

Polish National Delegation of ISOCARP, in cooperation with: Management of New Centre of Lodz, Municipal Planning Office of Lodz, Society of Polish Town Planners, Institute of Architecture and Town Planning, Lodz University of Technology, Faculty of Architecture, Gdansk University of Technology, Institute of Spatial and Regional Planning, University of Lodz and Museum of the City of Lodz

Regional Workshop of International Society of City and Regional Planners

Limits of Formal Planning in Managing the Urban Development

Workshop Summary

Formal planning works through the adoption of plans, laws, regulations and other legislative tools that enable the usage of land in order to balance the needs of the community and environmental conditions. All stages of the planning process are covered from the initial conception of plans to their implementation. The planning procedure itself may significantly appeal to democratic society for its ability to make matters public, which were once only exclusively handled by developers and the government. Nevertheless, formal planning can be seen as a lengthy, cumbersome process or unwelcome governmental intervention at odds with individual freedoms. Once a plan or another tool is approved, it may enable greater coherence on the approval of individual development proposals yet a broad public consensus and acceptance is needed to achieve this goal. Also, formal planning is the official base for planning that must be closely linked to their implementation and enforcement. Without proper implementation, decisions and therefore development may be significantly delayed or carried against the planner's will. But what if planning doesn't work as intended? When there is a mismatch between the "good intentions" of the planners, the functioning of the system, and the real life results? If formal planning is no longer considered beneficial by communities but rather simply seen as a bureaucratic burden? What happens when the rapidly changing reality of the cities, as in the case of European transition countries, exceeds the planning system capacity?

Statutory planning deals with linking of everyday management of land use and development proposals to plans, regulations and other planning tools. Using systematic procedures, it ensures development in compliance with formal instruments by refusing a proposal if not in compliance with it. Here a common problem arises: if a proposal can be refused because of non-compliance, what should be done if the regulation itself is too rigid? Where is the boundary between realisation of the collective interest, or response to the richness of the urban life – which requires flexibility - and the confinement of over-detailing? Can formal planning then limit a city's creative or natural development? Finally, if we abandon formal planning, who will benefit from ensuing deregulation?

The above issues raise concerns regarding planning in Central and Eastern Europe. For the last couple of decades, post-socialist countries have struggled with a conflicting duality of free market development and government intervention. The questions on whether the planning system was meeting the requirements of managing the cities through post-socialist transition period were frequently raised and hotly debated. This workshop was

an opportunity to discuss these experiences face-to-face with ISOCARP members and field professionals. It brought the example of Lodz third largest city in Poland, and how it is handling its urban projects - from new large scale developments to urban regeneration.

The international workshop took place over three days, from April 10 to 12, 2014. Each day was filled with lectures, case studies and workshops, and also a tour of the city of Lodz and a panel presentation. The participants discussed in one of the three themes:

1. Planning and management of large scale urban development projects, moderated by dr Lukasz Pancewicz,
2. The role of cultural and industrial heritage in Lodz's downtown rehabilitation, moderated by dr Malgorzata Hanzl
3. Urban regeneration in post-socialist cities, moderated by dr Dorota Kamrowska-Zaluska

The summary conclusions of the three workshops are presented below.

Panel 1.

Planning and Management of Large Scale Urban Development Projects

Panel moderated by: dr Łukasz Pancewicz, Poland

Participants: Yana Golubeva, Russia
Krystian Kwieciński, Poland - Reporter
Klaudia Penkala, Poland

The discussion panel is focused on the issue of planning large scale urban developments. Such projects can be defined as a coordinated, focused program of spatial intervention that is applied to a particular, specific area in the city. A leading actor - as a public agency or a private company - usually coordinates these projects and their development entails a significant construction program. Examples of these projects include redevelopment of large post-industrial areas into new use.

Large projects are a challenge to formal planning policies. To be successfully implemented, they often demand much more flexible, project-focused approaches than "traditional" long term planning. Due to the strong dependence on private sector investment, the project's development demands much more understanding of property markets mechanisms than is currently applied. Additionally, these projects can easily become an exercise of a "neoliberal urbanism", which can result in the creation of the globally replicable, private market driven landscape of office towers, shopping centers and condominiums for the elites under the promise of "trickle down" urbanism.

The splintering and fragmenting of urban space, creation of "growth islands" has become an inherent risk of privatized projects. Only a few of the Western large scale urban projects, such as Dublin Docklands, have seriously tried to avoid such divisions through targeted social programs. In Dublin Docklands it only occurred due to strong political pressure and required substantial changes in management practice. In that context, formalized planning can act as a safeguard for the city's interests.

Yet large projects are not a new policy nor tool at disposal of the planners. In the East large construction projects, such as housing or industrial areas, were planned and delivered by the State as

a part of national plans of urbanization and house building programs. After 1989 this process has been largely privatized and is subjected to the processes of property markets. The objectives of these policies also changed and large developments have become focused on other targets, some of which are providing infrastructure to service-based economy and urban branding in order to attract the global attention of potential investors and potential future residents.

In Western Europe, the majority of such projects were started in the eighties and nineties, while a significant construction period occurred in the early 2000, before the 2009 crisis. In the CEE and the East, implementation of larger urban projects occurred much later and with varied successes. In the CEE, particularly Poland, there are merely a few urban projects of that scale that were successfully implemented. Currently the future of such projects remains open. The 2009 financial crisis stalled many of this project type in the West and in some cases, as in Spain or Ireland, left significant portions of such developments unfinished.

The dependence on private funding and excessive land speculation has shown the weaknesses of these projects in the West while the dependence on public funding in delivering these projects also increased. In other non-Western countries, some projects were implemented with better success, resulting in accelerated spatial growth. Nonetheless, the formula of stimulating city development through costly, top-down, and large scale investment in property may be losing its appeal in Western cities. By analyzing the Western experience it gives the opportunity to discuss the viability of such approaches in CEE context.

At present, the future development of large scale urban projects is uncertain. There have been changes in the context of these projects and questions arise on who should finance these developments. At the same time, there are changing expectations of the citizens and demands of potential investors that may push changes in the practice of running large scale projects. Amongst various factors that affect the current practice, the group discussion encompassed some issues, as: the role of informality and cooperation with other actors; mobilization of citizen support and transparency; and the role of new planning techniques such as scenario testing and gaming. The panel also discussed the issue of planning large scale urban projects with particular focus on the Central European experience and the role of the urban planning practice. Case of New Centre of Lodz – a 90 ha redevelopment site, built around a major public transportation hub has been discussed and reviewed in the light of the main topic of the workshop.

Panel 2.

The Role of Cultural and Industrial Heritage in Lodz's Downtown Rehabilitation

Panel moderated by: dr Małgorzata Hanzl, Poland

Participants: Prof. Beniamino Murgante, Italy
Rolf Schütt, Germany
Dmitri Bobikov, Russia
Lia Maria Bezerra, Brazil - Reporter
Jacek Godlewski, Switzerland
Sylwia Krzysztofik, Poland
Anna Sitarz, Poland
Marta Szejnfeld, Poland
Maria Dankowska, Poland

One of the key issues in rehabilitation of Lodz Downtown is the preservation of the city's genius loci. This task poses serious problems as the scale of required redevelopment of ruined 19th century structures is enormous, incomparable to any other Polish large city and at the same time its deprived structure and local society needs quick interventions. Preservation of the 'ambiance' of the area, which provides the identity on the scale of the whole metropolitan region, cannot however be successful when limited to preserving only façades, rooftops, etc. The discussion in the panel led to conclusions defining the genius loci as significantly created by the city's residents and users. A street's ambiance is undoubtedly influenced by road wideness, façade rhythm and building heights, but also by its unique group of residents, its users and their customs. An authentic feature to be preserved in Lodz is its mixture, which should be understood as the unique collection of elements that makes its history tangible today, the richness of architecture styles, a vast collection of industrial heritage, cultural puissance, social resilience, diversity of land usages.

The successful preservation of the local idiosyncrasy requires raising an awareness of the city and its unique heritage by the local community. The necessity to establish the city's own identity may be in the case of Lodz achieved by applying a flexible and diverse mixed use policy around the whole downtown area, concomitantly promoting the social diversity. These objectives cannot be achieved by the means of formal planning only. They require having coherent plans, norms and regulation to support urban regeneration processes.

The void of proper legislative base is still a barrier for urban redevelopment in Poland and other post-socialist countries. The current constraints result from the underdevelopment of appropriate legal procedures especially when addressing land ownership. The group's conclusion was that the development of suitable strategies is necessary. The very first step towards achieving this goal should encompass looking for available solutions in compliance with the current legal framework in order to avoid the discouragement that the rigid and obsolete planning mechanisms cause. The ideal scenario for the development of innovative strategies taking into account the city's identity should assume the participation by the public.

A successful rehabilitation strategy should be reflected by the policies covering the whole area of the city. It must be taken into account that if residents are encouraged to move to the center, there mustn't be incentives for new housing estates on the city's fringes. It should be also brought to attention that monetary incentives are the most efficient means that could attract people to the center of the city.

These incentives should be applied along with various projects focusing on raising quality of life inside the city center. In order to achieve these objectives planners have to think of other ways to connect people and places instead of roads. The role of carefully designed transportation strategy is crucial for this purpose, including development of successful public transportation supported by Park&Ride facilities for external incomers as well as emphasis on bicycle and pedestrian transportation, especially in the city. One of the means to achieve this goal is the connection of Lodz's scattered green areas, parks, passages, plazas and underground small rivers. The creation of more livable spaces, inviting local residents to use more public transport, to walk and use bicycles should support development of a more appealing area, attracting both current citizens of Lodz and the newcomers. The diverse solutions, both top down and bottom up, may be only developed in local scale. They must be based on careful evaluation of local values and explored with public participation. Urban rehabilitation has to deal with preservation but not conservation. The variety of Lodz urban structure should be preserved without limiting innovations.

Panel 3. **Urban Regeneration in Post-Socialist Cities**

Panel moderated by: dr Dorota Załuska-Kamrowska, Poland

Participants: Alexander Antonov, Russia
Ewa Boryczka, Poland
Ekaterina Iocipenko, Russia
Andrey Kostyuchenko, Russia
Krystyna Mieszkowska, Poland
dr Dagmara Mliczyńska-Hajda, Poland
Alexandra Nenko, Russia
dr Roman Pomazan, Ukraine
Katarzyna Roszkowska, Poland - Reporter
Olga Sarapulova, Russia
Prof Grzegorz Węclawowicz, Poland

A step towards the solution to the challenge of satisfying the needs of city inhabitants in post-socialist cities is the recognition of required new urban policies. The current urban regeneration scenario requires cities to be physically reorganized, although urban reshaping doesn't happen spontaneously. In these circumstances, the major goal of the planning process is to provide an effective guidance as well as a clear framework to the regeneration process. Most of the workshop members highlighted the need to introduce comprehensive urban regeneration policy that includes social economic and physical aspects. Regeneration, however, can only happen if it becomes an effective tools and not a mere document forgotten inside a drawer.

The needs regarding urban regeneration of post-socialist cities are so vast that long-term phasing needs to be introduced on a national level. As an example, according to the Polish National Urban Policy, in Poland 20% of urban structures are degraded. The Polish National Urban Policy needs appropriate instruments to be effective. Strategic planning documents should be created also on the local level, presenting coherent long-term vision of development of an area and also providing local authorities with the legitimate power to negotiate with developers. Another proposal is to create special zones - i.e. business hubs in Ukraine - which ensures that investors can reinvest generated profits in the area. Again, there is also the need for effective instruments in managing densification of existing housing areas, such as Microrayon and housing cooperatives.

Lastly, it's important to keep in mind and in practice community involvement. Regeneration projects should start from positive participation and cover community governance, including participatory budgeting, multi-stakeholders discussions, researches involving its communities etc. Formal planning should and could be strengthened by other informal planning strategies, as community-based on urban actions and crowd sourcing, for example.

After the discussion some preconditions that could contribute for a successful urban regeneration process were set, such as:

- need for shaping national, regional and local policies in a way to maintain coherence among the three levels of planning;
- need for new legislation and its instruments of implementation; while the lack of proper legislation undermine any urban requalification project;
- strengthening the role of local authority. Local authority an important actor of the planning process, who controls the formability of the urban space and defends the public interest;

- encouraging public participation in planning by including social activists, NGOs and other types of associations into the process;
- delivering proper information to public concerning the planning process, costs, benefits and consequences of implementation of new plans;
- encouraging private-public partnerships;
- encouraging public control and transparency concerning public investment.

Subsequently after the nineties' economic transformation in post-socialist countries towards free-market systems – that is positive in many aspects - led to the domination of neo-liberal approach in planning and the diminishing role of local government at a district and city level.

In general terms, the application of market theory to the functioning of local communities remains too radical. Local governments cannot be treated like markets. This strongly neo-liberal system only support in very limiting ways the process of regeneration of city centers. It doesn't promote programs that could assure high quality of urban spaces, social inclusion and support bases for indigenous economic development, but only the ones that allow achieving developer's highest profits. There is a need to internalize all costs of development such as sprawling of the urban structures. The public realm is especially sensitive as it is central structure to support the city's main activities. The need to introduce more efficient tools to support urban regeneration process in post-socialist cities seems evident. It is urgent as well as the extent of the areas affected with degradation proves. At the same time post-socialist countries may effectively use the experience and tools developed in other parts of the world which requires however creative approach and must be addressed with the necessary carefulness.

Workshop Program

Thursday, April 10th

15:00 – 16:00	Registration and early arrivals / welcoming coffee
16:00 – 16:30	Welcome of participants by hosts and organizers of the workshop: 1) Dr Tomasz Majda (Head of ISOCARP Polish National Delegation, Society of Polish Town Planners); 2) Prof. Piotr Lorens (ISOCARP Vice President); 3) Dr Robert Warsza (Director of Lodz Municipal Planning Office); 4) Mr. Blazej Moder (Director of NCL Management); 5) Prof. Marek Pabich (Director of Lodz University of Technology, Institute of Architecture and Town Planning);
16:30 - 17:30	Introduction to workshop organization and workgroup themes by group leaders.
17:30 – 18:00	Transformation of post-socialist cities: - Prof. Piotr Lorens (Gdansk University of Technology, ISOCARP Vice President).
18:00 – 19:00	Regeneration process of Lodz: prof. Marek Janiak (Director of City Architect of Lodz), Planning Policy of Lodz: Dr Lukasz Pancewicz (Municipal Planning Office)
19:00	Welcoming party

Friday, April 11th

09:00 – 12:00	Tour of Inner City of Lodz (Manufaktura, Stare Miasto, Northern part of Inner City, Wloknarzy Str., New Centre of Lodz) - led by the planning staff of City of Lodz
12:00 - 14:00	Visit to New Centre of Lodz, presentation by the Management of City of Lodz (Zarząd Nowego Centrum Lodzi)
14:00 – 15:00	Lunch, Galicja Restaurant, Ogrodowa 19a str, (Manufaktura), Lodz
15:00 – 16:30	Lectures by invited speakers including: Beniamino Murgante, School of Engineering, University of Basilicata, Potenza Alex Antonov, RUPA (Russian Urban Planners Association) Yana Golubieva, urban designer, MLA + Roman Pomazan, Urban Sustain design group
16:30 – 16:45	Plenary discussion
16:45 – 17:00	Coffee break
17:00 – 19:00	Work in workgroups
19:00	End of day – Informal dinner in small groups (Off Piotrkowska)

Saturday, April 12th

09:00 – 10:30	Welcome, work in workgroups
10:30 - 10:45	Discussion
10:45 - 11:00	Coffee break
11:00 – 12:15	Workgroups
12:15 – 13:00	Presentation of workgroup conclusions by group leaders , final discussion
13:00 – 14:00	Lunch
14:00 – 16:00	Visit to Ksiezy Mlyn Urban Regeneration Area

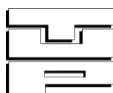
The Workshop Partner and Sponsor was **the Management of New Centre of Lodz**

The Program New Centre of Lodz (NCL) is the flagship proposal of the comprehensive process to revitalizing downtown Lodz. Due to its close proximity to the train station and to the city's main street, Piotrkowska Street; this 100-acre district will become a pilot area for introducing functional solutions.

This district is completely incorporated in the urban fabric. The area that today plays no important urban role while lingering as a dead zone around the train station and other post industrial areas will return as residential areas and will be an important part of the downtown. Meanwhile, new land usages which are being proposed will also influence the historic center. The proposal creates a completely new system of NCL streets bound to the city's main axis while maintaining historical building lines enriched with several dominant features. The NCL program will carry out an amount of "urban stitching". A key element to this process is burying the railway line that has been a barrier to the spatial structure of Lodz for years. The planned extension to the west will open new possibilities of communication, making the NCL area a viable and lively place.

For more information: <http://www.ncl.uml.lodz.pl/>

Co-organisers:



New
Centre
of Lodz

