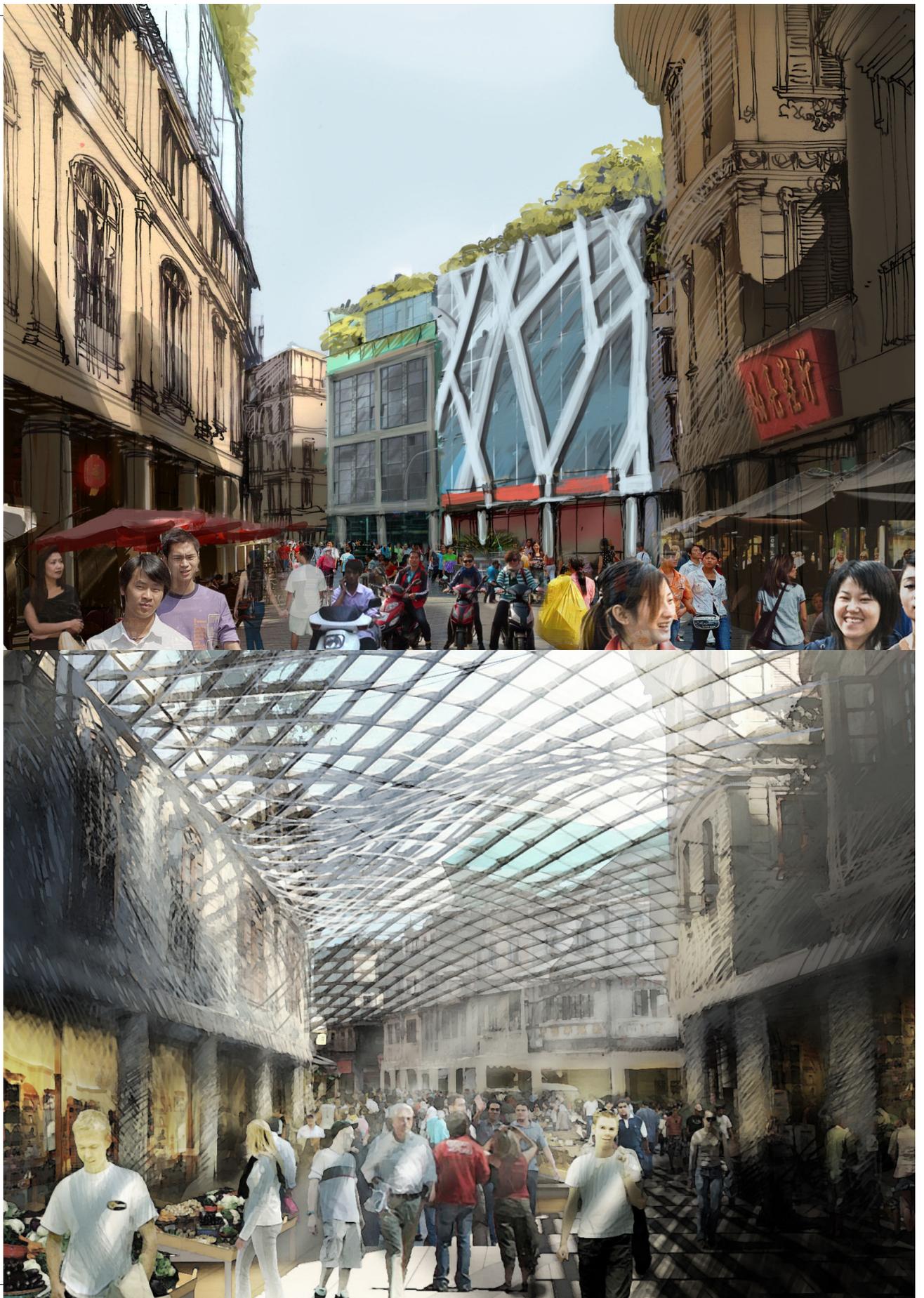
Using water for everyday transportation is a good way to strengthen the presence of water in the city. Frequent ferry service connections can create a completely different image for Shantou. The ferry terminals should be treated as the new gateways of the city. Consolidated development of these gateways can help establish the 'new water face' of Shantou. The unique location of Shantou's city centre and a natural green escape just a ferry ride away create an amazing synergy that will attract people to the historical city centre.

There is also great potential to establish an intercity ferry network and to attract tourists from the sea, e.g. cruise ships. The unique historical centre of Shantou could be a strong destination point for cruise ships and the terminal should be located near the city centre and treated as an important gateway. The number of possible water gateways should be treated carefully following the special characteristics of the surrounding urban fabric. A gateway can range from an historical preservation site to a bustling new development.

### **Water: The 'cool' place to be**

Everything interesting that the city can imagine should be concentrated on the waterfront, thus creating special gathering spots for youth, making the young and bright proud of their city and its unique, fun water (Fig. 7):

- The very interesting waterfront next to the bridge can become the central park with a water fountain as its main distinguishing feature. The park should be equipped with smaller water fountains to attract children to play. It is also important to provide free access to the water and, instead of installing flood protection concrete walls, use the landscape for necessary protection. The park can become the 'bridge spotting' experience, thus attracting tourists. It could also be a good place to build an aquarium.
- The unused piers are currently very characteristic of Shantou. They represent a unique opportunity to be out on the water and to offer a lot of different uses in a variety of spaces. The piers should also be the loci that allow certain temporary activities, such as pop-up events and festivals. Such happenings can activate waterfronts, bring city life to the water and even, if further development is envisaged, their temporary use as a festival space can create a very positive impact on how the area is perceived and used by the public later on.
- Another water feature proposal is a Shantou water skyline. There is an idea



to envisage Shantou's skyline as a mega water fountain show rather than just skyscrapers.

### **Water: The 'cool' place to live**

Shantou's waterfronts include not only the public waterfronts, but also the more cosy waterfronts going into the residential neighbourhoods. The waterfronts neglected or blocked by massive protection walls are also massive opportunities. A different approach should be found to retain needed protection, while allowing access to the water. The entire waterfront can be organised on the raised level by installing public terraces that can be used for strolling, playing, relaxing and enjoying. The special treatment of the inner waterfront will establish diverse public spaces and high quality will increase the value of the surrounding areas as well as stimulate adjacent development. The network of redeveloped waterfronts will create a condition of active waterfront use, something that could be called a 'city living room'.

## **4 Recommendations for a Sustainable Future for Shantou**

Shantou could surpass the leading Chinese cities by emphasising its unique attributes and the high quality of life it can provide to its residents. Based on its excellent climate, natural assets, toy industry, culture for a peaceful and good quality life, the city of Shantou has the potential to become a world leader as The Childhood City – the best place in China for families. All urban development decisions should follow this vision. Three main city areas should ensure a liveable city at the highest international standards: 1) Old City, 2) Wu Qiao Island (Shanjoy), and 3) the waterfronts.

The Old City of Shantou is a unique, authentic, charming and resilient Old City with a rich heritage, wonderful buildings, the pattern of an old city and a human scale. This is a unique potential on a global level that has to be used as an urban anchor for the entire city:

- The Old City should be organically regenerated in order to ensure that it will regain its central urban role as the liveliest part of the city, with a unique charm and rich street life (Figs. 8, 9).
- The Old City must have a balance of mixed uses, including residential, commerce, tourism, leisure, public functions, parks and more. It should attract new residents and commercial life. It should be 'A Cool Place' like some of the leading old cities of the world.
- To ensure the success of the regeneration process, the urban space has to be developed to the highest level, most heritage buildings will have to be restored (those that can still be preserved or restored), new construction has to be allowed between these buildings, but with respect to them and to the existing urban fabric.
- The implementation has to be a combined effort of public and private collaboration, based on strict rules of preservation on one side, and on an economically based new development on the other.

Fig.8, 9: The lively Old City with a high standard of living. (Source: Brandeis & Appenzeller, 2013)

Wu Qiao Island is a very rundown urban area of no particular significance. The rebuilding of this island is a one-time opportunity to create the best neighbourhood in Shantou, based on the local style of living, the city's identity and international practice.

- This should be a car-free haven for families – and just a few steps from the regenerated Old City.
- The new development of the island should demonstrate the principles of The Childhood City, and an opposite approach to the common recent concept of 'gated communities' with high-rise residential buildings. The same density can be achieved with much lower building heights, and the most attractive public realm in China, connected by pedestrian malls and paths and quality attractions for families.

Water is an asset and a development tool for Shantou. Its waterfront has to be reconnected to the water and the city, to ensure the best use of this potential feature to attain status as a leading 'water city'.

## 5 Results and Effects

The UPAT effort concluded with presentations to various groups. The report was also accepted as part of future master plans and helped improve understanding among those involved in planning. The report was part of an international planning seminar, thus introducing this new strategy to Chinese planners as well as the rest of the world.

### 5.1 Short-term Effects

The final presentation of the Shantou UPAT to the local authorities was a great success. The presentation and the final report effectively disseminated the principles and concrete solutions of organic regeneration. Being part of the ongoing Shantou Master Plan, the report provided good support for the master plan and its application of organic development. The concrete scheme will be partly integrated into the forthcoming master plan.

180 | The report has also enhanced the mutual trust, collaboration and friendship among the various parties and experts: the municipal leaders, local planning authority, Nanjing University, ISOCARP and UPAT. This has already led to fruitful follow-up cooperative activities, such as joint conferences, planning projects and an international planning dialogue.

### 5.2 Long-term Effects

As the UPAT in Shantou happened recently (2013), the long-term effects are yet to be seen. The fact that some conclusions are being integrated into the statutory local master plan indicates that the work will probably have some long-term impact on the regeneration of the historic downtown area of Shantou.

However, as the final report submitted to the local authorities was the result of a single one-week workshop (even though a lot of extra work was done afterwards), there is still some distance to go before it is a 'real' design. This appears to be a barrier to the effective implementation of the UPAT proposal. That is, although some follow-up work will help guarantee the integrity of the final report, to turn it into a complete plan or design would demand a much higher investment of energy and knowledge.

### 5.3 Outlook

Finally, the results of the UPAT workshop were presented and discussed at the international seminar, New Reform, New Planning, New Urbanisation, at Nanjing University, April 4–6 2013. This seminar focused on the necessary shift of the planning paradigm in the Chinese new reform epoch and how this shift in planning should be applied in the Shantou Master Plan. Therefore, we may expect that the UPAT Shantou will also contribute to a fundamental reform in Chinese planning.

#### Note

This chapter is based on the following UPAT Report: Brandeis, A. & Appenzeller, M. (Eds.) (2013). *Organic Regeneration of the Historic Downtown of Shantou, China*. The Hague: ISOCARP.

#### Endnote

- <sup>1</sup> Shantou is called a 'treaty port' because it was one of the five ports opened to foreign trade by the Treaties of Tientsin in 1858. It is currently also a Free Trade Area.

# UPAT 2013: Nanjing

## Towards Improving the Planning Framework for the Jiangbei New District

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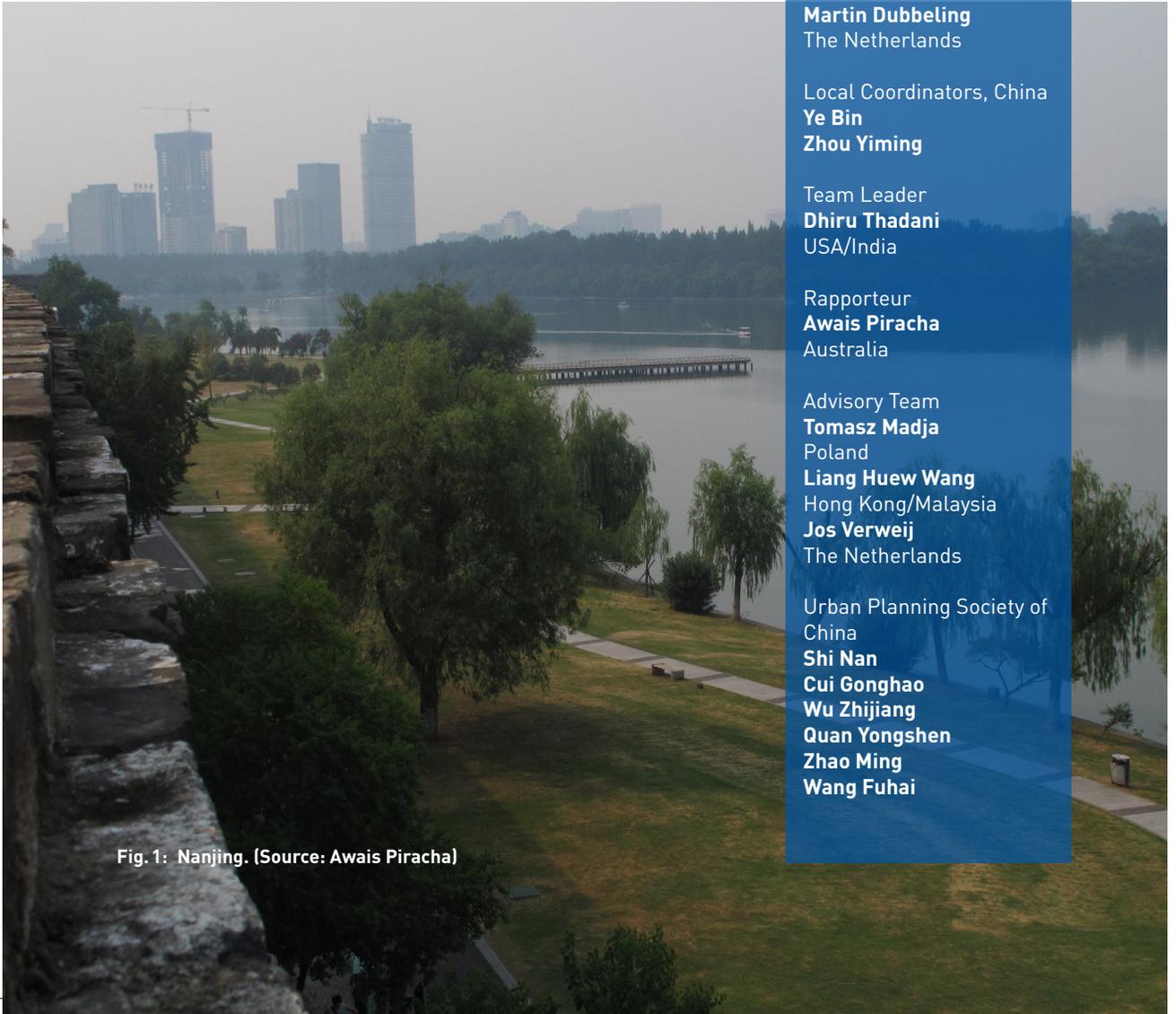
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Fig. 1: Nanjing. (Source: Awais Piracha)



## 1 The Jiangbei New District: Background

The Jiangbei New District is an important development area for both the city of Nanjing and the Jiangsu Province. Situated north of the Yangtze River, it covers an area of 2,450 km<sup>2</sup>. It is anticipated that by 2049, this district will accommodate 4.5 million inhabitants, several CBDs (central business districts), and multiple industrial clusters. The City of Nanjing has taken the challenge to transform the New District into a strategic demonstration zone for (inter) regional and economic development.

The development of the New District will bring enormous opportunities and challenges for the Yangtze River delta area and the Nanjing Metropolitan region. Therefore, the City of Nanjing suggests the need for innovative strategies for transit-oriented, ecological, sustainable and low-carbon urban development. Integrating the urban design with landscape design is essential to mitigate the impact of increased impervious surfaces that will result from development of the New District. Furthermore, the New District will have to be seamlessly connected by transit to the existing city of Nanjing if it is to thrive in the future.

The Nanjing Urban Planning Bureau (NUPB) solicits cooperation with many local and regional organisations, like the University of Nanjing and the Nanjing Institute of City and Transport Planning, as well as with national and international knowledge institutions such as the Urban Plan Society of China (UPSC) and the International Society of City and Regional Planners (ISOCARP) to achieve the above-mentioned development.

## 2 Objectives of the Nanjing UPAT

In April 2013, NDRC (National Development and Reform Commission) released the first regional planning policy – *The Modernization of South of Jiangsu Demonstration Area Planning*, in which it encouraged promoting and accelerating the development of Jiangbei New Area of Nanjing. Also, a Comprehensive Plan for 2030 and a Strategic Plan for 2049 were commissioned by the Nanjing Urban Planning Bureau to study the area and propose development strategies. The six-volume document was the starting point of the discussion with the UPAT members. More precisely, the UPAT team was invited to assist the Nanjing Urban Planning Bureau in making practical visions, designs, implementing tools and steps for the Jiangbei New District. The NUPB hosted the ISOCARP Urban Planning Advisory Team in Nanjing three times, in August, November and December 2013.

The UPAT members were requested to share their knowledge and experiences. The team addressed the themes of urban transportation and transit-oriented development (TOD), water management in the catchment areas, sustainable, ecological and low-carbon urban development, industrial transformation and urban design.

The research objectives of the exercise were as follows:

1. **Urban Planning and Design:** The first research task was to support NUPB in making a development plan and an urban design for the Jiangbei New District. The New District needs to have a close relationship to the Yangtze River that runs parallel to the locations for future urban development.
2. **Urban and Landscape Structures:** The locations for future urban development in the Jiangbei New District have a long and narrow shape (90 x 25 kilometres). The second research task was to support NUPB in the optimisation of the land use and the urban and landscape structures of the New District in order to be able to develop efficient and multi-functional city centres.
3. **Transit-oriented Development:** The Jiangbei New District is situated on the north side of the Yangtze River. The third research task was to support NUPB in exploring the chances and challenges to connect the New District by public transport with the city of Nanjing, situated to the south of the Yangtze River. The UPAT was to also explore the TOD applications in the new area.
4. **Sustainable Urban Development:** The Jiangbei New District will be an example of low-carbon and ecological urban planning and design. The fourth research task was to support NUPB in implementing advanced ideas and innovative practices for the New District. This includes sustainable energy planning, water management and planning and design with respect to landscape, nature and ecology.
5. **Industrial Transformation:** The Jiangbei New District contains legacy steel, chemical and petrochemical industries. The UPAT was tasked to review and comment on the possible strategies for industrial transformation from old and polluting industries to new high value-added, knowledge-based tertiary industries.

### 3 Outcome of the UPAT Workshop in Nanjing

During the visits to NUPB, the UPAT team members made field observations, listened to presentations of the sectorial teams responsible for various sections of the plans, listened to the opinions of the Chinese experts and carefully reviewed the Jiangbei plans. The ISOCARP experts then communicated their ideas, international best practices, and suggestions for improvements in the plans. The experts returned to Nanjing for a third time in December 2013 to review the amended plans. The NUPB had incorporated a number of their recommendations in the revised plans. The experts discovered a number of weaknesses in the plans that had remained and recommended improvements to alleviate them. After a thorough review of the Jiangbei New District plans, the UPAT team recommended the following:

- Alternative scenarios of future population levels, economic conditions and industrial structures should be made to introduce flexibility and resilience into the plans.
- Clear stages and sequences in future development ought to be identified. The plans should clarify what will be achieved at the incremental stages of 5-year periods.

- Excessive use of land must be avoided. The current plans envisage using all available land for development. Parts of the land should be set aside for future generations to use.
- Planning in Jiangbei should not be shy about deviating from the national density, transportation and construction standards. Jiangbei planning may need to utilise the performance-based standards that can be much less wasteful of land and other resources.
- Future national macroeconomic, environmental and socio-cultural transformations should be anticipated and considered in the planning process.

The ISOCARP team of experts also identified eight principles for the Jiangbei New District. The experts advised NUPB to consider these in the subsequent steps and phases of planning, urban design and development of the Jiangbei New District.

### **Principle 1: Planning for the People, with the People**

Both the Comprehensive Plan for 2030 and Strategic Plan for 2049 for the Jiangbei New District are primarily focused on fast economic development and rapid urbanisation. This needs to be changed. The two plans need to be focused on well-being, health and connectivity as well as providing opportunities to the present and future inhabitants in a clean and safe environment. The inhabitants will need to be involved in the formulation of both documents.

### **Principle 2: Vision on a Regional Scale**

A Comprehensive Plan for 2030 and a Strategic Plan for 2049 for the Jiangbei New District lacks an overall 'vision' for its future development. This 'vision' should encompass the natural environment that surrounds these fast-developing neighborhoods. The spatial development strategy should be broad-based on a regional scale, and must take into account future developments that may occur in adjacent provinces, which will surely impact the water quality and runoff in the Jiangbei New District.

### **Principle 3: Blue-Green & Blue-Red Strategies**

The Jiangbei New District is largely built and planned in the floodplain of the Yangtze River and the numerous smaller rivers feeding it. The Macha River and the Chuhe River are examples of two such feeder rivers. In order to create safe living conditions and sufficient water buffer capacities for wet and dry seasons, it is imperative that Blue-Green and Blue-Red Strategies are developed for the Jiangbei New District.

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### **Principle 4: A Unique Quality and Identity**

The Jiangbei New District currently is a nondescript urban environment that is similar to many other Chinese towns and regions. The Comprehensive Plan for 2030 and the Strategic Plan for 2049 should direct the Jiangbei New District

towards a unique quality and distinctive identity. This quality and identity should have 'liveability' as its core mission, which is needed to make the New District competitive with other regions.

#### **Principle 5: Transit-oriented Development**

Public transport rail and metro lines should be used as catalysts for urban development within the Jiangbei New District. A one-km radius around all proposed stations should be designated as a TOD overlay zone with specific design guidelines that follow best practice standards. Given its central and strategic location, the New District must be very well connected by high-speed rail with Beijing, Hangzhou, Nanjing-South, Shanghai, Suzhou, Wuhan and other Chinese cities. The New District must become an example in China of well planned, designed and built transit-oriented development.

#### **Principle 6: Higher Density and Urban Form**

The present and proposed density of the Jiangbei New District is much too low to make an attractive and vibrant city. In fact, density should be more than doubled in the New District. The present and dominant urban form with fragmented high-rise, scattered functions, broad avenues and extreme contrasts needs a radical change. A much higher density combined with the improved urban form will enhance diversity, flexibility and dynamics of the Jiangbei New District. A more efficient stewardship of the land will also allow successful implementation of the transit-oriented development.

#### **Principle 7: New Values, New Economy, New Cities**

Large parts of the Jiangbei New District are in need of transformation and re-development. Drastic measures are needed to create a safe, clean and healthy environment for its present and future inhabitants. Transformations in many leading cities in the world have shown that out-dated and polluting industries must be replaced by high-yield and low-emission enterprises within a new economy. The New District will need to develop a distinctive and attractive identity.

#### **186 | Principle 8: Liveable, Sustainable and Low-Carbon**

The Jiangbei New District should become a leading example of a liveable city that is sustainable and that has a low-carbon footprint. The blue-green and blue-red strategies, combined with transit-oriented development, a much higher density and a cleaning-up of the out-dated and polluting industries would be the first first steps in that direction. In the future, the New District must become an area that is largely self-sufficient in energy, water and food production.

These principles are very demanding and will require careful thinking and design. It will require investments in training and skill building of everybody involved in city planning. It will require investments in cooperation with other

organisations, disciplines and governments. It will also require investments in the communication with the present and future inhabitants.

## 4 Towards Sustainable Vision for the Prosperity of the Jiangbei New District

The UPAT team's contribution was to enhance awareness, develop strategies, propose policies and stimulate a set of integrated activities that would help the city and its communities to become more liveable and sustainable by generating tenable economic activity for the future prosperity of the region and its expansion settlements. The aspects of such a vision are explained in the following sections.

### 4.1 Urban Structure and Design

In order to be successful, the Jiangbei New District must heed the twelve guiding design principles listed below. Some of them are also indicated in Fig. 2.

- Reason for being – economic driver
- Served by clean energy and reliable water supply
- Served by transit – regional, commuter, and local
- Network of streets that are compact, connected, and complete
- Varying block sizes to accommodate varying building types and uses
- Civic institutions and civic spaces incorporated into the Framework Plan
- Vertical and horizontal mix of uses
- Demographically diverse mix of inhabitants – age, income, and race
- Diverse range of housing types – single, childless, family, multi-generational
- Neighbourhood structure that permits walking to access all daily needs
- Green infrastructure integrated into Framework Plan
- Defined settlement boundary

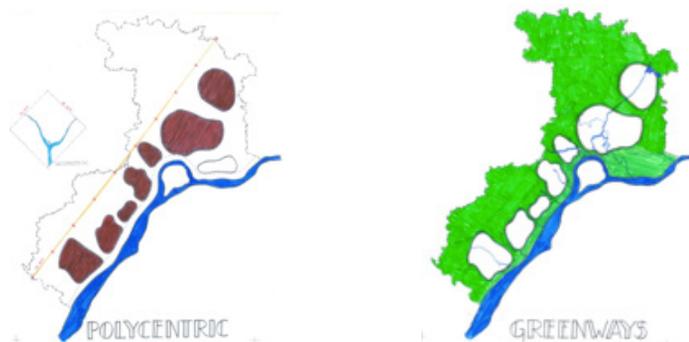


Fig. 2: Design principles for sustainable development of the Jiangbei New District. [Source: Piracha et al., 2013]

## 4.2 Transport

Jiangbei, which is just across the Yangtze River, is to be the new urban nucleus of the Nanjing metropolis. The city's vision is to become one of the six major metropolitan hubs of the country. The hub is designed to provide developmental radiation particularly to the western half of the surrounding region. In view of the fact that Jiangbei is basically less urbanised, with only a few urban settlements presently characterized by heavy and petro-chemical industries, the vast area should be developed as a city of the future, with a strong emphasis of liveability, sustainability and ecological friendliness. Transportation should play a significant role in its planning. Transportation for a liveable city should be socially and economically sound and efficient, environmentally friendly and sustainable.

### Assessment of transport planning

It was noted that within the existing transport plans, great efforts have been taken to provide a sensible transport network based on the prevailing national planning strategy that heavily emphasises stimulating highway flow. This resulted in the recommendations for an impressive highway system linking Jiangbei with Nanjing. The provision of several superhighways running through Jiangbei is based on the planning concept of creating an elongated city, a design which may run in contradiction to the philosophy of reserving the waterfront and the green belts. The transport plan appears to have taken into consideration interactions between land use and transport, although no explanation was given on how the forces interact over space and it is not clear how the relationships would evolve over time.

The road network of less than 10 km per km<sup>2</sup> as proposed in existing plans is far below the basic requirement for a normal city, let alone the implementation of a TOD concept in its design. It is strongly recommended that a higher density standard should be adopted (Fig. 3). To rely on several major highways for urban traffic flow is a serious flaw in urban street design.

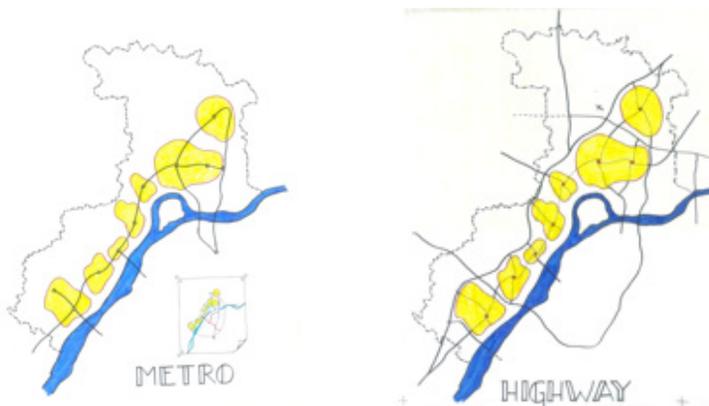


Fig.3: Design principles for sustainable transportation in the Jiangbei New District. (Source: Piracha et al., 2013)

## **Transit-oriented development: The way forward for Jiangbei**

Jiangbei should adhere to the principle of TOD in its transport planning. Special efforts should be made to encompass the basic elements relevant to such an approach, which appears to be lacking in most of the urban and regional plans in the country. For the TOD to be successful, we need to look at the macro-, meso- and micro-scale of transport and traffic planning:

**Macro-scale:** At the macro-level, emphasis should be on the provision of a well-integrated transport network of which efficient interchange hubs are available to allow convenient movement of passengers and goods within the Jiangbei New District as well as with cities and regions outside its boundary. Special links with Nanjing proper across the Yangtze River should also be highlighted.

**Meso-scale:** The meso-scale of TOD requires outstanding and seamless interchange of different modes of urban travel, with special reference to the integration of transit and bus services, on the one hand, and the free interchange of automobile and transit traffic on the other. A strong and well-connected street pattern with proper arrangement of transit stations will provide a base for efficient traffic flow. Efficient automobile traffic flow is a prerequisite for the proper expansion of TOD strategy. The provision of transit service is to allow an additional choice of travel for the general public and not to restrict the use of automobiles. The proportion of transit ridership would increase only when the system is at least as efficient and comfortable as automobiles. To increase automobile flow, a high density road and street system is required.

**Micro-scale:** At the micro-level, TOD will focus on how to design the various pedestrian systems and other facilities, such as bus stands and the zebra crossing system, which are extremely unfriendly in Chinese cities. Most of the bus stops, for example, are extremely narrow according to the national planning guidelines. Street intersections are wide and zebra crossings are unfriendly. It is proposed that staggered zebra crossings should be used instead. Comfortable and safe pedestrian links to cover the major urban activity areas and transit stops, either in the form of elevated walkways, zebra crossings or underpasses would allow an increase in transit ridership. Universal design should be included. The arrangement of transit stops should allow easy access on foot. Urban design should highlight the importance of a neighbourhood concept to allow free flow of all types of passenger traffic.

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### **4.3 Jiangbei New District: Water Adaptive City**

Water issues that have to be dealt with in many cases include:

- Water as a resource, the abundance of water (drinking water, industrial use, agricultural use, ecology)
- Water quality
- Safety (river dykes , flooding)
- Preventing difficulties (droughts, flooding)

- Water as a spatial quality in urban environments
- Water, cooling the city (preventing heat islands).

In the following notes, attention is paid to the Jiangbei water system and especially the system's impact on models of urban development in the area. The central points are:

- Urgence of attention to the water issue in Jiangbei New District
- Water as a basic plan element: the green-blue network together with the mobility network form the basic framework to spatially structure urban development in Jiangbei District
- An analysis of the water system is necessary (including modelling to simulate and forecast effects of different urban scenarios)
- Principles on water adaptations should be clarified

The recommendations to be taken into account in water-based master planning (in general) and in a Jiangbei Master Plan (in particular) are defined in the following sections.

**Recommendation 1: Green-blue strategy – water storage**

Looking at the Jiangbei spatial pattern, three main categories of land use can be distinguished: urban area, agricultural land (mainly tea, aqua culture, wheat), and land of high ecological value. Roughly three different strategies are to be applied to these categories of land use: the 'urban sponge' and the 'rural sponge' with an accent on agriculture or an accent on ecology (Fig. 4).

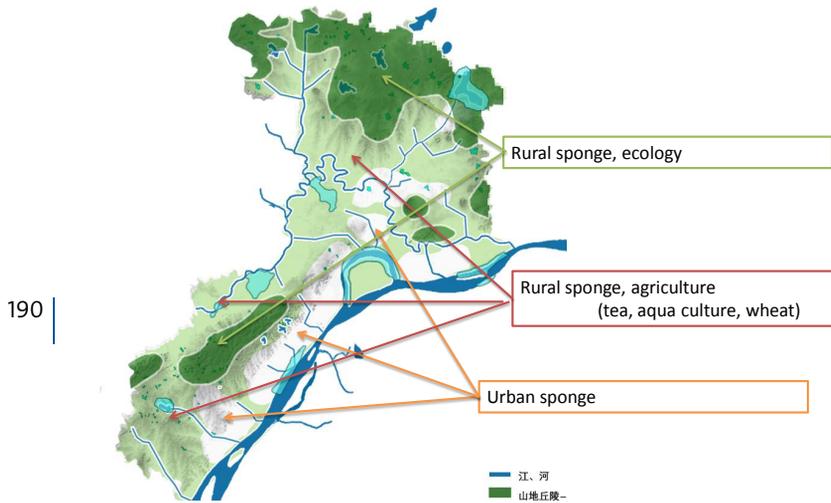


Fig. 4: Green-blue strategy: water storage.  
 (Source: Piracha et al., 2013)

## **Recommendation 2: Green-blue strategy – safety**

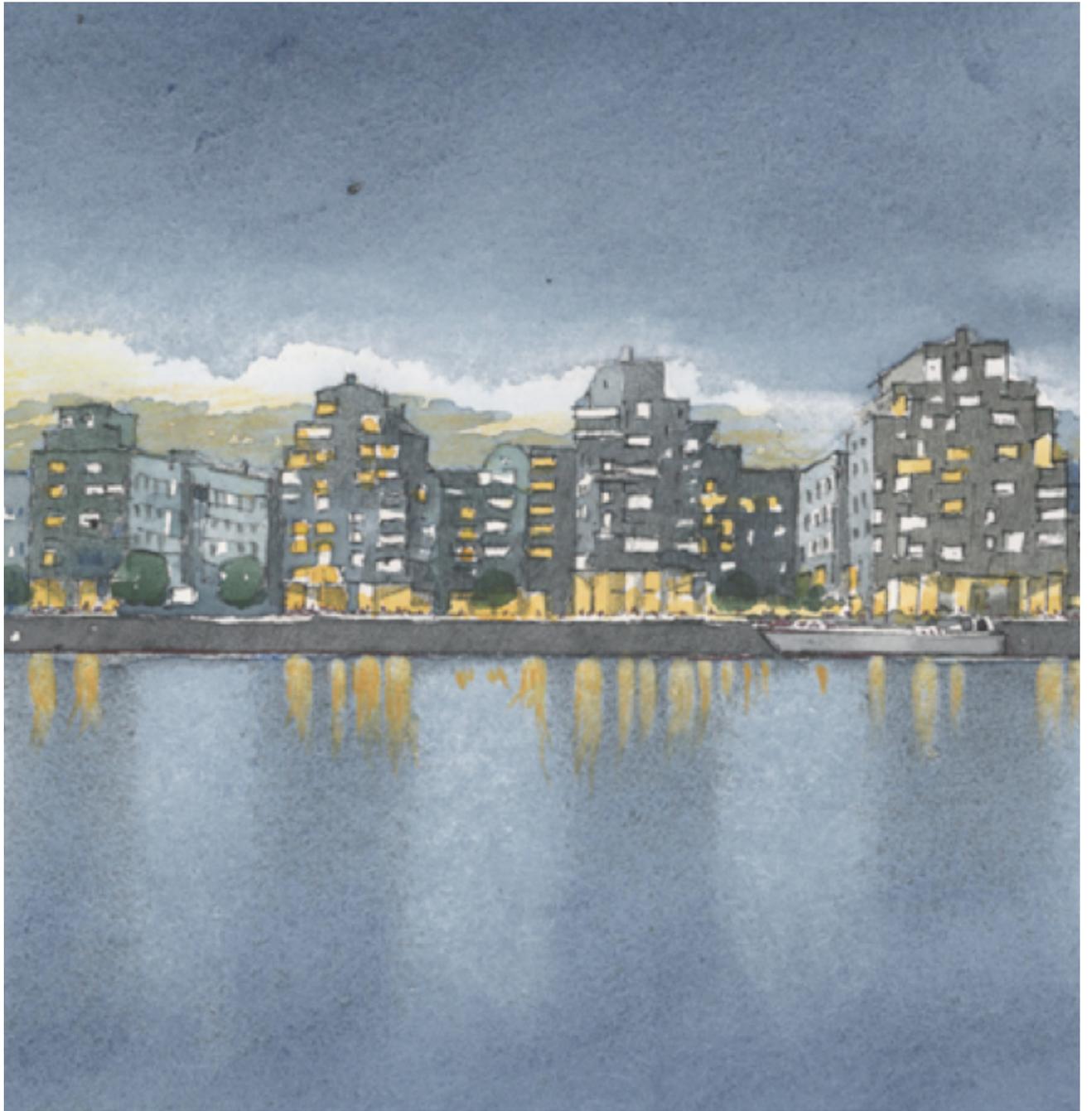
There is a big safety issue related to the many rivers in the Jiangbei District, running north-south to the Yangtze River. All these rivers have their hinterlands and catchment areas. In future, some of these are not only going to be influenced by water runoff from urban areas in Jiangbei New District but also from large new urban developments in adjacent areas north of Jiangbei (surface and/or groundwater). The water safety issue of the Yangtze River is a responsibility of a higher authority that is taking care of the safety issue along the entire Yangtze River basin. For safety reasons, flood planes on the north bank, (Jiangbei), separated from the inland by extra dykes, are necessary.

## **Recommendation 3: 'Safety first!'**

If we look at the preliminary land use plan for Jiangbei New District, new urban land use is designed in the island in the Yangtze River. Present land use is mainly agriculture, wetlands and some scattered housing. The currently rising water level in the Yangtze River basin makes residential farmers leave the island in time; the island gets flooded and, so to speak, it is the second and third layers of safety that currently work. It is undesirable that new urban land uses be applied to the island. Safety risks would be introduced not only for the new urban functions themselves, but also for the adjacent inland riverbanks of the Yangtze: the water capacity of the river zone will be diminished just in a part of the river that seems to be vulnerable (taking into account as well the width of the river as the highly urbanised and thus vulnerable land of Nanjing on both river banks). Moreover, an even greater risk will be introduced when these new urban functions are heavy industries (to be reallocated from the nearby heavy industrial zone); the safety risk will be enlarged with a mayor risk of water contamination in case any uncontrolled flooding would take place.

## **Recommendation 4: New riverfronts with variety and value**

Because of the accompanying floodplains and wetlands that are there or will be designated on the Jiangbei riverbank along the Yangtze River, the future urban ('outside') riverfront will be 'set back', forming a 'soft' riverfront, shaped by green-blue floodplains and wetlands. They form a challenge for good landscaping and design, being a mixed use zone: water storage, recreation area for the residents and ecology. The rivers of the second level flowing north-south into the Yangtze create great opportunities for different kinds of ('inside') riverfronts, 'hard' and or 'soft', as part of the new urban settlements in Jiangbei. This refers to the new urban settlements in the entire zone of the 'urban sponge' between mountain Lao Shan and the Yangtze River. Real elegant design can create riverfronts along these rivers of the second level, in total, of an even longer length than the riverbank of the Yangtze along this zone, thus creating a lot of variety and value.



## **Recommendation 5: Calculating and designing**

Water-adaptive urban and landscape design demands calculations and engineering: the expected runoff of water of new built up and paved areas, the precipitation and evaporation, the dimensions of water reservoirs and infiltration zones, channels, treatment of water and reuse. It is calculating and designing to get a result that has spatial quality and a result that 'works' as an integral part of the water system.

### **4.4 North of the River: Water and Planning of the Jiangbei New District**

One of the features that always attracts people is water. Underlining its presence in urban design may catalyse future development of Jiangbei Area, helping to build a mark of the new development and improving quality of life. There are great opportunities of creating awareness and a sense of coexistence of water and urban structure. It is not only Chang Jiang, that gave name to the development area, but also numerous secondary rivers and canals that should be taken into consideration while building the urban structure of each of the new towns.

Commanding the kind of waterfront relations now is a lack of the city on the edge of the Yangtze River and technical solutions on secondary rivers and canals. Primary rivers always brought flood threats (which now could be more or less minimised), but especially in historical China, secondary or tertiary rivers and canals were widely used to enrich urban environments. Keeping this in mind, the change of historical attitude should not apply to smaller rivers but to their relationship to the Yangtze River. Thus, in future urban structures of the Jiangbei New District, all the waterfronts should be used to maximise liveability and, thanks to that, the economic potential of a new settlement.

In the case of the Yangtze River, public river transport will probably not be proper because of its limited capacity and river width, but could be used for tourist purposes or sport and recreation, and optionally may support public transport. Hence, access to the waterfront from the hinterland has great importance in achieving social and economic success. Such access should start with river awareness in urban structure. The Yangtze River direction should be clear in the design of the new towns in the Jiangbei District.

Another feature that gives advantages to the waterfront is that it is supported by public transport and pedestrian and bicycle access to amenities on the riverbank. The slow speed of walking or cycling users allows filling the waterfront with urban details and warm heritage, enticing visitors to stop and eventually spend some money. Public and pedestrian access is important also on smaller waterfronts and even in housing estates attached to the waterfront, which should be preserved. Access to the waterfront is permanently associated with continuity of the city public space.

Economic success of the waterfront itself or as a part of the entire city depends as well on the purposes of space and buildings located along rivers. A common feature of such waterfronts is universal access (including disabled) and non-stop action, so choice of functions is based both on the planned place of the waterfront in the functional structure of the city, and the possibility of attracting users in various periods of the year, weeks and days in different weather conditions.

Since the Jiangbei New District covers a huge area, its fruition will have a serious effect on environmental conditions, including high flood risk – especially flash floods on secondary rivers. However, rapid urbanisation along the Yangtze River, with the melting down of Himalaya glaciers, also raises the flood risks on this primary river. It is important to estimate future water level changes coming from both sources (other cities' growth and glaciers) creating the Yangtze River waterfront, because changing that phenomenon is beyond the city's ability. On the other hand, flood risk on secondary rivers could be and should be minimised. Growth of a peak flow in rivers and canals after rain could be stopped by water harvesting and local retention. This would also allow reducing fresh water needs from the central infrastructure system or raising water levels in canals, slashed by a change of ground surface in urbanisation processes between rains.

The same rise in the flood risk makes localisation of Xiba Port questionable, and the example of Rotterdam shows that the needs of a cargo port and the city are not the same. Moving industrial facilities to the estuary area of Chuhe and Baimiao rivers with high ground-water levels and probably alluvial soil will affect water quality in Longpao Wetlands and will bring a threat of ecological disaster in case of flood. It is recommended these functions be deleted from that area in the longer perspective.

## 5 Conclusions and Recommendations

The Jiangbei District has many existing constraints that have direct bearing on the modernisation efforts and need to be addressed before development starts. These include:

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- A lack of vision and consensus for moving forward
  - A clear brand for the expansion area needs to be established
  - Existing spatial arrangement is loose and lacks integration and cohesion
  - Edges between the urban and rural areas are undefined
  - The transportation and transit network are not adequate to accommodate the anticipated growth within the area
  - The lack of public services and infrastructure will make the area undesirable for new residents
  - Existing heavy industries (chemical and petroleum) emit high levels of pollution and require political will to be phased out or upgraded to meet international standards

Hence, the UPAT highlighted six points that can help improve the plans and the planning process, such as:

1. Agreement on a simple and unique identity that all in Jiangbei can relate to
2. Acknowledgement and consideration of inherent (macro-economic and socio-cultural) uncertainties associated with long-term planning
3. Use of uniform/standard symbols and colour schemes across the plans
4. Consideration of costing and finances
5. Understanding who will come to Jiangbei and why
6. Not developing all land that is available.

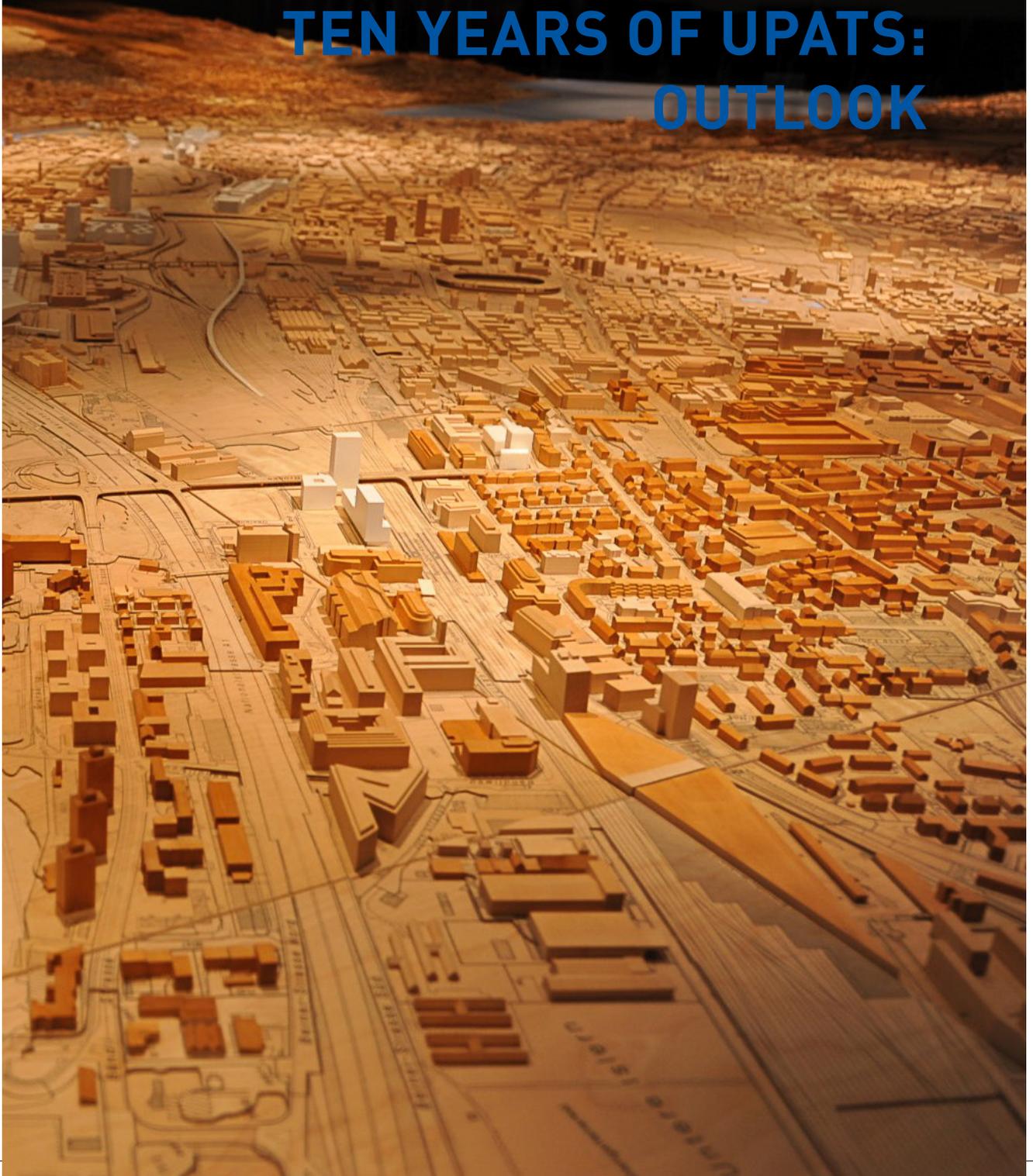
The ISOCARP Nanjing UPAT team was very pleased and impressed with the planning work NUPB has carried out in a relatively short span of time. The team acknowledges and appreciates the efforts NUPB has made in accommodating the team's recommendations.

**Note**

This chapter is based on the following UPAT Report: Piracha, A., Thadani, D. & Dubbeling, M. (2013). *Concept Planning and Integration of Jiangbei New Area in Nanjing (Communication & Discussion Paper)*. The Hague: ISOCARP.

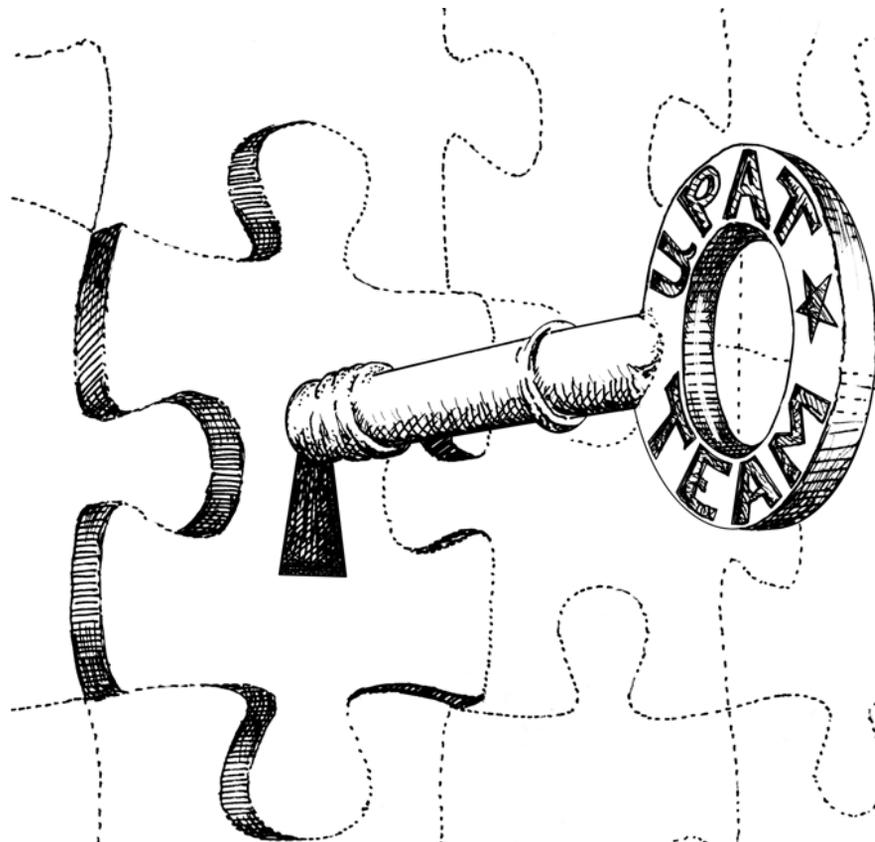


# TEN YEARS OF UPATS: OUTLOOK



# Towards Effective Multidisciplinary Cooperation: Lessons from the UPAT Symposium in Zurich, 2014

Ana Perić



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**Jef Van den Broeck**

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**Martin Dubbeling**

UPAT 2006: Schiphol  
**Chris Gossop**  
**Maurits Schaafsma**

UPAT 2007: Rijswijk Zuid  
**Ric Stephens**  
**Ineke van der Wel**  
**Nira Sidi**

UPAT 2007: Vienna  
**Judith Ryser**  
**Manfred Schrenk**

UPAT 2008: Zurich  
**Peter Jonquière**  
**Bernd Scholl**

UPAT 2009: Sitges  
**David Guggenheim**

UPAT 2009: Szczecin  
**Krystyna Mieszkowska**  
**Stefan Netsch**

UPAT 2012: Perm  
**Nicole Wirz Schneider**  
**Andrei Golovin**

UPAT 2012: Wuhan  
**Ric Stephens**  
**Yu Yang**

UPAT 2013: Nanjing  
**Dhiru Thadani**  
**Awais Piracha**

UPAT 2013: Shantou  
**Amos Brandeis**  
**Hongyang Wang**

## 1 Introduction

Since 2004, twenty-four Urban Planning Advisory Team (UPAT) workshops have been held all over the world. Such workshops rely heavily on the expertise of both experienced and young ISOCARP planners whose skills and knowledge have been implemented in numerous places and regions. More precisely, during the UPAT week, ISOCARP members, together with local and regional experts, address and probe the challenging planning questions defined by the requesting bodies/entities, i.e. mayors, city councils, governments, ministries, etc. To discuss the results and gain an overview of the long-term impact of this ISOCARP programme, as well as to reflect upon the results and draw lessons for future improvements in upcoming UPATs, the symposium, Ten Years of UPATs: Results and Effects, was prepared and organised at ETH Zurich. In addition to other events, the symposium in Zurich is a part of the agenda leading towards the 50<sup>th</sup> anniversary of ISOCARP congresses.

During the Zurich symposium, twenty-six participants from Australia, Austria, Belgium, China, Germany, Israel, The Netherlands, Poland, Russia, Switzerland, the UK, and the USA were invited to meet on 30 June and 1 July 2014 at ETH Zurich. The participants formed ten 'tandem' groups, each consisting of a Team Leader and a Local Coordinator of past UPAT workshops. For two days, complete with paper presentations and discussion sessions, the participants reflected on the results and long-term effects of the UPAT workshops they had participated in, including dealing with various spatial problems at different levels: regional, metropolitan and local. The following UPAT workshops were discussed:

- Amsterdam Airport Schiphol, The Netherlands, 2006
- Rijswijk Zuid, The Netherlands, 2007
- Vienna Airport Schwechat, Austria, 2007
- Zurich, Switzerland, 2008
- Sitges III, Spain, 2009
- Szczecin, Poland, 2009
- Perm, Russia, 2012
- Wuhan, China, 2012
- Shantou, China, 2013
- Nanjing, China, 2013

Keeping its global nature in mind, the symposium was aimed at exchanging the teams' experiences and recommendations for the future development of the UPAT programme. Thus, the symposium comprised joint paper presentations as well as intense small group discussion sessions (organised in the form of workshops), bringing together as much as possible the teams' and the hosts' experiences, with a particular focus on the effects and legacy of each specific UPAT. A more detailed description of the mission of the UPATs discussed at the symposium, as well as on the content and outcome of the workshops is presented in the following sections.



## 2 UPAT Tandem Presentations

The presentations by 'tandem groups' were the focus of the symposium programme. However, the opening session had a slight alteration related to the general background of the symposium. After the welcome speech by the symposium initiator, Bernd Scholl, Martin Dubbeling, UPAT Vice President, provided more information on the intentions, background and objectives of the symposium. Following the opening session, Ana Perić introduced some of the expert advisory initiatives similar to UPAT, such as the Implementation Lab by IFHP (International Federation for Housing and Planning), Advisory Services by ULI (Urban Land Institute), and the Implementation Lab by Ili (International Intervention Institute), followed by a comparative analysis.

### 2.1 First Day Programme

The rest of the first-day programme included the following UPATs, introduced by the Team Leader and the Local Coordinator (Fig. 1):

- The Schiphol UTF 2006, Chris Gossop and Maurits Schaafsma
- The Zurich UPAT 2008, Peter Jonquière and Bernd Scholl
- The Sitges III UPAT 2009, David Guggenheim
- The Perm UPAT 2012, Nicole Wirz Schneider and Andrei Golovin
- The Nanjing UPAT 2013, Dhiru Thadani and Awais Piracha

200 | The objectives of the first day's workshops are briefly explained in the following paragraphs.

#### **UTF 2006: Schiphol Region**

The context of the Schiphol UTF was two-fold. The first was a planning initiative by local and regional authorities (*Gebiedsuitwerking Haarlemmermeer-Bollenstreek*) on behalf of the national planning ministry. It sought the development of a substantial body of new housing (10–20 thousand units) coupled with economic development and landscape improvement. The second area of context concerned the 'main port' of Schiphol Airport and its future expansion, which was very much linked to the continued success of the Amsterdam region

in attracting international firms. Thus, the UTF was asked to reflect upon the work of local and regional authorities to secure an effective planning of the Schiphol area.

### **UPAT 2008: Zurich Metropolitan Region – Limmat Valley**

The main difference between the UPAT in Zurich and previous UPATs was the participation of the local planning team, i.e. a group of five PhD students from ETH Zurich, which provided UPAT members with spatial challenges, as well as the initial hypotheses on possible solutions for the area. In addition to this, a group of regional stakeholders was also invited to help the UPAT team get a general idea of what the local inhabitants would like to see happen in their region. The UPAT workshop was designed to start a process of testing and improving the hypotheses on the development of the Limmat Valley. In response, the members of UPAT presented a master plan that focused on the idea of giving the Limmat Valley a strong sense of identity.

### **UPAT 2009: El Garraf Natural Park Revitalisation**

The mission of the Sitges III UPAT was to come up with a medium-term strategy for a revitalisation of El Garraf Natural Park, which would further guarantee the social dynamics of the space – accomplishing more social uses and maintaining some economic activity over the year. The UPAT project was carried out as a mixture of assessments of economic, architectural and landscape possibilities. Its results addressed El Garraf as a crucial part of the Sitges III micro-region.

### **UPAT 2012: Perm as a Knowledge Hub and Science City**

The assignment of the Perm UPAT team was to contribute a vision and a strategy as well as practical steps towards developing Perm into a 'science city'. The project aimed at exploiting the city's additional urban potential through the synergy of the universities and infrastructure that could finally help the city of Perm develop a coherent and effective urban strategy and lead Perm towards becoming a 'knowledge hub'.

### **UPAT 2013: Jiangbei New Area of Nanjing**

In April 2013, NDRC (National Development and Reform Commission) released the first regional planning policy: *The Modernization of South of Jiangsu Demonstration Area Planning*, which encouraged the development of Jiangbei New Area. A Comprehensive Plan for 2030 and a Strategic Plan for 2049 was also commissioned by the Nanjing Urban Planning Bureau to study the area and propose development strategies. It was the starting point of the discussion with UPAT members. Following the first introductory visit of the UPAT team in August 2013, the focus of the second mission was to identify specific locations and themes. One of the issues was how to deal with an existing industrial zone with heavy chemical and steel industries, which was standing in the way of future clean urban development in the Jiangbei New Area.

## 2.2 Second Day Programme

On the second day of the symposium, the following UPATs were presented by the Team Leaders and Local Coordinators:

- The Rijswijk Zuid UPAT 2007, Ric Stephens, Ineke van der Wel Markerink and Nira Sidi
- The Schwechat UPAT 2007, Judith Ryser and Manfred Schrenk
- The Szczecin UPAT 2009, Krystyna Mieszkowska and Stefan Netsch
- The Wuhan UPAT 2012, Ric Stephens and Yu Yang
- The Shantou UPAT 2013, Amos Brandeis and Hongyang Wang

The objectives of these workshops are briefly presented below.

### **UPAT 2007: Cultural Design of Rijswijk Zuid**

The Dutch city of Rijswijk invited ISOCARP to organise a multi-national UPAT workshop to address the planning issues of Rijswijk Zuid as a part of the Dutch Policy Plan with the aim of preventing urban areas from growing together. The UPAT goal was to provide city officials with a concept plan. The team decided to divide into two sub-teams: One was inspired by the historic Sion Monastery, while the other applied Piet Mondrian's artistic patterns based on the Dutch grid landscape.

### **UPAT 2007: Vienna International Airport**

The ambition of the mayor of the Schwechat municipality was to transform Schwechat, an industrial town, into a 'knowledge hub'. The EU expansion offered Schwechat a unique opportunity to exploit its multimodal transportation infrastructure in cooperation with its neighbours, the Czech Republic, Slovakia and Hungary, as well as its own Austrian neighbours. This group had already formed the new trans-regional institution, CENTROPE. The UPAT team members pooled their diverse expertise to produce an ambitious integrated vision for Schwechat's future in its new context.

### **UPAT 2009: Metropolitan Character and Identity of Szczecin**

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The Szczecin UPAT team was invited to provide recommendations for developing a metropolitan area spatial plan within a framework of overall regional growth, focusing on factors that determine the metropolitan functions and activities of Szczecin, the metropolitan transportation network and trans-border cooperation. The UPAT members stressed the importance of polycentric planning as a means to create a vibrant, cohesive, competitive, and sustainable community for the West Pomeranian Province and the Szczecin Metropolitan Area.

### **UPAT 2012: East Lake Scenic Area in Wuhan**

The main mission of the Wuhan UPAT team was to define development strategies and sustainable concepts for the East Lake Scenic Area. The team worked closely with planners and executives of the Wuhan Planning and Design Institute, the Wuhan Land Resources and Planning Bureau and the East Lake Management Office. The UPAT report sought to integrate tourism development of the highest quality with the conservation and enhancement of the East Lake Scenic Area.

### **UPAT 2013: Historic Downtown Regeneration of Shantou**

The role of the Shantou UPAT members was to assist the Shantou Planning Bureau and the Institute of Urban Planning and Design of Nanjing University with the organic regeneration of Shantou's historic downtown area. The UPAT team was invited to suggest practical visions, designs, implementation tools and steps to build up the central city, with the historic downtown area as an 'anchor'. The City of Shantou has adopted a comprehensive development strategy and spatial plan and is now seeking practical concepts, designs and solutions for specific sites and projects.

Each of the presentations was followed by a fruitful discussion among all the symposium participants. On one hand, such an exchange of experiences and different views on various spatial challenges brought to the light some possible shortcomings in terms of the planning approach during UPAT workshops. On the other hand, the joint discussion enabled a broadening of the perspectives and opened up possibilities for future advances in the UPAT format.

## **3 UPAT Parallel Workshops**

In addition to the joint paper presentations on previous UPATs, their background, objectives and outcomes, the critical part of the symposium was devoted to small group discussion sessions. For these sessions, the symposium participants were grouped into three workshops, which were based on the territorial scope of each of the UPATs, such as:

- Workshop 1:  
The local level: Shantou, Perm and Rijswijk Zuid  
Moderator: Mahdokht Soltaniehha
- Workshop 2:  
The metropolitan level: Wuhan, Szczecin, Sitges III and Schwechat  
Moderator: Ana Perić
- Workshop 3:  
The regional level: Nanjing, Zurich and Schiphol  
Moderator: Florian Stellmacher



### 3.1 Day 1: Looking Back

The topic of the first-day parallel workshops was concerned with 'looking back', aimed at defining the findings through comparison, analysis and reflection on the last ten years of UPATs (Fig. 2). Some of the general findings were concerned with: the involvement of a range of professionals from various domains, participation of young planners, collaboration with real stakeholders, clear starting situation, etc. A brief explanation of the findings follows.

The involvement of a variety of stakeholders is generally accepted as a prerequisite for the success of a UPAT workshop. Namely, because UPAT deals with complex and cross-cutting issues, a wide range of skills and knowledge is needed. Also necessary, in addition to conceptual skills (in terms of design and drawing) used mostly by architects and urban planners, is the integration of other disciplines, such as transport, environment, landscape, business, municipal project management, urban legislation, etc.

A particularly important finding related to previous UPATs, concerns the need to establish the role of a mediator within the existing organisational structure of a UPAT workshop. Thus, in addition to the Team Leader, who is in charge of facilitating the discussion among a team of experts, the mediator's role should be given to the expert most capable of understanding the broader spatial planning context, i.e. planning culture. A mediator is expected to be more critical and more challenging about the spatial problems under discussion. An expert in the role of mediator should also act as a catalyst; he/she should be able to grasp both the contradictions and opportunities of a specific place, without any previous knowledge on site. What is wanted is actually an instinctive reaction within the context of the mediator's own paradigm.

Another condition for successful workshops strongly relates to the participation of young planning professionals. Young planners are recognised as those who will continue the mission of already established spatial planners. However, it is only through close collaboration with senior experts that young professionals can upgrade their skills and knowledge and, thus, contribute to future sustainable spatial development. Similar to this, the participation of university representatives, i.e. doctoral students and/or academic staff, is also recommended.

Aside from the desired participation of experts in various domains, it is of utmost importance for the effects of a UPAT workshop to include decision-makers. Their involvement helps ensure that the outcome of the workshop can be more easily implemented in spatial planning practice. In fact, 'partnership machinery' between experts and decision-makers is a critical element in simplifying the implementation. In other words, UPAT experts should actively cooperate with local professionals and decision-makers in the follow-up activities of the UPAT workshop.

Fig. 1: UPAT 'tandem' presentations.  
(Source: ETH/IRL documentation)

Fig. 2: A UPAT workshop.  
(Source: ETH/IRL documentation)

Keeping cross-sector and cross-disciplinary cooperation in mind, the UPAT workshop objectives should be based on a common vision. Actually, this is the only way to produce a common action later. Since planning as a discipline is not a 'one-way street', the focus of the planning debate in a UPAT workshop should be founded on:

1. Communication, especially among professionals in various fields
2. Mutual collaboration, especially of various sectors: public, private, and civil
3. Coordination, especially of actions within an institutional framework, as a final step that leads to a true implementation of a spatial vision into planning reality

Hence, a UPAT workshop must be considered a 'door-opener' to an independent discussion, which in turn provides easier means for any further procedures to be taken. Mutual trust-building among experts in various disciplines is a sure way to approach other stakeholders through bottom-up collaboration. Only with a jointly prepared and thus solid spatial vision, it is possible for other stakeholders to truly understand, accept, and, finally, jointly pursue its implementation.

Finally, a clear starting situation, i.e. understanding the spatial problems and the effects they cause to their surroundings, needs to be defined at the very beginning of the UPAT workshop. Clear tasks and reasonable objectives secure appropriate solutions of complex spatial challenges. Hence, the focus is again on close collaboration between real stakeholders on one side, and experts on the other. In particular, clients' issues should be at the centre of the experts' interest as they will be the ones to live with the results. Without professional team members asking the right questions, they cannot possibly truly understand the clients' needs.

### **3.2 Day 2: Looking Forward**

The second day parallel workshops focused on 'looking forward', i.e. suggesting recommendations, ideas and proposals for the future improvement upcoming UPATs. Brief conclusions from parallel workshops follows.

206 | The first concern of workshop participants was the nature of the UPAT task. In order to attract people (as crucial stakeholders) with the UPAT results, it is necessary to deal with smaller, concrete, and visible projects. In other words, one key project is needed for people to understand what is going on and how the UPAT recommendations will affect their surroundings. Furthermore, strong, simple concepts (proposals) together with a clear timeline with precisely defined milestones, deliverables and synchronisation possibilities can contribute to the successful implementation of UPAT results. A step-by-step approach with a short time-horizon should be the main attribute of each future UPAT.

The second important finding relates to the importance of the follow-up procedure, i.e. activities taken after the UPAT week. To exploit the potential of a UPAT to its maximum, in practical terms, means to concentrate on the character of

the follow-up actions. Therefore, it should be assumed that a UPAT initiative has three phases:

1. The initiation and preparation phase involves the pre-meeting with the client to check the facts, visit the site, determine any supplementary tasks, and judge the feasibility of the vision of the stakeholders involved.
2. The UPAT week, the actual workshop with close interdisciplinary cooperation in order to find a workable spatial solution.
3. The follow-up phase in which the hosts put the experts' recommendations into action.

However, the follow-up phase is actually considered to be of essential significance for the success of a UPAT workshop, i.e. for a true implementation of the recommendations defined during the UPAT week. Moreover, it is considered an opportunity for participating experts to directly upgrade their skills and knowledge; this is particularly true for young planning professionals. Four possible ways of organising the follow-up phase were identified:

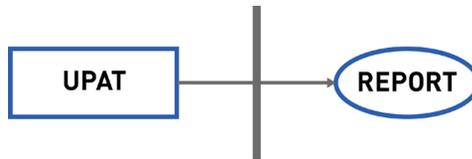


Fig. 3: Follow-up activity: A UPAT Report. (Source: Author)

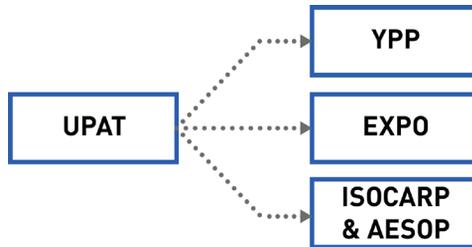


Fig. 4: Follow-up activities similar to UPAT. (Source: Author)

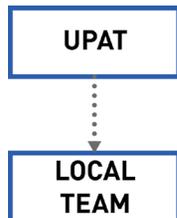


Fig. 5: Follow-up activity: UPAT's advice to local team. (Source: Author)

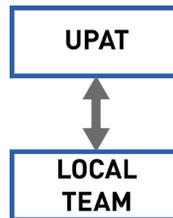


Fig. 6: Follow-up activity: Mutual collaboration between UPAT members and local team. (Source: Author)



Fig. 7: Concluding reporting.  
(Source: ETH/IRL documentation)

1. One definite follow-up activity after a UPAT week is the preparation of a UPAT Report. It is already common practice, and it is beneficial for clients, professionals and especially for ISOCARP as a planning society (Fig. 3).
2. The UPAT workshop can be followed by other similar activities (Fig. 4) organised by different entities in the form of: a) young planners' workshop, b) EXPO event, or c) a joint professional and academic workshop to consolidate both theoretical and practical knowledge in solving complex spatial problems, e.g. ISOCARP and AESOP workshops.
3. The amount of work during the UPAT workshop can be assigned to local planners, both professionals and students in the follow-up phase. Actually, the local professionals should enrich the UPAT members' recommendations and results and try to adjust them to local needs as much as possible (Fig. 5).
4. Establish a strong collaboration between UPAT members and local professionals. This would make it possible to find proper answers to complex spatial questions based on mutual cooperation and an exchange of experience, skills and knowledge, both experiential and expert (Fig. 6).

#### 4 Concluding Remarks

After one and a half days of intense communication among the symposium participants on various topics, approaches and instruments for dealing with challenging spatial problems, it was possible to summarise the findings for coping with complex tasks. In each workshop, the participants took part in formulating the main conclusions from the symposium. These were presented to the entire symposium audience by Martin Dubbeling (Workshop 1), Rolf Signer (Workshop 2), and Jef Van den Broeck (Workshop 3) (see Fig. 7). The findings can be summarised as follows:

- There is a need for a brief task description, i.e. spatial problems should be clearly explained and focused on a very specific topic.
- The schedule should be clear and complete, with a clear time-line, specific deadlines and defined well in advance of the workshop.
- Workshop results should be presented on the conceptual level, thus enabling their modification to the specific planning context.
- There is a need for a clear structure of the collaborative process between clients and experts when discussing the workshop results.
- The UPAT team should be diversified, i.e. multi-disciplinary in that it consists of urban planners, urban designers, environmental experts, transportation experts, economists, legal experts, etc.
- Age diversity, both experienced and young professionals, among team members is considered a good prerequisite for the workshop's success.
- Innovation is necessary, in terms of organising three UPATs per year, one of which should be held in an underdeveloped region worldwide.
- Dissemination and communication activities should make the workshop results available to everybody: general public, academic society, political structures, media, and planning organisations.

Briefly put, the symposium in Zurich helped shed light on the aspects of UPAT workshops that could possibly be improved: methodology (approach), organisation, continuity, innovation, specialisation or diversification, consolidation, cooperation with other organisations, publicity, and marketing strategies. Nevertheless, remembering all the positive experiences presented earlier, it can be concluded that a UPAT workshop is a vital and prominent element that contributes not only to the professional planning domain, but also to society as a whole.

# Future Advances in the UPAT Programme

**Martin Dubbeling**

## 1 Introduction

The many (and lively) paper presentations, the intense small group discussion sessions and the formal and informal debates at the UPAT Symposium in Zurich in July 2014 brought together, as much as is possible, the experiences of the teams and hosts of UTF and UPAT workshops. This intensive symposium resulted in a large number of remarks, comments, recommendations and new ideas for the evaluation, future development and advancement of upcoming UPATs. Therefore, the rich yield from the evaluation and preview of the UPAT programme has been divided and ordered into four sections:

1. Drivers and strengths
2. Chances and opportunities
3. Restraints and threats
4. Challenges and strategic directions

The first section of this paper focuses on ISOCARP's motives for organising UPAT workshops in the first place and how and why ISOCARP can contribute to the everyday practice of planning. The second section describes the open market and the wide variety of possibilities for initiating and organising UPAT workshops. The third section is concerned with the limitations of the UPAT workshop as well as the dangers that UPAT workshop initiators may encounter. The fourth section explores the future possibilities and development of the UPAT programme.

In order to make the evaluation and search for the future improvement of the UPAT programme in these four sections clear and objective, it is good to start with a description of the basics: What is an Urban Planning Advisory Team workshop at present?

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A UPAT workshop is conducted by a team of five to seven international experts, all full members of ISOCARP, who work together for five to seven days on location, present their findings on the last day of the workshop and elaborate their findings in a report. The core of the UPAT team consists of a Team Leader, a Rapporteur, and both senior and young planning professionals.

For each UPAT workshop, ISOCARP signs a contract with a client (a city or a region), sends an open call to all members and selects the best possible team. In

principle, there are three to four weeks for every step from the first contact with the client to the open call, the selection of the team, the start of the workshop, the draft report and the final report. Thus, from the initiative to the final report of a workshop takes about twenty weeks.

ISOCARP receives a fee that can vary between € 50,000 and € 80,000 (depending on the size of the team and the duration of the workshop) for the required activities, the deliverables and travel expenses of the team members. In principle, the participation and contributions to the UPAT team are voluntary. Only in exceptional situations, for instance, when the UPAT team or UPAT team members need to meet more than once or more than one week, ISOCARP pays out daily subsistence allowances or per diem fees to the team members.

## 2 Drivers and Strengths

As a global association of experienced professional planners, ISOCARP brings highly qualified planners, both individual and institutional members, from more than seventy countries together in an international network. The objectives of ISOCARP include the improvement of planning practice through the creation of a global and active network of practitioners. ISOCARP encourages the exchange of professional knowledge between planners, promotes the planning profession in all its forms, stimulates and improves planning research, training, and education and enhances public awareness and understanding of major planning issues at a global level. Hence, the creation and sharing of knowledge and experience about regional and urban planning are in the very DNA of ISOCARP.

With the twenty-four UTF and UPAT workshops over the past ten years, ISOCARP has the capacity, skills, diversity – in terms of nationalities, backgrounds, gender, and experience amongst its members – to provide a meaningful contribution to the development of planning practice. One of the strengths of the UPAT formula is that a team can work on a wide variety of tasks and assignments. These can range from a team:

- For a quick response situation (Disaster Management in Cancun)
- With a thematic assignment (Philips Center for Liveable Cities in Singapore)
- That helps develop regeneration strategies for historic city centres (Sitges, Cuenca, Shantou, Tlalnepantla)
- Act as an international jury for an urban design competition (New East Coastal Area of Shantou)
- To study and advise on the restraints and opportunities for economic and spatial development around international airports (Amsterdam Schiphol Airport and Vienna Schwechat Airport)
- To assess the spatial planning policies for regional and metropolitan development (the Limmat Valley in Zurich, the Metropolitan Area of Szczecin, the Jiangbei New District in Nanjing)

For ISOCARP members, UPAT workshops not only provide a meaningful activity, an interesting professional event and sometimes even an adventurous experience, but also an opportunity for members to get to know each other and to work together for a week in a completely different setting. The diversity of the teams with members from academia, consultancy firms, design studios and local, regional and national governments have proven to be an important asset for ISOCARP.

The joint presentations and debates on the results of the workshops at the annual congresses enable professional and social cohesion between members. For some ISOCARP members, participation in one or more UPAT workshops was the prelude to a career opportunity or even a life-changing step.

An important driver for ISOCARP as an organisation is the financial support provided by the fees that it receives for organising the UPAT workshops. In the past ten years, after the annual support from the Dutch Ministry of Housing and Planning was stopped, the financial basis of ISOCARP has been made up of membership fees, congress fees, UPAT workshops, training courses and technical assistance.

### **3 Chances and Opportunities**

ISOCARP UPAT workshops can be organised by request from cities and regions all over the world. UPAT workshops provide added value in complex situations and environments where experience and knowledge about planning, as well as spirited creativity and open-minded visions, are required. Cities are constantly growing, infrastructures in agglomerations and metropolitan areas are under constant pressure to upgrade and improve, urban renewal projects are in competition with each other and valuable landscapes and cultural heritage sites are in need of protection: all of these are items on the agenda of nearly every city and region. The result is a demand for expert groups and independent expert opinions. UPAT workshops can bring best practices and experiences from other parts of the world to activate awareness on specific topics or specific locations. They can also develop spatial strategies and stimulate the integrated activities that would help a specific area generate more tenable economic activities, thus improving their contribution to the city. Such activities stand out, particularly in two case studies: the vast and out-dated East Lake Scenic Area in Wuhan and the city and the region around Sitges in Cataluña, Spain, which held five UPAT workshops between 2005 and 2010.

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UPAT teams observe the manifold aspects of specific spatial problems, thus creating a solid background for providing independent advice. The short time-frame forces the UPAT teams to focus on essentials and key strategies. With the experience they bring from workshops in other cities and regions in the world, the UPAT teams can open doors to new and unexpected opportunities, i.e. team members could influence others to change their positions or advocate an unconventional opinion. For example, the Perm UPAT team strongly advised against building a new university campus far outside the city without proper

public transport. The team supported the concept of transforming the city centre of Perm into a campus where science, knowledge and society benefit from each other.

Since the formula of the UPAT is that of a mobile and temporary workshop, the team comes in like the 'flying doctors' and leaves when the patient has been helped. Namely, the client benefits from the positive and energetic attitude of the team members who have just one week (a very short period of time), and no other objective than to work as a team on offering sound and professional advice.

The results achieved in the twenty-four UTF and UPAT workshops in the past ten years certainly contribute to the status and standing of ISOCARP, but also stimulate the desire to engage in more problems and opportunities. And, opportunities are virtually everywhere: in every country, in every region and in every city, there is a demand for expertise and knowledge about national, regional and urban planning, regardless if it is planning for conservation or planning for transformation.

#### **4 Restraints and Threats**

The primary restraints are hidden in the form and concept of UPAT workshops, while also being keys to the success of such workshops. Both the duration of the workshop (five to seven days) and the size of the team (five to nine team members) are limited. There is little or no flexibility in this. As the experts and planners are flown in from different countries for a dedicated and prearranged period of time to work together as a team, it is almost impossible to extend the workshop by one or two days or to add two more experts or planners to the team. This implies that the day-to-day and even hour-to-hour programming of the workshop and the right selection and composition of the team are very important for the outcome and success of the workshop.

A possible threat that should be mentioned is that the team members participate in a UPAT workshop as volunteers. They donate their time and their intellectual thoughts and creative ideas to ISOCARP and indirectly to the client and the recipients of the results of the workshop. This is based on the goodwill, trust and benevolence of the UPAT team members in assuming their efforts will be valued and appreciated.

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Another restraint of the voluntary work is that we must realise that not every member is in the position, due to personal or work-related circumstances, to take ten days leave of absence or to stay away from their families. Nevertheless, when we look at the lists of participants, we can see that about twenty-five ISOCARP members took part in more than one, two or even three UTF or UPAT workshops. Seven of them, the UPAT veterans, took part in four or five different workshops.

Dr. Shi Nan, ISOCARP Vice President of Publications as well as Secretary General of the Urban Planning Society of China (UPSC), advised that a UPAT workshop, due to its limitations, should not handle large areas, i.e. areas that are so huge that the UPAT team cannot visit it in one or two days. There is logic and reality in this argument. Dr. Shi Nan also advised that UPAT workshops should not deal with topics and locations that are politically sensitive, or with complex planning issues that are under unreasonable time pressure. Notwithstanding his advice, ISOCARP and the UPSC, as independent planning associations, jointly and successfully worked as an assessment team to evaluate, in a very short period of time, the strategic spatial planning policies for the Jiangbei New District, the extension the city of Nanjing with 2,450 km<sup>2</sup> across the Yangtze River. This UPAT learned that this is exactly the kind of assignment that a UPAT team is capable of handling. As an international society of regional and urban planning professionals, designers, academic and consultants, ISOCARP should not compete with commercial consultancies or design offices and should avoid operating as a substitute to local or regional planning offices.

## 5 Challenges and Strategic Directions

The UPAT programme is one of the flagship activities of ISOCARP. The workshops make ISOCARP visible as a global and active association of planners that bring knowledge creation and knowledge sharing into practice. The UPAT programme should stay recognisable as a unique process that takes place once, twice and, sometimes, three times a year. The challenges for the future are to enhance exchanges with all stakeholders and inhabitants and to improve and upgrade the discussions with decision makers and politicians. This is meant to avoid situations where the valuable efforts of the UPAT team members end up being limited to an exchange and debate between planning professionals.

One of the main challenges is to communicate the results of the UPAT workshops in a more advanced and open way. ISOCARP could start to embed the presentations of the UPAT workshops in the plenary parts of the annual congress and to use the annual ISOCARP Review to report and reflect on the UPAT workshops of the previous year. Another challenge is to offer the client a follow-up after a UPAT workshop and after completing and submitting the UPAT report. This may augment the implementation of the recommendations, but it may also help in evaluating the UPAT workshop.

Cities and regions that can afford €50,000 to €80,000 for a UPAT workshop are hard to find. Offering UPAT workshops for a much lower fee is not feasible as the time and expenses that are involved in such an operation are quite considerable. After all, both the client and the UPAT team members want to be taken seriously and to offer serious advice. For those cities and regions that cannot afford the fee for a UPAT, ISOCARP may consider reserving 10% or 15% of every UPAT in order to be able to offer a UPAT workshop for a much lower price every two years to a city or a region that is in need of a visioning exercise or to cover the first costs when a quick response team needs to be sent out, much like the one that ISOCARP organised for Cancun in 2006.

For the next decade of UPAT workshops, it may also help to strengthen relationships with the United Nations Development Programme (UNDP) and UN-Habitat. These organisations may be able to initiate more UPAT workshops, e.g. the UPAT in Gaza and the West Bank, organised in June 2015 for the future State of Palestine. Another option is to search for alliances with other global planning organisations, such as the APA (American Planning Association), IFHP (International Foundation of Housing and Planning) and ICLEI (Local Governments for Sustainability), for future cooperation in UPAT or UPAT-related workshops.

Finally, the internal process of how to organise a UPAT workshop needs to be improved. If two or three UPAT workshops need to be organised each year, the management and coordination may need to be professionalised. Before this needs to happen, a few measures could be taken, such as sharing the preparation of UPAT workshops with other vice presidents, and building and maintaining the roster of members who have shown interest in participating in one of the future workshops.





## Epilogue: Making Spaces and Places – and Learning from It

**Bernd Scholl**

The International Society of City and Regional Planners can look back on ten successful years of UPAT involvement. The symposium held at ETH Zurich in 2014, as well as the documented case studies, demonstrate the commitment of its members to contributing their experience in designing living spaces and other places in our world.

Worldwide urban growth, advancing globalisation, an economical approach to resources, climate change, anticipating increased immigration and more diverse communities, recognising the salience of transport decisions for settlement forms, and coping with the acceleration of social and technical change are all part of the current challenges in planning. Designing and applying forms of governance beyond state authority are requirements and challenges for the actors involved in spatial planning on a daily basis and will continue to increase. Suitable solutions could be found, particularly when spatial development can be created through processes for collaborative learning on difficult unsolved tasks. The importance of so-called informal processes is rising.

Inasmuch as the UPAT format of ISOCARP has gained further in importance, it can contribute to intensifying the discourse and solutions within ISOCARP about real world problems in real world spaces. This leads back to the roots of ISOCARP and its founding fathers, whose concerns included leading the members of the society into a direct and critical exchange that is outside the everyday and usual routines, which today, unfortunately, also includes congress routines.

In the starting phase of ISOCARP, it was not only about learning from the successes of others, but also about learning from their failures by drawing conclusions from these for the practice, education and research of spatial planning. This approach is still valid today. As the representative of a university, I know that for the discovery and testing of problems, applicable models can offer valuable insights and basic information, but they can seldom replace the real world as a laboratory. This goes especially for understanding the social, legal and political interactions. The collaboration with leading actors in practice is therefore of central importance for a high-ranking education. In this interplay between practice, research and education, the UPAT format of ISOCARP is an important, and from my view, essential catalyst.



# APPENDICES





# APPENDIX I

List of the twenty-four UPATs  
held between 2004 and 2015

#	Type	Team members (Team Leader in bold)	Theme
1	UTF 2004	<b>Javier de Mesones</b> , Dino Julaya, Waikoen Ng, Irene Rubizki, Kavi Soni, Fernando Brandão	Regional planning
2	UTF 2005	<b>Peter Ross</b> , Francisco Pérez Arellano, Chris Gossop, Jim Reilly, Pablo Vaggione, Alfonso Vegara	Urban regeneration and transformation
3	UTF 2006	<b>Pablo Vaggione</b> , Alvaro Arellano, Krystyna Mieszkowska, Jim Reilly, Ric Stephens, Hein Struben, Gijs Wolfs, Eduardo Ortíz Jasso	Urban regeneration and transformation
4	UTF 2006	<b>Chris Gossop</b> , Maurits Schaafsma, Antonia Cornaro, Ulla Hoyer, Nupur Prothi, Alain Tierstein	Spatial planning and infrastructure
5	UTF 2006	<b>Francisco Pérez Arellano</b> , Amit Prothi, Isabel Viana, Baouhi Zhai, Peter Jonquière, Macarena Alvarez, Pablo Vaggione, Manuel da Costa-Lobo	Spatial planning and infrastructure
6	UTF 2007	<b>Ric Stephens</b> , Marc Jacobs, Jacob Babarinde, David Guggenheim, Aykut Karaman, Alex MacGregor, Rachid Ouazzani, Nira Sidi, Marjolein Simon	Facilitating innovative planning processes
7	UTF 2007	<b>Judith Ryser</b> , Darinka Golubović, Carlos Scornik, Gildo Seiseddos, Beijendra Jain, Fedor Kudryavtsev, Tom de Wit, Manfred Schrenk	Spatial planning and infrastructure
8	UPAT 2007	<b>Peter Jonquière</b> , Francisco Pérez Arellano, Brett Clavio, Iliana Mignaqui, Rachid Ouzzani, Dhiru Thadani, Luc Vrolijk, Tarek Wafik	Regional planning
9	UPAT 2008	<b>Alex MacGregor</b> , Lawrence Fabian, Martin Fuestenberg, Donovan Rypkema, Brigitte Schmelzer, Hein Struben, Gijs Wolfs, Gildo Seiseddos, Pablo Vaggione	Spatial planning and infrastructure
10	UPAT 2008	<b>Ric Stephens</b> , Francesco Martinico, Robbert Rhemrev, Pierre Laconte, Pablo Vaggione, Manfred Schrenk, James Colman, Ismael Fernández Mejía, Elias Beriatos, Paolo La Greca, Zeynep Mery Enlill	Facilitating innovative planning processes
224   11	UPAT 2008	<b>Antonio Lucio-Gil</b> , Beijendra Jain, Alejandro Navarro, Gregor Wiltschko, Piotr Lorens, David Prospero, José Levy Garcia, Francisco Pérez Arellano	Regional planning
12	UPAT 2008	<b>Peter Jonquière</b> , Khalid El Adli, Dirk Engelke, Parysatis Papadopoulou, Brigitte Schmelzer, Dhiru Thadani, Tom de Wit, Max van den Berg (Corresponding Expert); Janine Marin (UNESCO Observer), Bernd Scholl	Regional planning

<b>Location &amp; Country</b>	<b>Participating institutions</b>	<b>Title</b>
La Rioja, Spain	Regional Government of La Rioja, University of Porto, University of Carlos III Madrid	Regional, Social and Economic Development, La Rioja Region
Sitges (I), Spain	Sitges City Council	Urban Regeneration, Sitges
Cancun, Mexico	City of Cancun, IMPLAN, Institute for Urban Development Planning	Disaster Management, Cancun
Schiphol Amsterdam Region, The Netherlands	City of Haarlemmermeer, the 'Bollenstreek' municipalities, Province of North Holland, Dutch Ministry of Spatial Planning, Social Housing and the Environment	Ideas for the Schiphol Airport Master Plan
Sitges (II), Spain	Sitges City Council	Upgrading Public Space in the Historic Centre of Sitges
Rijswijk, The Netherlands	City of Rijswijk	New Functions for an Urban Hub in Rijswijk-Zuid
Schwechat, Austria	City of Schwechat, CEIT Alanova, Vienna International Airport	Vienna-Schwechat Airport Area Master Plan
Sitges (III), Spain	Sitges City Council, City of Sant Pere de Ribes, City of Vilanova i la Geltrú	El Garraf Regional Plan
Cuenca, Spain	City of Cuenca	Upgrading and Mobility for the Historic Centre of Cuenca
Damascus, Junction City and Lincoln City, USA	Damascus City, Junction City and Lincoln City, American Planning Association (APA), Urban Land Institute (ULI)	Oregon International Urban Planning Advisory Team
Guadalajara, Mexico	Region and City of Guadalajara, State of Jalisco, City of Gu, City of Zapopan, Guadalajara 2020	2011 Pan-American Games Urban Legacy
Zürich, Switzerland	Cities of the Zürich Metropolitan Region, Limmat Valley, ETH Zürich	Regional Plan for the Limmat Valley

#	Type	Team members (Team Leader in bold)	Theme
13	UPAT 2009	<b>Milica Bajić Brković</b> , Oscar Bragos, Luigi Cipolla, Gerhard Meighörner, Stefan Netsch, Ric Stephens, Krystyna Mieszkowska, Helena Freino	Regional planning
14	UPAT 2009	<b>David Guggenheim</b> , Jacob Babarinde, Alex MacGregor, Raul Abelar, Rolf Schuett	Integral planning of parks
15	UPAT 2010	<b>Jeremy Dawkins</b> , Martin Dubbeling, Antonia Cornaro, Nadya Nilina, Awais Piracha, Luc Vrolijkx	Facilitating innovative planning processes
16	UPAT 2010	<b>David Prosperi</b> , Pietro Elisei, Lorraine Gonzales, Anat Kuhn, Rik Houthaeve, Carlos Scornik, Hein Struben	Spatial planning and infrastructure
17	UPAT 2012	<b>Ric Stephens</b> , Chris Gossop, James Colman, Stefan Rau, Sebastien Goethals, Mei Yun, Yu Yang	Integral planning of parks
18	UPAT 2012	<b>Pietro Elisei</b> , Jaap Modder, Dhiru Thadani, Nicole Wirz Schneider, Silja Tillner, Fedor Kudryavtsev, Yana Golubeva, Irina Saghin	Regional planning
19	UPAT 2013	<b>Amos Brandeis</b> , Markus Appenzeller, Bijendra Jain, Michael West, Guy Perry, Sofia Fernandes, Yana Golubeva, Brechtje Spreeuwers	Urban regeneration and transformation
20	UPAT 2013	<b>Wiakeen Ng</b> , Jan Bredenoord, Agnieszka Kowalewska, Ramon Garcia, Hongyang Wang, David Guggenheim, Joris Scheers, Ismael Fernández Mejía, Edgar Narvarro	Urban regeneration and transformation
21	UPAT 2013	<b>Guy Castelain Perry</b> , Hardwin de Wever, Hongyang Wang, Justyna Anna Karakiewicz, Xiangming Ma, Liang Huew Wang, Kavas Kapadia	Facilitating innovative planning processes
22	UPAT 2013	<b>Dhiru Thadani</b> , Awais Piracha, Jos Verweij, Tomasz Madja, Liang Huew Wang	Facilitating innovative planning processes
23	UPAT 2015	<b>Jeremy Dawkins</b> , Elizabeth Reynolds, Stefan Netsch, Marjo van Lierop, Gizem Caner	Regional planning
24	UPAT 2015	<b>Jeffrey Featherstone</b> , Katharina Gugerell, Ghulam Hassan Mir, Sébastien Goethals, Parul Agarwala	Regional planning

<b>Location &amp; Country</b>	<b>Participating institutions</b>	<b>Title</b>
Szczecin, Poland	Regional Office for Spatial Planning of West-pomeranian Voivodeship, City of Szczecin, Communes of Gryfino, Goleniów and Police and Town of Stargard Szczecin	Prospects for the Szczecin Metropolitan Area
Sitges (IV), Spain	Sitges City Council	El Garraf Natural Park
Singapore	The Philips Centre for Health and Well-Being	Liveable Cities in a Rapidly Urbanizing World
Sitges (V), Spain	Sitges City Council	Railway System Transformations and their Impact on Garraf County
Wuhan, China	Wuhan Planning and Design Institute, Wuhan Land Resources and Planning Bureau, East Lake Management Office	Wuhan East Lake Scenic Area
Perm, Russia	The Ministry of Education, Perm Region, City of Perm, Polis Consulting	Perm Science City and Knowledge Hub
Shantou, China	Shantou Urban and Rural Planning Bureau, Nanjing University	Organic Regeneration of Historic Centre of Shantou
Tlalnepantla, Mexico	City of Tlalnepantla	Transformation of Historic Centre of Tlalnepantla
Shantou, China	Shantou Urban and Rural Planning Bureau, China Communications and Construction Company	Jury for International Urban Design Competition, Shantou New East Coastal Area
Nanjing, China	Nanjing Urban Planning Bureau	Nanjing Jiangbei New District
Gaza, Palestine	United Nations Development Programme (UNDP), National Spatial Planning of Palestine	Capacity Building and Test Planning Exercise for Gaza
West Bank, Palestine	UN Habitat, National Spatial Planning of Palestine	Capacity Building and Test Planning Exercise for Central West Bank



# APPENDIX II

About the Authors

## Amos Brandeis

Architect Amos Brandeis holds a B.A. in Architecture (1992) and M.Sc. in Urban and Regional Planning (1993), both from Technion (Israeli Institute of Technology), Haifa. Since 1994, he has been the owner and manager of the planning firm Restoration Planning, responsible for the preparation, management and assessment of large-scale urban and regional plans, specialising in river restoration, unique environmental issues and planning large urban and infrastructure projects. Over the last twenty years, Amos Brandeis has held the following positions: CEO and chief planner of the Alexander River Restoration Project, a unique collaboration between Israelis and Palestinians, Project Manager and co-planner of the Yarkon River Restoration Plan, Project Manager and chief planner of the Lake Bam (Burkina Faso, Africa) Restoration Project (twinning project financed by the International River Foundation, Australia), as well as statutory planner of various national plans. Brandeis has been awarded over fifteen prizes in the course of his professional career and academic studies, including the 2011 ISOCARP Award for Excellence and the 2003 Thiess International River Prize. He has served as an international consultant, speaker and workshop leader in many countries, e.g. in 2014, he was the General Rapporteur of the 50<sup>th</sup> Annual Congress of ISOCARP in Gdynia, as well as keynote speaker at the European River Restoration Conference (ERRC) in Vienna. He is an ambassador of the International River Foundation (Australia), and a former chairman of the Israel Planners Association (2006–2012).

## Jeremy Dawkins

Jeremy Dawkins recently completed a five-year term as Executive Chairman of the Western Australian Planning Commission and now writes, researches and practices planning in Sydney, where he is the honorary coordinator of the Governing Sydney Project at the UTS Centre for Local Government, and leads an international team investigating rapid urbanisation for the Philips Centre for Health and Well-Being. He has qualifications in urban planning, science and higher education. In the 1980s, he led the transformation of the historic port city of Fremantle in Western Australia through innovative planning strategies and policies and projects in urban design, revitalisation and conservation. He was the Western Australian Commissioner on the Australian Heritage Commission and deputy member of the Western Australian Town Planning Appeal Tribunal. In Sydney, he founded and directed the postgraduate urban planning programme at the University of Technology, Sydney in the 1990s and was Chair of the Total Environment Centre, founding Convenor of the Australian and New Zealand Association of Planning Schools and the independent expert member of the Central Sydney Planning Committee, the principal planning authority for the City of Sydney. Subsequently, he was Sydney Harbour Manager, Convenor of the Centre for Sydney at the University of NSW and Associate Professor in Urban Management at the University of Canberra.

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## Martin Dubbeling

Martin Dubbeling is a senior consultant, urban planner and urban designer. He is an active and all-round practitioner in the fields of spatial planning, urban planning, landscape architecture and the environment in The Netherlands and China. He is specialised in complex transformations of downtown areas of historic villages and cities and in sustainable urban planning and design. Dubbeling studied Urban Planning and Design at the Faculty of

Architecture and the Built Environment of the Delft University of Technology (1981–1988). During and directly after his studies in Delft, he opened an office for architecture, urban design and research (1985–1992). He subsequently held management positions at the design and consultancy offices of BügelHajema Adviseurs (1993–1999), KuiperCompagnons (2000–2005) and SAB (2006–2012). In 2013, Dubbeling started with Connecting Cities, an office for research, consultancy, design and communication in sustainable urban and regional planning. He works closely with experts and associates in The Netherlands, Europe, Asia, and the USA. Since 2011, he has been the ISOCARP Urban Planning Advisory Team (UPAT) Vice-President, responsible for organising the UPAT workshops. Dubbeling is one of the authors of the best-selling book *Sustainable Urban Design, Perspectives and Examples* (2005), for which he was awarded the Gerd Albers Award at the 42<sup>nd</sup> ISOCARP Congress in Istanbul in 2006. A revised second edition was published in September 2010.

## Pietro Elisei

Dr. Pietro Elisei, town and regional planner, holds a doctorate in Politiche Territoriali e Progetto Locale (Università degli Studi Roma Tre) and graduated in Environmental Engineering, with a specialisation in Urban and Territorial Planning (La Sapienza, Rome). Today, he is the managing director of USPACE, a company based in Rome and Bucharest that provides services and consultancy in strategic planning, urban renewal and regeneration, and regional development. From 2001 to 2010, he was Secretary General of *Planum.net*, the open access European Journal of Planning. As a researcher for DipSU (Department of Urban Studies, Faculty of Architecture, Uniroma3) from 2002 to 2008, his main topic was the design of urban policies, focusing on EU promoted urban initiatives, as well as the tools for territorial and regional competitiveness. In 2007, he moved to Romania, working as an international expert in the fields of integrated planning and urban regeneration for contracts promoted by the EU Commission and the Romanian Ministry for Housing and Regional Development. In 2007, he was selected as a thematic expert for urban regeneration for the EU 2007–2013 URBACT 2 programme. Since 2005, he has been a member of the REAL CORP Scientific Committee. He is the author of various articles and books (written and/or translated in Italian, French, English, German, and Romanian). Currently, he is also working in Bucharest as an independent researcher in urban policies and teacher in various master's degree courses on urbanism at Ion Mincu Faculty of Architecture and Urbanism. He is an ISOCARP and an INU member.

## Andrei Golovin

Dr. Andrei Golovin is an urban planner holding a doctorate in economics, and has been a senior expert and project manager at Polis Consulting, Ltd. since 2013. Currently, he is focused on project management of urban development and modelling spatial development. Having experience in the management and implementation of projects of low and high-rise building construction, he conducted a number of studies on a feasibility assessment of housing needs. He was also a member of the municipal government of the City of Perm, where he initiated and established the Planning and Development Department (PDD). As a team leader, he was involved in several spatial and urban planning projects for the City of Perm, such as the Perm Strategic Master Plan, the General Plan of the City of Perm, and many other tactical plans and design projects. He is also Associate Professor at the Perm National Research Polytechnic University, Faculty of Architecture and Urban Planning, Department

of Urban Planning and Territorial Development, where he has been giving lectures on urban and territorial planning for master's degree programmes.

## Peter Jonquière

Peter Jonquière is a graduate (M. Arch Hons.) of the Technical University of Delft and studied Urban and Regional Planning at the University of British Columbia in Vancouver. He lived and worked in Canada and Singapore from 1969 to 1973, before returning to The Netherlands to become the head of the City Planning Department. Between 1980 and 1986, he worked as a planning consultant and team leader for DHV Consulting Engineers in The Netherlands, Yemen, Nigeria and Indonesia. Until 1992, he was the director of the City Planning Sector at The Hague, while in the following years, he was engaged as a senior planning consultant and deputy director at the Zandvoort Ordening&Advies (Royal Haskoning). Since 2003, he has been working within planQonsult on various planning and management assignments in The Netherlands and abroad, e.g. Syria, Russia, Zambia, and Kazachstan. Jonquière was a member of the Royal Advisory Committee on Monuments of the Dutch Ministry of Welfare, Public Health and Culture (1993–1997) and served on the Board of a number of NGOs, including the Dutch Pedestrian Association, also advising the International Pedestrian Federation (1975–2000), the Dutch National Association for Traffic Safety 3VO (2000–2005), the Dutch Royal Institute of Engineers, KIVI NIRIA (2003–2006), the Foundation Kleur Buiten/ Kleurenvisie (2003–present) and ISOCARP, as Secretary General and Treasurer from 1994 to 2002. During his professional life, Jonquière gave lectures on urban planning (specifically traffic calming) subjects in The Netherlands, several European countries, Singapore and Tokyo. In 2009, he contributed to the *Architecture and Planning Guide of the City of Delft*, and in 2013 to the *Short History of Delft*, published by the Historical Society Delfia Batavorum, for which he also still serves as Chairman of the Committee for the Preservation of the Delft Historic Built Environment.

## Krystyna Mieszkowska

Recently retired, Krystyna Mieszkowska was an urban planner specialised in environment protection and management and an independent expert in the elaboration of Environmental Impact Assessments studies. She has 25 years of experience in municipal planning offices in Szczecin and Gdańsk as a designer and as Head of the Environment Protection Team. She is a co-author of numerous spatial plans and urban designs of various spatial scales, including the Polish port cities of Szczecin, Gdańsk, Świnoujście and areas of nature protection. She is also an author of the EIA (Environmental Impact Assessment) studies for various projects and urban plans. In addition, she taught at the Postgraduate Course of Town and Regional Planning for Developing Countries at the Technical University of Szczecin (lectures in English) for 20 years with participants from 42 developing countries. She was also the lecturer at Postgraduate Course of Urban Planning and Spatial Management at the Gdańsk Technical University for four years. She is the author of numerous articles and papers on urban environment planning presented at conferences and congresses in Poland and abroad. She is a member of the Chapter in Szczecin Board of the Society of Polish Town Planners (TUP), as well as a former ISOCARP Bureau Member.

## Stefan Netsch

Stefan Netsch, an urban planner and designer located at Stuttgart, Germany, studied Urban Planning and Design in Koblenz and Stuttgart. He has several years of work experience in private planning studios and public administrative bodies in Germany and The Netherlands. In recent years, he has been an Associate Professor at the Karlsruhe Institute of Technology (KIT) in the Department of Regional Planning and Building in Rural Areas.

## Ana Perić

Dr. Ana Perić, architect and urban planner, is a post-doc researcher at the Institute for Spatial and Landscape Development, ETH Zurich. Since 2008, she has been also engaged as a teaching assistant at the Faculty of Architecture, University of Belgrade, where she obtained her doctorate, awarded from the Belgrade Chamber of Commerce. During her education, she received a number of grants, including the Swiss Governance Excellence Scholarship. Her scientific research is focused on urban planning, urban research methodology, collaboration in the planning process, and brownfield regeneration. As an expert team member, she has participated in several international projects on various topics: from spatial and transport development in European macro-regions to brownfield regeneration initiatives. She is the author of the monograph *Brownfield Regeneration in the Danube Macro-Region: Institutional Dynamics*, and has also published in more than thirty peer-reviewed journals and international conference proceedings. She is a review board member of two international journals, as well as an active member of AESOP (Association of European Schools of Planning) Young Academics, ISOCARP, Serbian Chamber of Engineers, Belgrade Association of Architects, and associate member of NALED (National Alliance for Local Economic Development) – a Serbian NGO supported by USAID. She has been actively engaged as a lecturer at the Faculty of Architecture, University of Belgrade, and as a member of supervising committees in a number of PhD dissertations, MAS (Master of Advanced Studies) and Master's theses being conducted at European universities (ETH Zurich, UPC Barcelona).

## Awais Piracha

Dr. Awais Piracha trained as a civil and environmental engineer as well as a town planner. Today, he is a prominent Sydney-based researcher of sustainable urban and regional development and the use of spatial analysis and techniques in land use and transport planning. He currently serves as the Director of Academic Programmes for Geography, Urban Planning, and Heritage and Tourism in the School of Social Sciences and Psychology at the University of Western Sydney, where he has been an urban planning academic since 2003. He previously worked as a researcher with the United Nations University (UNU) in Tokyo, the Asian Institute of Technology (AIT) in Bangkok and the University of Dortmund, Germany. In his professional career, which spanned more than two decades, Piracha gained valued experience in the use of GIS and modelling tools for urban, environmental and transport planning, and is thus highly sought after for collaborative projects in Australia and throughout the world.

## Jim Reilly

Jim Reilly worked as a city and regional planner, regional scientist, and computer programmer and applications developer until his retirement in 2013. He is the author of GAME, a computer programme that predicts subregional growth. He has authored numerous statistics-based research articles about regional growth and its impact, which were published in several peer-reviewed journals. Reilly has received several awards from the American Planning Association, was awarded the 2004 ISOCARP Gert Albers award and the 2014 William R. Boggess Award from the American Water Resources Association. Currently, he is the editor of the ISOCARP Review.

## Bernd Scholl

Since 2006, Dr. Bernd Scholl has been Full Professor for Spatial Planning and Development at the Institute of Spatial and Landscape Development, ETH Zurich. His teaching and research focal points are on land and spatial management in local and regional development, spatial and infrastructure development, transnational tasks and the development and organisation of innovative planning processes and methods in spatial planning and regional development. Scholl studied Civil Engineering and Urban Planning at TU Darmstadt from 1973 to 1979. Subsequently, he took part in different planning projects at Speerplan, in Frankfurt. From 1981 to 1983, he completed post-graduate studies in spatial planning at ETH Zurich. Afterwards, he worked for some years as Assistant and Senior Assistant to Professor Jakob Maurer at the Institute of Spatial and Landscape Planning, where he attained a doctorate in action planning. Since 1987, he has been a partner in a planning office for city and regional planning located in Zurich. Between 1997 and 2006, he directed the Institute for Urban Development and Regional Planning at the University of Karlsruhe as Full Professor of the Chair of the same name. Scholl is a full member of the German Academy for Spatial Research and Planning (ARL), a member of the ISOCARP Scientific Committee, and a funding member of the Baukultur Foundation, Berlin. Scholl is responsible for lectures in the master's level courses in Geomatic Studies and Planning, Civil Engineering, Spatial Development and Infrastructure Systems as well as for the Master's of Advanced Studies in Spatial Planning.

## Nira Sidi

234 | Nira Sidi is both a sociologist and a graduate in urban and regional planning from Technion (Israeli Institute of Technology) in Haifa. For years, she has been the Director of the Division of Local and Detailed Plans for the City of Jerusalem. Prior to this, she held numerous management positions in the planning sector of Jerusalem. Among others, she led the Master Plan for Open Spaces in Jerusalem, as well as the Jerusalem Development Plan 1997–2000. She has also been extensively involved in different steering committees dealing with public services in East Jerusalem, light train implementations and urban renewal strategies. Throughout her career, she has authored nearly twenty publications.

## Mahdokht Soltaniehha

Mahdokht Soltaniehha is a doctoral student at the Institute for Spatial and Landscape Development, ETH Zurich. She holds a B.Sc. degree in urban planning and design from IKIU in Qazvin, Iran, and a Master's Degree in Urban and Regional Planning from the University of Stockholm, a joint programme with the Sustainable Urban Planning and Design programme at KTH (Royal Institute of Technology, Sweden). She has also studied and worked at the University of Wyoming (Laramie, WY, USA) in 2011–2012. Moreover, she worked as a planner in several offices and as a lecturer at three higher education institutions in the fields of architecture and planning in Qazvin, her hometown. She is also a member of different professional organisations worldwide, including the American Planning Association (APA), Qazvin Construction Engineering Organisation, and ISOCARP. In addition to teaching activities, her doctoral research focuses on the relationship of settlement development and accessibility by railway network. As part of the research, she contributes to a collaborative project between the Institute of Spatial and Landscape Development and the Swiss Federal Railway Company (SBB), awarded by a SBB annual research grant.

## Ric Stephens

Ric Stephens is an educator, consultant and civic advisor helping to create meaningful and memorable places in over twenty-five countries worldwide. He is currently an adjunct instructor for Marylhurst University, Portland State University and the University of Oregon, where he teaches courses in urban planning, international development, global business, urban resiliency and unmanned aircraft systems. He has been a lecturer at many other international universities and institutions, such as the Gdansk University of Technology and Abu Dhabi Urban Planning Council. Stephens is also Planning Commissioner for the City of Beaverton, Oregon, where, together with his wife, June, he also serves on the local Community Emergency Response Team. His consultancy Stephens Planning & Design LLC, is engaged in projects and programmes in the Pacific Northwest of the United States and internationally in different fields of planning and design. In September 2014, he was named president-elect of ISOCARP for the period 2015 to 2018.

## Dhiru Thadani

Since receiving his undergraduate and graduate degrees in architecture from the Catholic University of America, Dhiru Thadani (AIA) has been in architectural and urban design practice for more than thirty years. As a design principal and partner, he has completed projects the world over, Asia, Europe, North America and Central America, and he continues to provide a broad range of consulting services in order to put architecture and urbanism in the public eye. He is the author of *Visions of Seaside: Foundations, Evolution, Imagination, Built & Unbuilt Architecture* (2013), *The Language of Towns and Cities: A Visual Dictionary* (2010), and co-editor of *Leon Krier: The Architecture of Community* (2009). Thadani was Principal and Director of Urban Design and Town Planning at Ayers Saint Gross Architects + Planners from 2002 to 2009 and Design Partner in the Thadani Hetzel Partnership from 1987 to 2002. Since 1980, his professional work has included architectural design for new and adaptive reuse buildings, new developments, neighbourhood revitalisation, and urban retrofits and in-fills. Thadani seeks to support planning at a regional level that provides coherent open space, transit systems, and architectural environments that are responsive to their culture, climate,

and context. In addition, Thadani has taught at various institutions in both undergraduate and graduate programmes. Since its formation in 1993, he has been a charter member of the Congress for the New Urbanism (CNU), and was a member of the CNU Board from 2005 to 2013. In 2015, he was inducted into the inaugural class of CNU Fellows. He was a 2001 Fellow in the Knight Programme for Community Building, a five-time recipient of the CNU Charter Award for design, and the recipient of the 2011 Seaside Prize.

## Alfonso Vegara

Dr. Alfonso Vegara holds a doctorate in city and regional planning, as well as degrees in architecture, economics and sociology. He is the founder and president of the *Fundación Metròpoli*, an international institution with headquarters in Europe dedicated to research and institutional innovation in cities and regions. His projects have received prizes from the United Nations, the European Union, and the European Council of Spatial Planners, as well as various architects' associations, managerial associations, town councils and national governments. He has been awarded the Rey Jaime I prize in the category of Urbanism, Landscape and Sustainability. On three occasions, he received the European Award of Planning for his work in Euskal Hiria, a Basque city region and the design of the eco-city of Sarriguren in Navarra. He is an advisor to the government of Singapore, as well as the cities of Curitiba, Bilbao, Sao Paulo, Casablanca, and Moscow, among others. He is also a Fellow and Trustee of the Eisenhower Fellowships and, since 2005, the Honorary Consul General of Singapore in Madrid. From 2002 to 2005, he was the President of ISOCARP. Vegara has lectured on urbanism at the Escuela Técnica Superior de Arquitectura de Madrid, the University of Navarra and the University CEU, San Pablo. He was also a visiting scholar at the School of Design at the University of Pennsylvania (USA). Among Vegara's contributions is the promotion of the strategic value of cities and urban politics in society and his ability to discover the future vocation of cities from their idiosyncrasies and their components of excellence in a complex and interrelated world. His ideas on cities and spatial transformation are presented in his books *Territorios Inteligentes* (Smart Places) and *Landscape Intelligence*.

## Hongyang Wang

236 | Dr. Hongyang Wang has a B.Sc. and M.Sc. in Planning and Human Geography from Nanjing University and a PhD in Urban Planning, Liverpool University and is currently Professor of Urban Planning and Design at Nanjing University, formerly the Central University of China. He researches and teaches planning philosophy and methodology, comprehensive planning, urbanisation and urban-rural integration. He has been the Chair for preparing more than forty plans, including regional, strategic and master plans for over ten major cities and regions and provinces in eastern, middle and western China in areas with populations ranging from five million to forty million. Many of these plans were awarded provincial, national and international planning prizes including the 2012 ISOCARP Award for Excellence. As the Co-director of the Sino-French Centre for Urban, Regional and Planning Studies by Nanjing University and University of Paris XII, he is active in international cooperation between Chinese and international planning communities of both the academics and practitioners. He was the Chinese Chair for European FP7 project Europe-China Urban and Regional Bi-continental Research Scheme and is currently a member of the UN Habitat Ad-Hoc Expert Group for International Guidelines on Urban and Territorial Planning.

## Ineke van der Wel Markerink

For more than thirty years, Ineke van der Wel Markerink worked with the local councils of Dutch municipalities as mayor and alderman. More precisely, from 2000 to 2012, she was mayor of Rijswijk, from 1989 to 2000, mayor of Warmond (now Teylingen) and before that, from 1982, she worked as an alderman in the town of Goor (now Hof van Twente). During this period, she was involved in many planning processes, always trying to integrate all the issues that are important for reaching the best solutions in environmental planning. She strives to make it possible for people to live in harmony with nature and economics, with history and modern technical possibilities, to grow up and become a person that cares about other people and the environment and that builds and maintains communities. In addition to this, Van der Wel Markerink was chairman of several volunteer organisations in the field of social welfare, youth protection, public safety, care of aged persons, social cultural work, and art. Some of these are: Seniorweb, Resistance, Randstedelijk Begeleidings Orchestra and Humanitas.

## Nicole Wirz Schneider

Nicole Wirz Schneider studied architecture (diploma 1997) as well as spatial planning (master's thesis 2005) at ETH Zurich. Her professional interests relate to both architectural practice (1998–2005), and urban planning and design. Between 2005 and 2014, she was engaged as an urban planner for the City of Basel, Department for Building and Transport. Since 2014, she is the owner of a spatial planning office, mainly engaged in consulting in the field of urban planning and development, the development of 'compact city' strategies, and the development of innovative procedures in regional planning. During her professional career in the private and public sector, she has acquired a deep knowledge in building and planning processes and urban design. One of her principal interests is developing sustainable urban design. As an architect, she is also a member of competition juries. Since she became member of ISOCARP, she has often participated in the international activities of this organisation. Since 2012, she is the head of the Swiss National Delegation and coordinates local members and regional activities. Since 2014, she is a member of the ISOCARP Scientific Committee. From 2002 to 2010, she was co-editor of the magazine *Collage* of the Swiss Association of Town and Regional Planners.



## Photograph Credits

**Cover photo**

Look at the problem with different lenses that lead towards a joint vision.

A UPAT workshop in Zurich, 2008.

Source: Dhiru Thadani

**pp. 4–5**

World map showing the host cities of the twenty-four UPAT workshops held between 2004 and 2015.

Source: ETH/IRL documentation

**p. 6**

The City of Nanjing, host of the 22<sup>nd</sup> UPAT workshop, 2013.

Source: Jos Verweij

**pp. 8–9**

A UPAT as a test planning exercise aims at developing a process focused on numerous stakeholders with various interests, who strive nonetheless to achieve common development trends.

A UPAT workshop in Zurich, 2008.

Source: Dhiru Thadani

**p. 10**

The City of Sitges, host of five ISOCARP Urban Task Forces and Urban Planning Advisory Team workshops.

Source: Frankix/www.fotolia.com

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Tradition.

Source: Dhiru Thadani

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The City of Shantou, host of the 21<sup>st</sup> UPAT workshop, 2013.

Source: Amos Brandeis

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The Nanjing UPAT team members and local planners from Nanjing are analysing the water system of the Jiangbei New Area, 2013.

Source: Tomasz Madja

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Many members of ISOCARP have contributed to the development of the UPAT programme. From top to bottom and from left to right: Bogdan Wyporek (Poland, ISOCARP Vice President and author of the ISOCARP Millennium Report), Max van den Berg (The Netherlands, ISOCARP President 1999–2003), Alfonso Vegara (Spain, ISOCARP President 2003–2006), Francisco Pérez Arellano (Mexico, UPAT Vice President 2008–2011), Ismael Fernández Mejía (Mexico, UPAT Vice President 2005–2008 and ISOCARP President 2009–2012), Pablo Vaggione (Spain, ISOCARP Secretary General 2007–2010) and Martin Dubbeling (UPAT Vice President 2011–2014 and 2014–2017).

Source: ISOCARP

**p. 50**

A UPAT workshop in Nanjing, 2013.

Source: Martin Dubbeling

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Eight UTF and UPAT teams discussing how to proceed from problems to action. From top to bottom and from left to right: Sitges III (2007), Singapore (2010), Wuhan (2012), Perm (2012), Shantou (2013), Tlalnepantla (2013), Nanjing (2013), and the Central West Bank (2015).

Source: ISOCARP

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The UTF and UPAT teams with their local counterparts in (from top to bottom and from left to right): Sitges (2006), Rijswijk (2007), Perm (2012), Shantou (2013), Tlalnepantla (2013), Shantou Urban Design Competition (2013), Nanjing (2013), and Gaza (2015).

Source: ISOCARP

**pp. 68–69**

Transect Sitges III, 2007.

Source: Dhiru Thadani

**pp. 72–73**

Gaza, host of the 23<sup>rd</sup> UPAT workshop, 2015.

Source: Martin Dubbeling

**p. 106**

Limmat Valley.

Source: Dhiru Thadani

**p. 140**

Singapore, host of the 15<sup>th</sup> UPAT workshop, 2010.

Source: Martin Dubbeling

**p. 162**

A UPAT workshop in Perm, 2012.

Source: Martin Dubbeling

**p. 192**

A recommendation for mid-rise waterfront development along the Chuhe River (Jiangbei New District, Nanjing), as opposed to the high-rise 30+ story buildings the local authorities wanted to achieve.

Source: Dhiru Thadani

**pp. 196–197**

The City of Zurich (model).

Source: Philipp Neff

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UPAT unlocks.

Source: Dhiru Thadani

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Participants of the Zurich symposium, 2014. From left to right: Hongyang Wang (China), Yu Yang (China), June and Ric Stephens (USA), Manfred Schrenk (Austria), Amos Brandeis (Israel), Martin Dubbeling (The Netherlands), Mahdokht Soltaniehha (Iran/Switzerland), Bernd Scholl (Switzerland), Judith Ryser (UK), Peter Jonquière (The Netherlands), Maurits Schaafsma (The Netherlands), Andrei Golovin (Russia), Awais Piracha (Australia/Pakistan), Jef Van den Broeck (Belgium), Stefan Netsch (Germany), Rolf Signer (Switzerland), Chris Gossop (UK), Florian Stellmacher (Germany/Switzerland), Ineke van der Wel Markerink (The Netherlands), Yvonne Largiadèr (Switzerland), Krystyna Mieszkowska (Poland), David Guggenheim (Israel), Dhiru Thadani (USA/India), Nira Sidi (Israel), Ana Perić (Serbia/Switzerland).

Source: ETH /IRL documentation

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A UPAT workshop in Zurich, 2008.

Source: Dhiru Thadani.

**pp. 220–221**

The City of Nanjing, host of the 22<sup>nd</sup> UPAT workshop, 2013.

Source: Jos Verweij



