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# Planning & territorial cohesion

Ireland, Lille, Oslo, Aragon & London

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**Planning & Territorial Cohesion.**

ECTP-CEU young planners working group

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## **1. PRESENTATION**

## 1. Présentation.

2012 est la première année où l'ECTP-CEU a organisé l'atelier des jeunes urbanistes, piloté par Ignacio Pemán, délégué de l'association espagnole AETU.

L'atelier des jeunes urbanistes de l'ECTP-CEU permet à des jeunes professionnels de moins de 35 ans de croiser leurs regards et leurs méthodes entre différentes régions d'Europe.

Encadrés par les délégués de leur association nationale, ils s'organisent par groupe de 3 à 10 dans chaque pays et les étapes de travail collectif entre les différents pays sont marquées par des conférences sur internet. Pour cette première année, le cycle de l'atelier s'est organisé sur 9 mois.

Les résultats des travaux ont été présentés lors de l'assemblée d'Automne du ECTP-CEU et permet une rencontre physique entre les jeunes urbanistes et l'ensemble des délégués du ECTP-CEU.

Ces jeunes professionnels débutent dans leur carrière, ou sont en fin de cycle universitaire. Ils sont l'avenir de notre profession et l'avenir du territoire européen. C'est pour cela que l'ECTP-CEU fait de cet atelier sa priorité.

Leurs travaux portent sur des territoires auxquels ils appartiennent et l'échange d'expériences participe de la découverte mutuelle de leurs identités culturelles.

L'exercice professionnel demandé est à la fois méthodologique et prospectif.

Cette première année a été inscrite sous la bannière de la Cohésion Territoriale Européenne, sur laquelle l'ECTP-CEU, sous la direction de Jan Vogelij, président d'honneur du ECTP-CEU, a publié récemment « 15 steps towards territorial cohesion ».

Le Comité des Régions a accueilli la restitution des travaux le 8 décembre 2012, en même temps que le grand prix européen de l'urbanisme était décerné.

## 1. Presentation.

2012 is the first year the ECTP-CEU organized the young planners workshop led by Ignacio Pemán, delegate of the Spanish Association AETU. The young Planners workshop allows young professionals of less than 35 to exchange views and methods between different regions of Europe.

Supervised by delegates from their national association, they are organized in groups of 3 to 10 from each country and the teamwork milestones are marked by internet debates between countries.

This first year, the workshop cycle was organized over a period of 9 months. The workshop results were presented at the ECTP-CEU Autumn General Assembly enhanced by meetings between the young planners and all ECTP-CEU delegates.

These young professionals are at the beginning of their careers or in the final stages of their university training cycle. They are the future of our profession and the future of European territory. This is why the ECTP-CEU made this workshop a priority.

Their work focuses on the territories from which they belong and the exchange of experiences involved the mutual discovery of their cultural identities.

The professional requirement is both methodological and prospective. This first year has been introduced under the banner of the European Territorial Cohesion on which the ECTP-CEU, under the direction of Jan Vogelij, honorary ECTP-CEU president who recently published "15 Steps Towards territorial cohesion".

The Committee of the Regions welcomed the workshop's conclusions on December 8 2012, at the same time the European Awards of spatial and regional planning were celebrated.

Thus, the elected representatives of the 350 regions of the European Union shared

Ainsi, les élus des 350 régions de l'Union Européenne ont pu partager avec les urbanistes les résultats de leurs travaux et leurs visions d'avenir pour leurs territoires.

Cette dimension d'échanges entre professionnels et élus est essentielle à l'exercice de la stratégie territoriale et qui n'a de sens que si elle devient l'objet d'une participation citoyenne active, créant cohésion sociale, culturelle et territoriale.

En 2013, la 2<sup>e</sup> session de l'atelier des jeunes urbanistes prend comme thème la situation de crise économique que vivent aujourd'hui les territoires européens et l'associera à la recherche de réduction des énergies. Les travaux seront présentés à Cascais en septembre 2013 lors de la 10<sup>e</sup> Biennale des villes européennes et des urbanistes organisée cette année sous la direction de João Teixeira, Vice-Président de l'ECTP-CEU.

Au nom de l'ECTP-CEU, je remercie les jeunes urbanistes qui ont participé à cette première session, ainsi que les délégués des associations nationales qui les ont accompagnés, et Ignacio Pemán, dont je salue tout particulièrement la qualité et l'énergie pour mener à bien ce travail.

Dominique Lancrenon,

Présidente de l'ECTP-CEU

with planners the results of their works and visions for the future of their territories.

This dimension of exchanges between professionals and elected representatives is essential to the exercise of the territorial strategy which only makes sense if it leads to active citizen participation, creating social, cultural and territorial cohesion.

In 2013, the Young Planners 2nd workshop endorses as theme the economic crisis that European territories now face and will link to the research of energy reduction. The works will be presented in September 2013 in Cascais during 10th Biennial of European Towns and Town Planners organized this year under the leadership of João Teixeira, ECTP-CEU Vice President.

On behalf of the ECTP-CEU, I thank the young planners who participated in the first session, the delegates from the national associations who supervised and Ignacio Pemán, who I particularly acclaim the quality and energy provided to carry out this work.

Dominique Lancrenon,

President of the ECTP-CEU

L'ECTP-CEU rassemble 40 000 urbanistes de 25 pays et 27 associations du Conseil de l'Europe.

Les ateliers conduits par l'ECTP-CEU, en sus de celui des jeunes urbanistes portent :

- La qualification et la reconnaissance Européennes des Urbanistes
- Le changement climatique, et pour la période 2013-2016, la participation au projet « réduction des consommations d'Énergies » avec ICLEI et l'équipe pilotée par TCPA

- La Charte Européenne des Urbanistes
- Les NTIC et l'Urbanisme

L'ECTP-CEU est représenté dans différentes instances européennes et internationales :

- Conseil de l'Europe
- Groupes UDG et Cohésion Territoriale de l'Union Européenne
- UN Habitat

Dominique Lancrenon  
Présidente ECTP

The ECTP gathers 40 000 planners from 25 countries and 27 associations of the Council of Europe.

Workshops led by the ECTP, in addition to the young planners are:

- The Recognition of Planning Qualifications in Europe
- Climate change, and for 2013-2016, participation in the project "Reducing energy consumption" with ICLEI and the team led by TCPA

- The European Charter for Planners
- ICTs and Spatial Planning

The ECTP-CEU is represented in various European and international bodies:

- Council of Europe
- Territorial Cohesion Groups UDG and the European Union
- UN Habitat

Dominique Lancrenon  
President ECTP

## **2.- INTRODUCTION**

## 2.- Introduction

The following publication contains the conclusions of the workshop carried out between the months of April and December of 2012 under the coordination of ECTP. The topic was "Planning and Territorial Cohesion" of which the results were presented in Brussels on December 6th, 2012.

Five groups of young planners from five different European countries have been involved. They have worked on spatial planning problems under a common methodology and a common perspective of principles of territorial cohesion.

The Workshop has been composed of young planners from the United Kingdom (Royal Town Planning Institute), Spain (Master of Planning/University of Zaragoza), France (Collectif National des Jeunes Urbanistes), Norway (Human Geography University Of Oslo) and Ireland (Irish Planning Institute).

The five groups from five countries are representatives of the diversity of the European territory. There are two urban areas located in central Europe (London and Lille) and three cities located in the periphery: Dublin, Zaragoza, and Oslo; Two other territories located in higher density area in Europe London and Lille; and finally three territories, -Norway, Ireland and Aragon- located in the lower density places.

Besides, the groups have worked on different scales of international, national, regional, and metropolitan territories. So while the Irish group has worked on international and national scale territories (Ireland and Dublin-Belfast natural corridor), the Norwegian and Spanish groups have focused on a regional scale (Oslo-Region and Aragon). Finally the French and British ones have worked on the metropolitan level, the area of Lille and London respectively. And in three cases, Lille, Ireland and Oslo, the transborder problems have been very important.

The groups have worked on different topics and perspectives, Oslo, Lille and Ireland territories have been analyzed under a global perspective. The other two groups have chosen a specific topic - the Spanish group have dealt with the industrial policy in Aragon and the UK with the urban development of London.

According to these different perspectives, the principal contents of the works are the following:

The RTPI group has studied the specific problem of housing because of the changes in population under 3 key issues: Quantity (building enough houses for a growing population); Affordability of these houses (within the reach of all); and Quality (houses that permits an adequate quality of life).

Planners from the Collectif National des Jeunes Urbanistes (France) worked on the case of Lille and its metropolitan area to find the opportunities for a harmonious development of the metropolis and its hinterland. In order to get these results they have proposed the use of territorial cohesion as a tool to find out if the Lille metropolis works, for or against territorial cohesion of the region, and vice versa.

Spanish planners have studied the unbalanced urban system between the capital of the Region and the rest of cities, in the context of progressive uninhabited rural areas. The regional government approved a regional planning scheme in 1998 concerned by all these questions and tried to improve this through a logistical and industrial policy.

The Norwegian group has studied the unbalance housing and population in the Oslo region. Oslo will face problems to build new housing because it lacks the space to grow due to the small territorial size of the municipality. The lack of space is also due to the relatively large areas of forest that surround the city. According to these

forecasts, the group have studied how to achieve affordability housing in the Oslo region.

The Irish group has focused on the case of interconnectivity between Dublin and other cities of the country. As Dublin dominates Irish urban structures and its economics, there is little interaction and connectivity between the other regional cities. The group have studied problems of territorial cohesion because of the unbalanced urban systems. Besides, Belfast, in spite of being in another country has a strong relationship with Dublin. But there is a lack of cross border planning policies (Dublin Belfast Corridor) and the group have questioned if common planning is feasible.

Consequently very wide topics have appeared throughout these months: urban systems of cities; influences of changing population on the model of housing; specific questions regarding cross border areas; territorial development of uninhabited rural areas...etc. But the challenge of the workshop has been to approach different territories and perspectives with a common methodology and principle.

A common methodology for all the groups has been the book 'Fifteen Steps Towards Territorial Cohesion' by Jan Vogelij (2010), which has been used as a methodological background for the workshop. A SWOT approach was used to identify the strengths, weaknesses, opportunities and threats in order to be able to propose Actions to better exploit regional potential and territorial capital in working towards sustainability. In order to make

easier a comparative reading of works, reports published include common information on physical and demographic issues, planning systems and Governance.

The goal of the workshop has not only been to stimulate a debate on comparative studies of different territories under a common methodology but also to study in depth the territorial cohesion as one of the most important paradigms of the European Union development. As the Leipzig Charter on Sustainable European Cities (May 2007) reminded us that "We must stop looking at urban development policy issues and decisions at the level of each city in isolation. Our cities should be focal points of city-regional development and assume responsibility for territorial cohesion.

Finally, groups have analyzed the effectiveness of the national or regional planning to lead the territorial development and to make, in fact, a more cohesive territory. In other words, its opinion about if special planning is useful to make the territory more functional, efficient and connected.

All works have been presented in the meeting held last December 6th in a joint session with experts planners, all members of ECTP' Associations : Vicent Goodstadt, Joao Teixeira, Kristin Nordi, Brendan Allen, and Jan Vogelih, besides Dominique Lancrenon President of ECTP, whose comments are mentioned in the reports published.

Ignacio Pemán Gavín  
Chair of the workshop



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## 1. Introduction.

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## 1. Introduction

This study forms the Irish response to the European Council of Spatial Planners (ECTP – CEU) 'Planning and Territorial Cohesion' Young Planners Workshop. The document seeks to broadly evaluate the role of planning strategies in influencing territorial cohesion and is the culmination of several phases of study. The Irish group study focuses on the territory of the island of Ireland and comprises a number of key elements stemming from the previous stages of work:

- 1 A description and initial overview of the territorial area;
- 2 An analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) facing the selected territorial area (Ireland);
- 3 The compilation of an inventory of possible actions seeking to address the findings of the SWOT analysis; and
- 4 The evaluation of scenarios arising out of possible interventions and the subsequent prioritisation of actions.

Through this analysis it is envisaged that the study will provide an insight into the unique challengespatial planning objectives in the Irish context and propose a number of recommendations to further advance the territorial cohesion agenda in light of these findings. Ultimately it is hoped that this study, as part of the suite of studies carried out over the course of the workshop, will facilitate a greater level of understanding of the complexities and nuances of territorial planning in different EU states and provide for invaluable knowledge exchange between the participating nations.

The Irish group consists of four recent graduates of the Dublin Institute of Technology (D.I.T) BSc in Spatial Planning - Aoife Doyle, Colin Broderick, Rachel Ivers and Simon Bradshaw.

## INTRODUCTION TO THE IRISH TEAM:



**Aoife DOYLE** is a graduate of the BSc in Spatial Planning at Dublin Institute of Technology. She recently completed her MA in Society and Space with the National Institute for Regional and Spatial Analysis (NIRSA), NUI Maynooth. For the past year Aoife has worked with the Urban Forum, a multi-disciplinary group representing built environment professionals in Ireland. This year she will commence her PhD in the field of urban resilience.



**Colin BRODERICK** obtained a BSc in Spatial planning with First Class honours from Dublin Institute of Technology. He is currently working as a planner with EirGrid, the Irish Electricity Transmission System Operator. He has designed a Dublin transport map which received wide spread media coverage. Colin also produces visualisations of national datasets with a focus on those which aid spatial decision making.



**Rachel IVERS** is currently studying a masters in Transport Infrastructure and Logistics in Delft University of Technology in the Netherlands. Previous to that she graduated with honours in Spatial Planning from Dublin Institute of Technology, Ireland. Rachel is particularly interested in the movement of people within, the consequences that has, on the urban environment.



**Simon Bradshaw** is a Graduate Planner with GVA Planning & Regeneration Ltd. Simon was previously a planner at the Border Regional Authority which involved Cross-Border planning. Prior to this, Simon was also involved with research in 3rd level universities as well as being an Intern with the Irish Planning Institute. He has an Honours degree in Spatial Planning from the Dublin Institute of Technology.

## 2 Spatial planning and Territorial Cohesion –the Irish context.

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## **2. Spatial Planning and Territorial Cohesion – The Irish Context**

The concept of Territorial Cohesion implies focusing regional and territorial development policies on better exploiting regional potentials and territorial capital. This study aims to explore and analyse the territory of Ireland and the forces which shape it in terms of its main strengths, weaknesses, opportunities and threats. Ultimately it aims to provide insights into how planning can advance the cohesion agenda in the Irish context.

Territorial cohesion may be defined as 'coherent spatial structures supporting efficient functioning and enhanced competitiveness of territories, better-connected and better-coordinated physical infrastructures, and spatial integration of different sector policies'. (ECTP-CEU,pg 38).

Territorial imbalances in Europe are varied in nature, with greater differences between the periphery and the centre of the EU, in terms of population, wealth, transport, energy, research and capacity for innovation. In analysing territorial cohesion in relation to the Irish context it is important to note the position of Ireland and Northern Ireland on the periphery of the EU, relatively far removed from the Union's decision making centres and markets.

As Ireland is an island nation, neither Dublin nor Belfast are physically linked to the wider European transport and infrastructure. However the Republic of Ireland is physically linked with the UK territory of Northern Ireland and the island's second largest city, Belfast. This link provides great opportunity for enhanced cross border cooperation and territorial cohesion between two peripheral regions of the EU for an island with a population of nearly 7 million, an opportunity which has not yet been fully exploited.

Issues around territorial cohesion may also be viewed in terms of internal challenges. European nations must increasingly cope with the complex changes which have taken place between the city and the surrounding countryside; ranging from suburbanisation of previously rural areas and changing travel to work patterns, to the complete isolation of the most thinly populated areas.

In policy terms, the concept of territorial cohesion can be interpreted as the promotion of a more balanced development of European territory through reducing existing disparities, preventing territorial imbalances and by promoting greater coherence between both sectoral policies that have spatial impacts and regional policy. Territorial cohesion also seeks to improve territorial integration and to encourage cooperation between regions.

### **2.1 Territorial Cohesion and Local Culture**

Each national or regional context is characterised by particularities of history, by attitudes, beliefs and values, political and legal traditions, different socio-economic patterns and concepts of justice, interpretations of planning tasks and responsibilities, and different structures of governance – in other words, by its specific cultural characteristics. Thus it was considered that any attempt to analyse national or regional territory with a view to advancing cohesion policy must acknowledge the specific cultural contexts in which planning operates.

The discourse around territorial cohesion emphasises the role of space as 'territorial capital' and as a dimension for 'spatial justice' or equity. Yet conceptions of space and place vary across nations where culture and cultural influences play a crucial role.

In Ireland the establishment of 'regions' and regional planning is a relatively recent development (Ireland's current 8 regional authorities were established in 1994 but only gained statutory recognition in 2000), however the validity of a regional tier in Ireland has often been questioned due to the size of the country, its centralised administration and the affinity people have for counties over regions. County identity is of particular relevance in Ireland as, apart from the fact that for administrative purposes local government has been based along county lines since the late 19th century, the association between place and identity has a long history in Ireland. The success of the county as an expression of Irish local identity has resulted in proposals to alter county administrative boundaries being politically divisive, highly emotive, and difficult to resolve.

In addition, there exists a very proud culture of land ownership in Ireland which extends to the right to develop one's land which is enshrined in the constitution. This culture of land and property ownership has proved to be somewhat problematic in terms of dispersed rural housing, a settlement typology often viewed as inherently 'Irish'. This culture, coupled with the responsibilities of elected representatives (in adopting a development plan containing land zoning and other policy objectives) often results in a dilution of the strategic focus in land development as the electoral imperative applies only to the local area.

As planning cannot be considered an autonomous activity, operating separately from the rest of society, it is considered imperative to make reference to and consider the cultural nuances which can influence policy development prior to conducting further analysis.

## 2.2 Rationale for Study Focus

As outlined previously, the Irish study focuses on the national scale - the island of Ireland; encompassing the territories of the Republic of Ireland and Northern Ireland. There were a number of key considerations in the selection of the study territory, as follows:

- Firstly, the island of Ireland has a relatively modest population of approximately 6.4 million people with a relatively low population density.
- In order to adequately demonstrate the issues around territorial balance the island as a whole must be described and analysed. The functional area of the largest city in the state, Dublin, extends far beyond traditional territorial or administrative boundaries, particularly as central government is very strong when compared to regional and local government. Dublin's influence and power is reflected in the radial layout of national transport infrastructure, and concentration of population along the east coast in the city's sphere of influence. There is little interaction and connectivity between the other regional cities. Indeed much of the other 'regions' could be considered as Dublin's hinterland.
- The integration of Northern Ireland into this study was also deemed critically important in light of the theme of territorial cohesion. The city of Belfast in Northern Ireland is the second largest city on the island yet adequate mechanisms for coordinated cross boundary planning are currently lacking. Incorporating Northern Ireland's spatial and economic strength into this study was considered important.

### 3. Territorial Description.

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### 3. Territorial Description

#### 3.1. Ireland

Ireland is an island containing two nation states, the Republic of Ireland (ROI) and Northern Ireland (NI – which is part of the United Kingdom but has limited self-governing status), located on the western border of the European Union (EU). The population of the republic is 4.6 million people (Census 2011) with the combined population of the island at circa 6.4 million people. The capital city of ROI, Dublin is the largest city with 1.3 million inhabitants, whilst Belfast is the largest city in NI with a population of circa 650,000 people.

Ireland has experienced rapid growth and decline in certain economic sectors since joining the EU in 1976, becoming a 'celtic tiger' economy during the late 1990s and early 2000s and enduring a severe economic crash in the years following 2007. Yet despite changing economic circumstances over the years, regional inequality has remained a constant policy concern. While Dublin and its zone of influence in the east of Ireland has grown and thrived, the other regions with smaller urban centres have struggled to compete with or complement Dublin's might. Indeed Dublin has always been the 'economic engine' of the nation and the urban centre with the greatest share of the national population. This study is concerned with reviewing the attempts of Irish spatial

planning to foster a more balanced spatial structure and will focus on the ways in which territorial cohesion policy may be proactively planned for in order to aid the Irish progress.

Table 1 below provides an overview of some key facts and figures relating to the island of Ireland.

<b>Population</b>	ROI 4.6 million (2011) N.I. 1.8 million (2010)
<b>Area</b>	70,273 sq. km
<b>Average Density</b>	65 people per sq. km
<b>Larger Settlements</b>	Dublin 1.25 million Belfast 575,235 Cork 118,912 Derry 93,511 Galway 75,414 Limerick 56,779 Waterford 46,747
<b>Medium settlement areas</b>	Athlone, Mullingar, Tullamore, Wexford, Sligo, Kilkenny, Drogheda, Dundalk, Letterkenny, Naas
<b>Economic Activities</b>	Exports: chemicals, pharmaceuticals; live animals, animal products, machinery and equipment, computers Imports: data processing equipment, other machinery and equipment, chemicals, petroleum and petroleum products, textiles, clothing.
<b>Average GDP Per Capita</b>	Ireland €35,000 (2010) EU Average €25,000 (2011) <small>(Source EU Stats 2011)</small>

## 4. The Republic of Ireland Planning System.

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#### 4. The Republic of Ireland Planning System

Ireland's planning system, established in 1964 and significantly updated in 2000 and 2010, is a hierarchical system consisting of national, regional and local tiers, with each tier having a degree of influence in planning and spatial development.

At the national level two main organisations have responsibility for planning; the Department of the Environment, Community and Local Government (DoECLG) [Central Government] and An Bord Pleanála [An independent National Planning Appeals Body).

The DoECLG, as the main overseer of the planning system in Ireland, is responsible for the framing of planning legislation, as well as the preparation and issue of policy formulation and guidance documents.

relation to planning applications at a local level.

Whilst the national level produces the overarching spatial vision for the country, the local level is responsible for its implementation. The local planning system in Ireland is presently administered by 88 local planning authorities of which the most powerful are the 29 county councils and 5 city councils.

At this level, the planning system has three main functions – making development plans, development management and planning enforcement.

Regional planning and its associated guidelines gained a statutory footing for the first time as part of the Planning and Development Act 2000. This Act is significant in Ireland's planning history as it introduced the current hierarchical planning system within the context of a National Spatial Strategy (DoEHLG, 2002) (see figure 1). The key function of the regional scale and its associated planning guidelines is to act as an integrating / coordinating framework for local authorities.

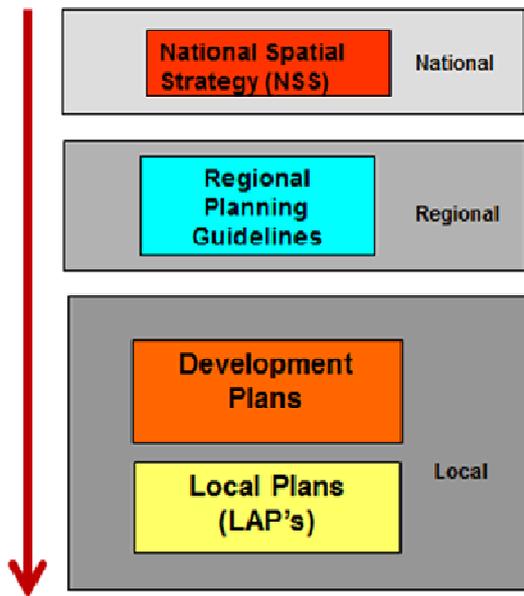


Figure 1 - Forward Planning System in ROI

Ireland is unique among European countries in that it also has an independent third party planning appeals system which is administered at a national level by An Bord Pleanála. This results in a very democratic and transparent decision making process in

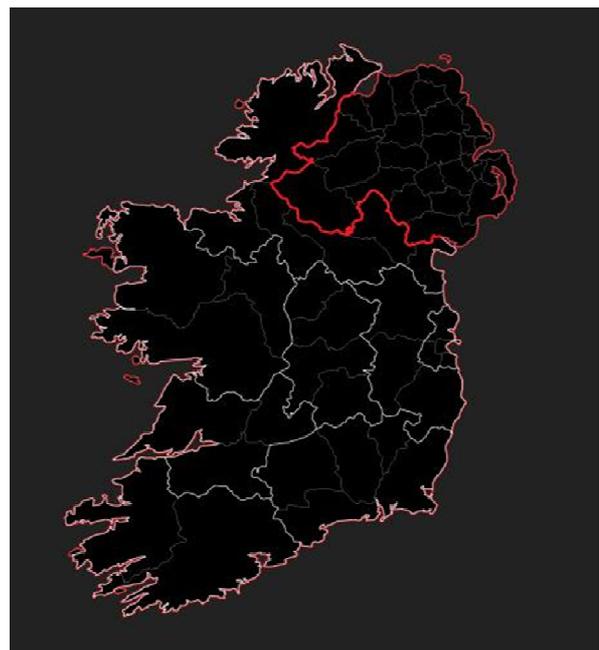


Figure 2 - Planning Regions of ROI and NI

#### 4.1 The Northern Ireland Planning System

The Northern Ireland Planning system is similar to that of the Republic of Ireland, in that it has three main functions – making development plans, development management and planning enforcement. These functions empowered by two main pieces of legislation; the Planning Order of Northern Ireland, 1991 and the Northern Ireland Planning Act 2011.



Figure 3 - Forward Planning System in NI

[http://www.planningni.gov.uk/index/advice/advice\\_leaflets/leaflet07/leaflet07\\_main\\_documents.htm](http://www.planningni.gov.uk/index/advice/advice_leaflets/leaflet07/leaflet07_main_documents.htm)

The forward planning system in Northern Ireland is different to that in other parts of the UK, and it is not unlike that of the ROI, with the Regional development strategy similar to that of the NSS. It identifies a key settlement structure and provides an overarching long term vision for Northern Ireland.

A development plan defines the policy framework and land use proposals that will be used to guide development decisions within district council areas. There are 26 development plans produced by each of the district councils and this document is one of a number of planning documents taken into account in making decisions on planning applications.

Planning Policy Statements (PPS) contain policies on land-use and other

planning matters, for example telecommunications or built heritage, and apply to the whole of Northern Ireland. These cover a wide number of areas and are important in the decision making process.

The DoENI also prepares non-statutory planning guidance to supplement its policy documents and development plans. These guidance documents address issues such as, general development control advice notes, guidance for conservation areas and design guides as well as best practice guidance.

Currently the making of development plans takes 7-8 years in Northern Ireland, compared to approximately 2 years in the ROI. Under the 2011 Act there will be a devolution of power to the 26 District Councils by 2015, however this Act is being implemented gradually and these devolved powers may not be delivered by 2015.

#### 4.2 National Spatial Planning and the Irish Context

The publication of the National Spatial Strategy (NSS) in 2002 is widely considered a 'milestone' in Irish planning as it represented the first spatial strategy to focus at the national level, prior to this development had been predominately planned for at the local level with no overarching national strategy. The NSS is a 'twenty year planning framework designed to achieve a better balance of social, economic, physical development and population growth' between the regions of Ireland by focusing development in a number of gateways and hubs. Whilst its publication could be considered the advent of strategic spatial planning in Ireland, the success of the strategy to date remains a matter of debate. The overview map from the NSS is illustrated in Figure 4.

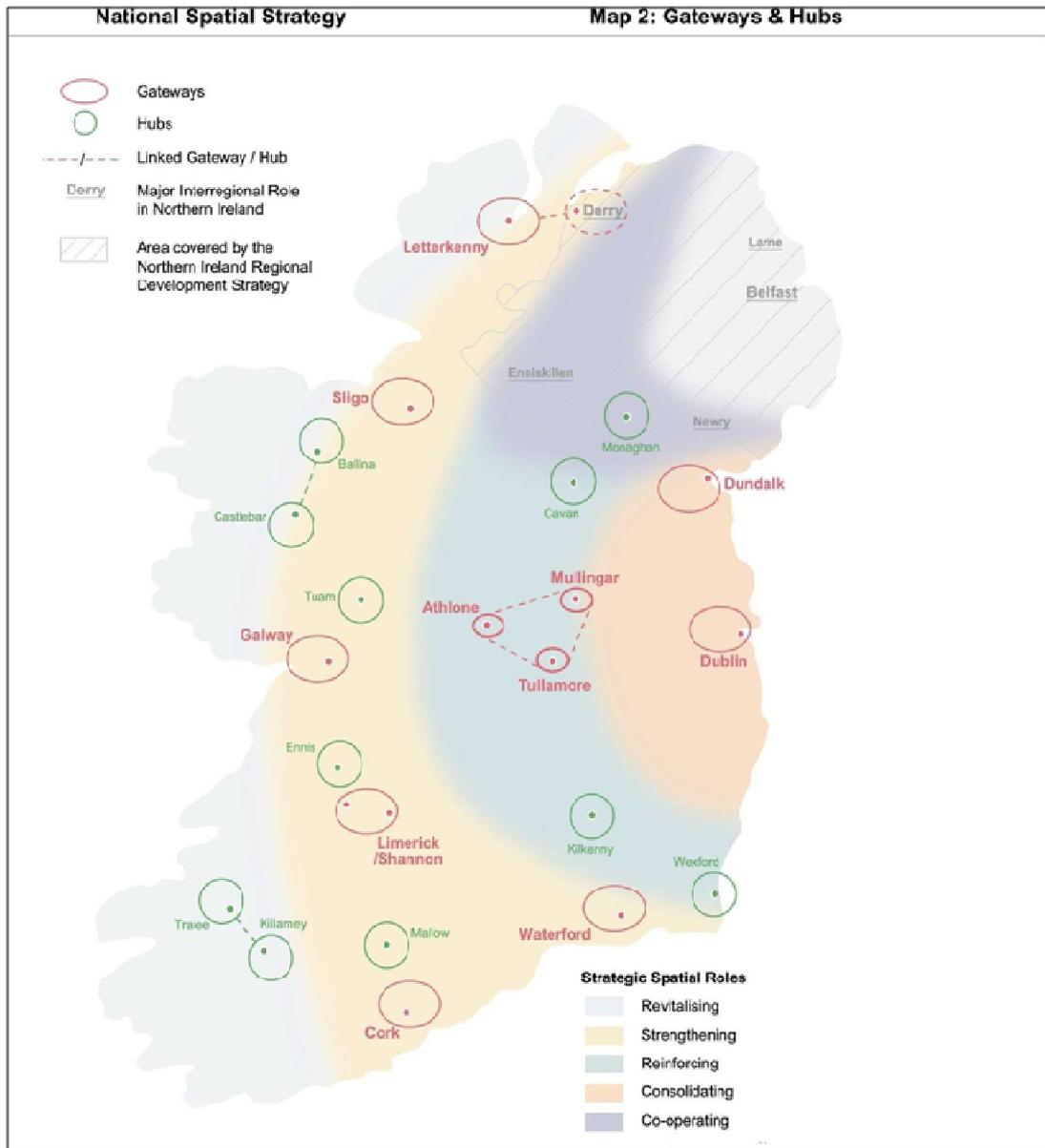


Figure 4 - NSS Designated Settlements (Source: NSS, 2002)

The NSS is designed in accordance with the guiding principles of maintaining national growth and competitiveness and balanced regional development. In order to achieve a more balanced regional development an urban hierarchy of settlements was developed, with nine gateways, nine hubs and smaller towns and villages identified.

Growth was to be channeled into the gateways and hubs in order to achieve what

is described in the NSS as the necessary scale and 'critical mass' required to achieve self sustaining growth and act as kind of 'counter magnets' to slow the apparently relentless concentration of development in Dublin. Yet the ability of the selected settlements to achieve such critical mass, in light of a lack of spatial selectivity demonstrated in their designation, is highly questionable.

To achieve an urban structure in Ireland with multiple 'cities' of sufficient size to compete at national and perhaps international level is difficult, not least due to the small size of the existing settlements but also due to small overall national population. It was also queried as to whether redirecting growth away from Dublin, the 'economic engine', was the best approach in light of the 'enhancing national growth' objective. Ultimately, the crucial question is whether the attainment both objectives - enhanced national economic growth and competitiveness and balanced regional development is mutually achievable.

It is often claimed in discussions around national planning for Ireland, that with the exception of Dublin and Belfast, no other cities are large enough to be considered a 'city' or to compete at an international level. Although Dublin and Belfast may be considered relatively small in international terms, they are

dominant in the Irish urban structure. Indeed in 2011, the population of the second largest city in the ROI, Cork was one fifth of the population of the Greater Dublin Area.

During the 1990s Dublin's dominance was at the centre of an emerging regional debate in the ROI as it became increasingly clear the prosperity generated by the 'Celtic Tiger' boom was not being distributed evenly through the regions. Thus policy focus shifted in favour of promoting 'balanced regional development', a concept which became the foundation of Ireland's first national spatial planning strategy, the NSS (National Spatial Strategy), published in 2002.

The equivalent national spatial strategy in Northern Ireland focuses on similar regional development objectives, however as NI is a smaller area and as a result of historical issues, the Greater Belfast Area has tended to dominate in a similar manner to Dublin.

## 5. SWOT Analysis.

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### 5. SWOT Analysis

Arising from a developed understanding of the concept of territorial cohesion the Irish group undertook a SWOT analysis of the selected study area which is defined as the entire island of Ireland. A SWOT (Strengths - Weaknesses - Opportunities - Threats) analysis in this context is a strategy analysis tool which combines the study of the strengths and weaknesses of a geographic area with the study of the opportunities and threats to its environment. The aim of the analysis is to take into account internal and external factors, maximising the potential of strengths and opportunities, while minimising the impact of weaknesses and threats.

The extent of this study area covered by the SWOT analysis can be seen at Figure 5, below:

Whilst many themes could be examined in a SWOT s examined under the SWOT analysis as follows:

- Governance and the Planning System
- Economic Development
- Infrastructure and Mobility
- Settlement / Spatial Structure

Each theme was analysed on a national basis and the strengths, weaknesses, opportunities and threats were identified in relation to each theme.

A more detailed analysis and comment is provided in the sections below.



Figure 5 - Extent of the SWOT Area with current Regional Structure indicated.

### 5.1 SWOT – Governance and the Planning System

The main findings of the SWOT under the theme of Governance and the Planning System are summarised in Table 2, below.

Strengths	Weakness
Third Party Appeals; Open to all Types of Development; Short Term Time Frame for Development Consent; Being part of the EU has lead to positive changes to the planning system (such as the establishment of a hierarchal system and the protection of the environment)	Reserved Function (the power of elected representatives in zoning decisions); Too much focus on the local level; Development Plan Preparation (lack of synchronisation between regions); Development Plan Period (5 yrs); Regions (lack of permanent staff, under resourced and public representation). Lack of real projects on maps of plans.
Opportunities	Threat
Generally Pro-Development Culture; Reinforcement/Strengthening of Planning Hierarchy; Media and Public Opinion /Recession – opportunity to change perception of planning. Development Plan Period (5 yrs) which allows policies to adapt to changing market forces;	Local representative reserved function - implementation of strategic objectives often hampered by 'localism'; Development Plan Preparation (lack of synchronisation between regions); Development Plan Period (5 yrs); Continued Regional Tier Imbalance - (lack of permanent staff, under resourced and public representation).

Table 2 - SWOT Results for Governance and the Planning System.

There are a number of key strengths of the Irish planning system, which are unique among the study groups within the workshop. It was felt that the key strengths of the planning system are:

- the concept of third party appeals in relation to development permits/consents; and
- the definite and short statutory time frames imposed on permit decisions with the final decision period taking between 12 - 18 weeks.

In the forward planning sphere it was felt that the short period, under 5 years, for which local development plans are valid, before a complete revision is made was seen as both a weakness, in that long term strategic visions

are hard to implement, and an opportunity, as in the current system due to the ability to respond rapidly to changing circumstances.

Finally it is considered that the Regional Planning tier is significantly under resourced both in terms of staffing and powers to implement region wide objectives. This can partly explain the lack of lines actually being drawn on the map designating areas for regional services, such as a regional shopping centre or appropriate corridors for the alignment of a motorway or power line. There is an opportunity to reinforce the powers of the regional tier through greater funding levels or even the removing of planning functions from the tiers below the region for certain types of development.

### 5.2 SWOT – Economic Development

The main findings of the SWOT under the theme of Economic Development are summarised in Table 3, below.

Strengths	Weakness
<p>Specialist technology areas or clusters - Cork City (pharmaceuticals) Dublin (Financial Services and Technology)</p> <p>Education – Some top 100 ranked Universities;</p> <p><b>Dublin Region:</b>                      - Concentration of Development                      - Population mass c. 1.2 million                      Towns along the eastern corridor - Dundalk, Drogheda, Newry;                      Joining the two largest cities in Ireland Dublin and Belfast by high quality rail and motorway networks.</p> <p>Good Renewable Plan (Belfast);</p> <p>Internationally connected regional airports (Cork/Knock/Shannon/Waterford)</p> <p>Wild relatively underdeveloped western areas for Tourism + Heritage;</p> <p>Natural Resources - Wind, Wave, Natural Gas;</p> <p>Agriculture - Surplus in agricultural production major export; (worth some 21 billion euro retained in economy 3 times pharma).</p>	<p>Dominance of the Irish Market in North East of the country.</p> <p>Lack of a mutually supported cross-border vision and lack of collaboration.</p> <p>Two currencies (Euro and British Pound)</p> <p>Fragile Government links leads to poor structural interactions.</p>
Opportunity	Threat
<p>Significant Electricity / Gas infrastructure upgrade in Western areas to supply the east.</p> <p>Dublin is competing with international cities for FDI business. (EAST)</p> <p>Larger pool of labour resources; (EAST)</p> <p>Inter country with european energy networks (electricity and gas)</p> <p>Potential to produce surplus Energy for export.</p> <p>To create greater structural co-operation.</p> <p>Funding – Dublin will always get funding</p>	<p>Currency Fluctuation (€ v £) combined with funding uncertainties created by economic situation.</p> <p>Lack of diversity in economic activities (over reliance on multinational financial services, manufacturing and call centres)</p> <p>Continuation of Urban Sprawl (Vast suburban residential areas;</p> <p>Potential for very low levels of growth in the new climate and a spatial plan which is predicated on constant growth to function</p>

Table 3 - SWOT Results for Economic Development.

A weakness of certain territorial areas in Ireland is the overly dominant focus on certain economic sectors. For instance in Cork, the primary focus is on the pharmaceutical sector meanwhile in Dublin it is the financial / technology call centre type businesses.

However, the way in which the development of the pharma sector in Cork developed must be seen as a strength, in that the planning authority assembled land banks in the 1980's, through the IDA made sure the appropriate infrastructure was provided to sites and when suitable industries sought a site they were directed to the correct one, thereby significantly shortening the development process for highly mobile multi-national investments.

It has been stated previously that there are vast natural resources located in western areas of the island. These resources mainly comprise the wind and wave resources, which can be harnessed to produce electrical energy. A major opportunity, which should be

realised in the future, is the potential to produce surplus quantities of electrical energy, which can be exported to neighboring European countries, such as the UK. The major power and gas infrastructure development plans currently being delivered will contribute to this realisation alongside the potential to construct further interconnections between Ireland and Britain.

It should be noted that given the current economic slowdown worldwide and the perilous state of the Irish Government's finances a major threat to any future spatial planning and funding of interventions, is the real prospect of little to no growth in Ireland for a considerable time period. There is also the relative weakness of the Euro compared to the British pound, which could further undermine the willingness of international companies to invest in the Irish territory over the United Kingdom and further hamper better coordination with Northern Ireland.

### 5.3 SWOT – Infrastructure and Mobility

The main findings of the SWOT under the theme of Infrastructure and Mobility are summarised in Table 4, below.

Strengths	Weakness
Recent expansion of Motorway Network + Dublin Port Tunnel;  Centralised Decision Making on major capital budgets;  Strategic Infrastructure Developments (Electric/Motorway/Gas/Rail)– fast track process (~ 9 months/18 weeks);  Private Investment;  Dublin and Shannon Airports - directly connected to the International Air Hubs on the Global Network (London/New York/Paris/Amsterdam/Dubai).	Spatial Planning of Infrastructure;  Large Wind resource located in area where infrastructure has little spare capacity for export  Low population density (65 sq/km);  Little investment in expanding the rail network (1960)  Car dependency for majority of travel outside of cities.
Opportunity	Threat
Majority of major infrastructure converges on Dublin Region. Reinforcement of networks (main demand area)  For better coordination of delivery of capital projects in conjunction with spatial plans  Relatively short travel distances between cities  Motorway / Bus Service – Infrastructure Utilisation.  Implementation of the deep infrastructure plans for the western electricity infrastructure to transport wind generation to eastern demand centres	Continued rise in Car Dependency and reduction in funding for road network maintenance;  Administrative fragmentation due to reduction in funding and available resources;  Transport capital and operation funding shortage;  Low density and location of population;

Table 4 - SWOT results for Infrastructure and Mobility

Over the last decade Ireland has experienced rapid economic growth, this enabled the government to invest in major infrastructural projects as a direct response to the growing population and the demands which it placed on inadequately sized infrastructure. The development of the new motorway network, continued investment in the upgrade of electricity and gas transmission

infrastructure means Ireland now possesses some relatively young and modern pieces of infrastructure.

The development of the motorways may make the development of a new deep water port in the Shannon Estuary viable, which could serve as distribution point for the bulk of European seaborne trade.

The short travel distances between designated settlements and the increased mobility provided by the motorway network is an opportunity not to be missed, with journey times from Dublin - Galway (east - west) now under 2 hours. This is an opportunity that could be used to exploit more sustainable travel patterns through the provision of adequate inter-city transport which can directly

compete with the car in terms of cost and speed.

Unfortunately the continued sprawl of the population has led to a chronic shortage of people to provide the critical mass to support high frequency public transport services into or surrounding most settlements other than Dublin.

### 5.4 SWOT – Settlement / Spatial Structure

The main findings of the SWOT under the theme of Settlement / Spatial Structure are summarised in Table 5, below.

Strengths	Weakness
<p>Small country with short relative distances between settlements.</p> <p>Dublin’s position relative to Europe.</p> <p>Low population density, means many areas remain little developed.</p>	<p>Disparate Population.</p> <p>Lack of Connectivity between Regional Cities (economically &amp; infrastructurally)</p> <p>Wrongly designated settlements will not achieve planned critical population mass</p> <p>Radial Infrastructure running to/from Dublin</p>
Opportunity	Threat
<p>National Asset Management Agency in control of significant areas of zoned lands.</p> <p>Economic crisis and recession can be catalyst for change in development patterns through necessity.</p> <p>Pro-Development centred planning system.</p>	<p>Rural Idyll - cultural preference for form of residential development and coupled with cultural view of idyllic wild open countryside.</p> <p>Deficit/At capacity elements of physical infrastructure.</p> <p>Social Infrastructure Deficit</p> <p>Abandonment of Traditional Economic Activity</p> <p>Lack of funding for the rural environment to continue policy of balanced regional development</p> <p>NIMBYism - contributed to by land ownership culture</p> <p>Pro-Development in the face of decline.</p>

Table 5 - SWOT results for Settlement / Spatial Structure.

A key element of territorial cohesion is the spatial / settlement structure and the interrelationship of those settlements with each other. The Irish translation of the concept of polycentricity has largely been a failure due to a lack of prioritisation in the designation of settlements for growth.

The radial structure of national transport infrastructure also hugely influences the potential to increase interaction between the regional cities and 'balance' regional development. The transport system centres on Dublin, a primate city, which inevitably promotes concentration of development in and around the city. Dublin thus has a significant advantage over other designated 'gateway' cities.

It is considered that the relatively low average population density of 65 people per sq. km and the prevailing propensity to choose particular forms of residential development has been the main contributory factor to the continued sprawl of Dublin and the Irish towns. However the low population density could also be considered in a positive light, in that there are some substantial areas with very little development which are proving very attractive for tourism alongside the protection of unique and wild landscapes.

A rather large opportunity to change the Irish settlement structure and form of development is slowly but surely presenting itself, this is the large land banks of zoned lands which are now in control of the state through the National Asset Management Agency (NAMA). The controlled release or refusal to develop these lands will either serve to consolidate the current built form and possibly promote the concentration of development into the designated settlements. Conversely this can also be viewed as a threat due to the remit of NAMA primarily being to create a return on the investment

into the distressed loans and ultimately to make a profit from the lands.

### 5.5 SWOT Synthesis

Following completion of the SWOT analysis, the various components of the analysis were considered as a whole to identify connections, overlaps and potential conflicts. A number of conclusions can be drawn, as follows:

- Ultimately it is considered that there is a fundamental disconnect between strategic objectives, structural and physical reality and political will.
- Spatial concepts adopted in Irish spatial planning often do not align with the entrenched morphology of the state - for example it is considered that the concept of balanced regional development does not align with existing radial infrastructure.
- The planning system and planning concepts in operation are not mutually supportive i.e the achievement of many spatial objectives depends on a level of local coordination which is not currently practiced or facilitated.
- While vertical coordination is somewhat facilitated through a planning 'hierarchy', it is considered that there is a crucial need for structures to facilitate horizontal coordination (coordination across the same spatial scale)
- There is a strong 'local' culture in Ireland which is facilitated in its influence on the planning system through current local government funding structures (local reliance on commercial rates which promotes competition between counties), the political system and a lack of strong regions (electoral imperative only at local level). The over emphasis on

- the 'local' view is too often at the expense at the national or strategic view.
- Without reform of governance structures it is considered that strategic objectives will remain largely aspirational.
  - A framework is needed for implementing the interdependent aspects of spatial strategies North and South of the border (between ROI and NI).

## 6. Discussion of Potential Scenarios.

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## 6. Discussion of Potential Scenarios

Again whilst many scenarios could be considered in terms of enhanced territorial cohesion, following the SWOT three scenarios are identified as being the most likely possible scenarios that could emerge in future years. The purpose of identifying scenarios is to provide a basis for building on the strengths and opportunities and putting in place the necessary interventions to address the weaknesses and threats which have been identified in relation to spatial planning in Ireland through the SWOT analysis.

The three scenarios will each be considered in turn, first through a description of the likely outcomes under such a scenario, followed by an evaluation of relative merits of each and finally for the preferred scenario.

The study concludes with a list of possible actions that would need to occur for the preferred scenario be successful.

The scenarios are as follows:

- 1 Do Nothing (Continue with current spatial planning policies)**
- 2 Reinforce the Regional Government structures and realign local powers to this tier.**
- 3 Establish the Eastern Corridor as primary economic engine and align spatial planning policies with this.**

### 6.1 SCENARIO 1 - DO NOTHING

#### OUTCOMES

- The system will continue as at present with a continuing focus on local planning and a limited focus on regional planning.
- No significant changes to legislation.
- Spatial planning policies will largely remain the same as set out in the NSS.

- Funding continues at the current levels.

#### EVALUATION

The number of planning authorities will remain similar, there will be no realignment of planning powers to the regional level, economic development is likely to be inhibited and implementation of strategic national / regional forward planning policy will remain disconnected from the local plans which are to support the implementation of these policies.

From an evaluation point of view this scenario is the least favorable in our opinion but the most probable should the local government and planning reforms not be implemented.

### 6.2 SCENARIO 2 - REORGANISE PLANNING STRUCTURE TO PLACE REGIONS AS MAIN PLANNING TIER

#### OUTCOMES

- Government proposals for local government reform are implemented fully.
- The planning power in determining development consent and forward planning are taken to the regional level for certain types of projects which have a regional influence.
- The local level simply becomes a mechanism to provide local services and deals with small scale locally based planning applications.
- Directly elected representatives with regional remit to deliver on national policies.
- Lines will be drawn on maps at regional level which definitively outline the strategic projects for the region such as motorways, electricity lines, and transport systems.

## EVALUATION

It is considered that while this scenario would produce a better level of integration of strategic planning and the delivery of projects to support the regional and nation vision it is felt that the removing of powers from the local tier may create a sense of distrust in the system due to the decision maker no longer being the local.

There will definitely be benefits for the delivery of regionally important elements of infrastructure as the likes of identified electricity lines, motorway and gas pipeline corridors will be enshrined in the regional plan maps, as opposed to the current strategic indicative alignments. This will enable the development management part of the planning to protect these corridors from potential constraints that will delay or prevent the delivery.

Whilst this scenario is more favored than the 'do-nothing' scenario it has limitations.

### 6.3 SCENARIO 3 - DEVELOP EASTERN CORRIDOR

#### OUTCOMES

- Polycentric urban conurbation stretching from Waterford to Dublin to Belfast will be established.
- Will become known throughout Europe and compete on a higher level than just Dublin.
- New regional authorities will be created (one for the east and three for the other regions [north, west and south])
- Cross border body and agreement will be established.
- Settlements outside of the eastern region will be promoted in terms of their 'distinctiveness' rather than size (i.e. specialisms in the pharma sector (Cork),

energy hubs (the west) or tourism markets (many coastal areas).

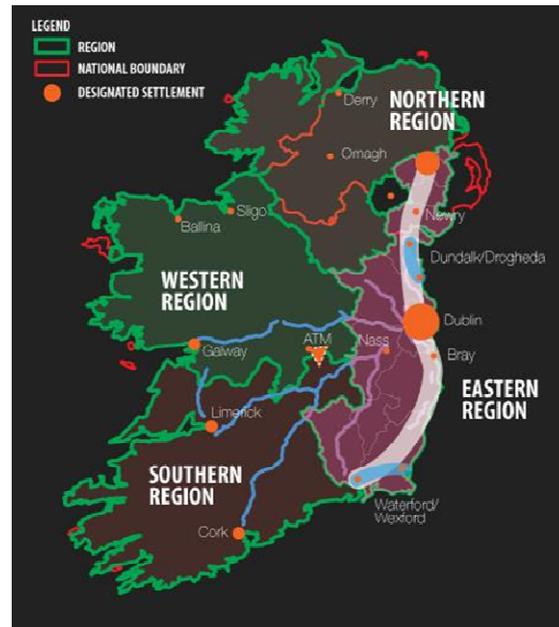


Figure 6 - Possible Settlement Structure for the Development of the Eastern Corridor Region with other Potential Planning Regions.

## EVALUATION

This scenario would see planning embracing current trends (in terms of economic development and increasing urbanisation of the east) and planning for the future most likely to happen and creating the equivalent of a 'city state' as is common throughout Europe.

Development of the Eastern Corridor will only occur through extensive changes in the delivery of planning services and local government functions throughout the region in both ROI and NI. It is desirable that the required critical mass of population will be established in tandem with the appropriate infrastructure to support the increase along with future increases.

There maybe some undesirable outcomes as a result of this scenario playing out including the over exploitation of environmental resources on the east coast as a result of the increase in population that will be required for the conurbation to be established, the requirement for closer

governments co-operation between ROI and NI and the future compoundment of the cultural relationship between the urban and the rural - the so called 'us versus them' interrelationship which may cause conflict if the development of the alternative future for the rural is not seriously considered.

It must also be considered that while this scenario is favorable there may be a considerable disconnect between the types of infrastructure that will be placed in western areas in order to harness the energy potential of these areas to fuel the demand created by the reinforced combination.

The required actions that must be implemented before such a scenario are

listed below under the broad themes as set out under the SWOT analysis. The actions generally reinforce the strengths identified in the

#### **ACTIONS REQUIRED**

The following actions result from a combination of actions proposed during the course of the final year review of the National Spatial Strategy by the students on the DIT Spatial Planning course and the DIT Futures Academy report "Twice the Size? Imagineering the Future of Irish Gateways" (2008).

Economic Development
<p><b>Excellent education at all levels.</b> For the region to compete internationally the education system at all levels will need to be strengthened and enhanced to a world-class level.</p> <p><b>Agility, flexibility and speed.</b> Provide, and continuously develop agile, flexible and transparent support structures for various types of economic activity.</p> <p><b>World-class infrastructure.</b> Ensure the provision of effective and efficient transport, municipal, information and social infrastructure and improve physical and virtual connectivity.</p> <p><b>Indigenous industry and services.</b> Promote and support indigenous industry and services in order to decrease the risk attached to FDI. Facilitate the development of links between companies and educational institutions.</p> <p><b>Local strengths.</b> Identify and build upon the distinctive local strengths in order to create comprehensive, complementary and polycentric economic structures on the island of Ireland.</p>
Governance and Planning System
<p><b>Regional government with executive powers.</b> Strengthen local and regional governance allowing for directly elected representative to hold executive functions, have appropriate budgets with powers to fund raise.</p> <p><b>Collaboration.</b> Remove decision making on certain forms of development such as roads or shopping centres. This will force co-operation internally and externally and amongst multiple actors such as neighbouring local authorities.</p> <p><b>Vision and leadership for the future.</b> Identify the preferred long-term vision, the establishment of the corridor, and to take ownership of achieving this future.</p> <p><b>One size does not fit all.</b> It must be ingrained in plans that one policy or single body will not always be appropriate for appropriate decision making throughout the corridor. For instance the design and needs of public transport for Dublin will be different to that of Waterford.</p> <p><b>Strategic national policy.</b> Prepare and implement a national strategy that would deal with the development and location of strategic infrastructure (i.e. ports and airports), accordingly to national needs and without duplication and diseconomy.</p>
Infrastructure and Mobility
<p><b>Network Effect.</b> Provide public transport accessible for all within 10 minutes walking distance that will connect to high frequency services which will connect to key nodes to provide transport between all gateways on the conurbation.</p> <p><b>Management of resources/networks.</b> Develop plans that will ensure through efficient means the security of supply of energy whether it be renewable or otherwise and access to water resources. Develop strategies to restore/maintain the natural areas for recreation.</p> <p><b>National Coordination.</b> Establish national strategy for the provision of ports, airports, rail and strategic national energy access.</p> <p><b>Economic Crisis / Low Growth.</b> The possibility of scarcity of funding, lower population numbers than predicted and ultimately the failure of assumptions to be correct must factored into plans to allow for at least partial delivery of objectives over a longer timeframe. How much of the project is acceptable as a minimum to be built upon.</p>
Settlement / Spatial Structure
<p><b>Vision for Countryside / Area outside of corridor.</b> An alternative vision must be developed for the area not within the region, whether it be to support recreation of those within the region and to provide alternative opportunities and lifestyle for those who do not wish to live or work in the conurbation.</p> <p><b>Designate new Gateways.</b> In order for the corridor to be realised an effective hierarchy of settlements must be defined along with the minimum functions a settlement must achieve. This should be performed in conjunction with identifying the local strengths of each that can be built upon. (Belfast, Newry/Lisburn, Dundalk/Drogheda, Dublin, Wexford/Waterford)</p> <p><b>Strengths in distinctiveness.</b> Build upon the existing cultural and artistic traditions of the Irish nation, as well as on unique local strengths in developing new types of economic activity and creative clusters.</p> <p><b>High Quality Urban / Rural Areas.</b> There must be a conscious effort to design in standards to provide for high quality urban spaces, complete with adequate community and education services within easy reach. There must be a different approach but equally high quality to providing such services to support the rural areas not part of the conurbation.</p>

## 7. Conclusion.

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## 7. Conclusion

The concept of Territorial Cohesion implies focusing regional and territorial development policies on better exploiting regional potentials and territorial capital. This study sought to explore and analyse the territory of Ireland and the forces which shape it in terms of its main strengths, weaknesses, opportunities and threats. Ultimately it aims to provide insights into how planning can advance the cohesion agenda in the Irish context.

An interesting outcome of the study for the Irish group was an enhanced understanding of the factors which can influence the interpretation of spatial planning and cohesion policy. The application of territorial cohesion as a spatial concept is likely to be fragmented and diverse, due to the diversity of the national planning systems and their underlying social philosophies and cultural values. Ultimately the group notes the importance of generating increased understanding and awareness of the ideologies (economic, cultural and political) which underpin the planning system in order to appropriately shape policy for specific territories.

To date Ireland's attempt at balancing regional development has largely failed and continuing with current policy objectives is unlikely to ever achieve a more balanced territory and may even hinder Ireland's future economic and spatial development.

In order to fully understand the intentions behind the objectives of the NSS it was deemed necessary to consider the circumstances in which such policy was framed. The NSS (published in 2002) was heavily inspired by the ESDP (1999) yet it may

be argued that interpretations and subsequent implementation of spatial concepts were also influenced by a number of important factors.

- A thriving economy and the adoption of free market and neoliberal principles - policy became 'predicated on constant growth to function';
- A political (and thus planning) system in which the local view dominates - inhibits the prioritisation of areas to channel growth and dilutes the strategic focus and many would suggest rendered the NSS powerless from its inception; and
- A culture which favours an 'anywhere-but-Dublin' approach.

In light of the analysis contained within this document a key question emerges.

What do the changing economic circumstances mean for the territorial cohesion agenda, both at a European scale and at a national scale in Ireland?

The group views the current economic crisis as an opportunity for rethinking accepted ideas, practices and policies in relation to planning and development in Ireland and emphasise a need to balance normative vision with a pragmatic orientation in future policy development. Yet in Ireland the NSS represents a move towards more strategic planning and is potentially a critical instrument for prioritisation and coordination. What is needed now is the adequate governance structures to support its intention.

## 7.1 Reflections

This study culminated in a presentation to the ECTP-CEU General Meeting in Brussels on the 6th and 7th of December 2012. Each of the five participating groups (from France, Spain, the UK, Norway and Ireland respectively) presented the findings of their study and subsequent policy recommendations. The dialogue stimulated by the five group presentations generated some very interesting insights and observations both of specific relevance to the Irish context and more broadly to territorial cohesion at a European scale.

During the group discussions a number of important questions were posed including:

- Does spatial planning have an influence in the development of EU territory?
- Does having common priorities across Europe bring cohesion? Is this enough?
- How has spatial planning influenced the relevant case study area (in this case, Ireland) and contributed to territorial cohesion to date?

The groups considered these questions and concluded that spatial planning does indeed represent a critical instrument through which common visions can be articulated and implemented at different spatial scales. The groups agreed that the principles of territorial cohesion are, to a certain extent, conveyed in many of the planning policies and objectives of the participating nations. However it was felt that incorporation of these common priorities had in many cases not been accompanied by sufficient reform in the planning systems generally. In these cases, the legal basis had often not yet been put in place to adequately facilitate the planning process and promote an interdisciplinary approach

to implementation, for example - the inclusion of provisions that require cooperation among planning authorities to address sectoral interests and to ensure consistency in the decision-making process.

Ireland has demonstrated a commitment to moving towards more strategic spatial planning in its adoption of a National Spatial Strategy (NSS). However over the past decade spatial development trends have to a large extent conflicted with the objectives set out in the NSS. Furthermore, many of the objectives no longer align with Ireland's current reality (changing population trends, economic circumstances etc). Thus the group would suggest that a new National Spatial Strategy, accompanied by reforms in the planning system (particularly with regard to the regulation of the system) would further support the role of spatial planning in Ireland and begin to foster a new public and political consensus around the value of planning.

Throughout the study process the Irish team have hugely benefited from the insightful and interesting observations offered by the other participating teams on the topic of territorial cohesion. The dialogue stimulated by the project has reinforced for us the importance of continued knowledge exchange on the experiences of European spatial planning, an ever evolving field.

Finally, we would like to take this opportunity to thank the ECTP and Ignacio Perman in particular for the opportunity to work on such a unique and important project. We thoroughly enjoyed meeting the other participating teams in Brussels and would look forward to working with them again in future. We would also like to extend our thanks to the Irish Planning Institute and Brendan Allen for all their help and guidance over the past year.

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## 8. References

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FRENCH GROUP:

**Lille metropolitan region and the role of the Lille métropole agglomeration in supporting territorial cohesion within the metropolitan region.**

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8.1. Build the Lille metropolitan area as an institution able to bring or to stimulate projects and give a feeling of membership in the AML to the inhabitants

8.1.1. Create modes of governance to allow the emergence of shared projects

8.1.2. Develop a common vision of shared issues

8.1.3. Stimulate the development of a common culture

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8.2. Built the Lille metropolitan area as a geographic space where it is possible to have good life quality, environment protection and economic development and stimulate economic and cultural brilliance

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## 9. Conclusions: Reflections (on discussion and feedback/Brussels Meeting)

## 10. Annexes.

10.1. References

10.2. Interviewees

## 0. French Team.

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**0. French Team:**



**Anne-Sophie PAWLOWSKI** is a project leader to National Coordination of the Councils of Development. She graduated from Science Po Paris/London Paris/London School of Economics.



**Carole ROPARS** is a town planner on a private consultancy located in Meaux. She graduated from the School Euromed Management Marseille.



**Benjamin SAUTJEAU** is town planner on a private consultancy located in Paris and have a master degree of town planning (2011 - Institut de Géoarchitecture de Brest). He works on regional scheme (SCOT, Schéma de Cohérence Territoriale) and local plans (PLU, Plan Local d'Urbanisme). He has general knowledges in town planning with specific skills in housing, demography, civil engineering and mapping.



**Pierre-Marie SIMON** is a graduate student at the Institute of Urban Planning of Lille (Institut d'Aménagement et Urbanisme - Université de Lille 1), specialized on European studies and regional policy. He's currently working on a pro-european association.



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**Clément TRICOT** is a student at the Institut d'aménagement de tourisme et d'urbanisme de Bordeaux. He's purchasing a master degree of town planning. Currently, he's working in Vietnam for the cooperation between Aquitaine region and Lao Cai province. He's planning and organizing an ecotourism project of a lake and a village in Hoang Lien park.



**Benjamin WEHRLY** is a student at the Institut d'Urbanisme de Lille.

## 1. The context of the project.

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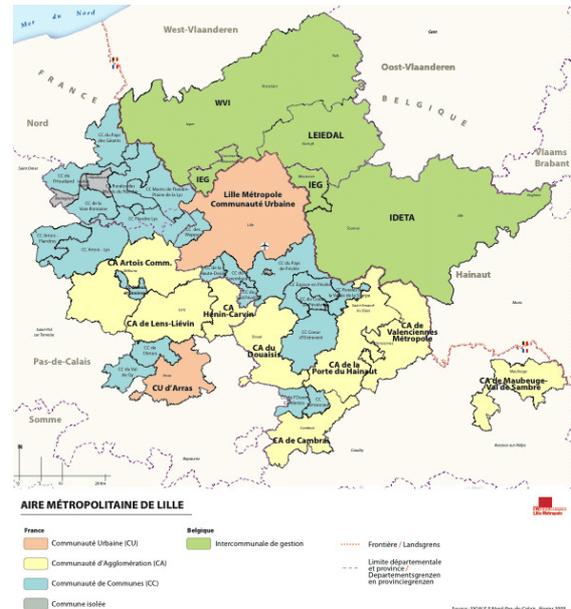
## 1. The context of the project

The study is focused on the Lille metropolitan region and the role of the Lille métropole agglomeration [1] in supporting territorial cohesion within the metropolitan region. As research on the dynamics of city-regions in territorial development is reaching a well-developed stage, we found interesting to add material to the literature with the empirical case study of the Lille métropole agglomeration under the particular lens of territorial cohesion, which was the common topic given to all teams in the challenge.

A first step in the design of our case study was to find the relevant scale on which the analysis was to be conducted. Obviously, the areas of interest for our analysis couldn't be defined by administrative borders. The functional area[2] for inhabitants of the Lille metropolitan area – revealed by territorial studies – was obviously different. On the one hand the Nord-Pas-de-Calais region or the Nord département were too large to be considered as a relevant scale. On the other hand the Lille métropole communauté urbaine (the urban agglomeration around Lille, comprising 89 cities) is too narrow to work as a functional area itself: most of the inhabitants or jobs it hosts are linked to the wider area in which the Lille métropole agglomeration is inserted. For instance, only 25% of employees in the metropolis live within the Lille métropole agglomeration (of a total of 1.5 million jobs).

The metropolitan area, covering 5 900 sqkm, is already used as an object for statistics (studies on housing, population, economic development etc.). However, it has no real governing entity. The only body supervising the development of this area is the Lille metropolitan area association, a joint-venture of local administrations at different levels (agglomeration, département, region and state[3]). In our case study, much proposals will tackle the functioning of this governmental body, which we see as a potentially powerful

driver for territorial cohesion if it is given the legitimacy and tools to conduct policy on the Lille metropolitan area, a territory on which cohesion can be achieved in connection with the success of the Lille métropole agglomeration.



Lille Metropolitan Area members (ADULM, 2009)

By territorial cohesion, we mean the constraints and supports that offer to the territory efficiency and unity, such as a concerted and recognised local government, a range of well-distributed transportation solutions, a prospective planning system covering the whole territory, accessible housing and jobs for all, coherent environment policies, and so on. In other words, cohesion can be described as the balances and imbalances contributing to build a territory. We therefore use a slightly wider understanding of the concept of territorial cohesion than the one promoted by the EU DG Regio – which uses a definition of territorial cohesion more focused on development – given a EU cohesion policy largely based on grants to territories suffering from unemployment, lack of competitiveness, or territorial disadvantages. With a view on the wider inequalities in equipment, infrastructures



or even the environmental quality of the territory, our analysis will discuss the main triggers of territorial cohesion at the Lille metropolitan area level on a range of topics we identified as crucial for a balanced development of the territory, with a particular focus on what the Lille métropole agglomeration may do for the improvement of it.

In order to give a focus to our analysis, which would extend far beyond the limits of a one-year workshop if we were to assess all aspects of how to sustain territorial cohesion, we actually decided to focus on the role of the Lille métropole agglomeration, the main urban center on the territory, in sustaining or

impeding territorial cohesion within its functional region, which we identified as the Lille metropolitan area.

In order to do so, a convenient tool to guide analysis is the SWOT method. Our purpose has thus been first to identify the main strengths, weaknesses, opportunities and threats to territorial cohesion at the Lille metropolitan area level depending on the Lille métropole agglomeration development and agenda. Once this review had been done, we turned to the definition of a practical set of actions in order to improve the situation. actions to take, the means involved, and a best case/worst case scenario of the program's results.

## 2. Territorial Description.

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## 2. Territorial Description

### 1. Demography

Two major and historical urban systems composed the area, around the city of Lille, the major agglomeration and the Lys river on an north/south axis, and the coalfields area composed by such cities of Béthune, Arras, Valenciennes, Douai or Maubeuge. The area is on a plain with a low relief, a perfect situation for the development and the spreading of the urban area. 22% of the area is listed as artificial (about 162 000ha).

The demography is a key point of the cohesion. Indeed, the density by inhabitants in 542 inhabitants/ km<sup>2</sup>. Compared to the French national average of 99 people/km<sup>2</sup> or to the Belgian density, 352 people/km<sup>2</sup>, the area is particularly dense. It is the most populated area in France after the Parisian region.

The area is mainly composed of French people, almost 2/3, 2,965 millions of inhabitants, the Belgian side spread across two Belgians regions is 1,02 million inhabitants. The Belgian regions, Flanders and Wallon speak two different languages, Dutch and French.

The population is now quite stable, only +0.13%/year from 1999 to 2007 (France +0.7%, Belgium +0.44%). The area has known a strong development in the middle of the XIXth century. After the Second World War, a process of deindustrialisation had deeply marked the area. As well the textiles factories of the

Lille area or the mines of the coalfields had disappeared, and the many people due to the jobless situation emigrate all over the different countries. But now, the forecasts of the demography would seem to know a little increase. By 2040, the indicators predicted an increase of +5.7% for a total of 4 000 000 inhabitants, with is +0.17% by year from 2007 to 2040; 410 000 inhabitants in France and 460 000 in Belgium should adding the current population, which means 2 965 000 on the French side (+0.13%/ year), and 1 028 000 on the Belgian side (+0.25%/year).

France has a better fertility rate than Belgium, due to the fact that the French population is younger than the Belgian one.

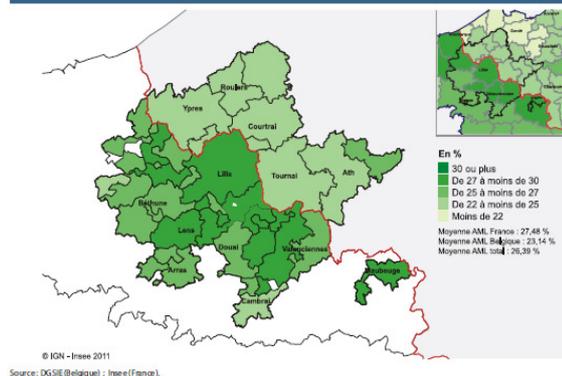
The immigration decreases in the area -3.9%; the area, marked by the deindustrialisation is not an attractive region.

<sup>1</sup> Lille métropole Communauté Urbaine, which we will subsequently refer to as the Lille metropolis, is the agglomeration around Lille composed of 85 cities, 1 091 000 inhabitants and extending over 611,45 sqkm.

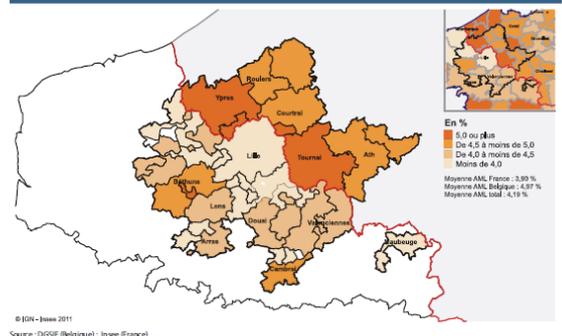
<sup>2</sup> Defined as a coherent area in its functioning (economic, social, cultural coherence, see Positionnement de villes européennes comparables à la métropole lilloise, Agence de développement et d'urbanisme de Lille métropole, May 2011)

<sup>3</sup> See Atlas de l'aire métropolitaine de Lille, Agence de développement et d'urbanisme de Lille métropole / Mission bassin minier / INSEE, January 2012

Carte 2: PART DES MOINS DE 20 ANS DANS LA POPULATION DE L'AML EN 2007



Carte 3: PART DES 80 ANS ET PLUS DANS LA POPULATION DE L'AML EN 2007



## 2. Infrastructures and mobility

The Lille metropolitan area is well positioned at crossroads of international railway network and has a multipolar regional network. In this network, Lille is the connecting point for all transport modes in the Lille metropolitan area.

Local public transportation is important for the Lille metropolitan area: a good share of the inhabitants of the Lille metropolitan area does not own a private car. Public provision of collective transportation solutions is thus heavily relied upon for a number of inhabitants to go around, which has implications in economic and social terms. Unfortunately, French and Belgian rail and public transportation networks aren't connected very well.

In the previous decade, the increase in traffic for people and goods has occurred mainly on roads. Given the high level of use on roads, this creates congestion on the highway North - A1. Public transportation and freight development are thus required to compensate this increase, also in order to tackle issues of environment preservation, as well as economic efficiency and social issues.

The Lille metropolitan area is part of the Northern Europe hub for freight traffic: the area's connection with transport networks allows it to reap the full benefits of this location. Brokers can offer their sites with easy access to the Northern Range seaports (Dunkirk, Le Havre, Zeebrugge, Antwerp, Rotterdam) and a choice of waterways, rail and road transport facilities thanks to a dense network of multimodal platforms and infrastructures. Exploiting these assets has led to the creation of a logistics channel, which stands at the top of the political agenda for the Lille metropolitan area.



Waterways facilities

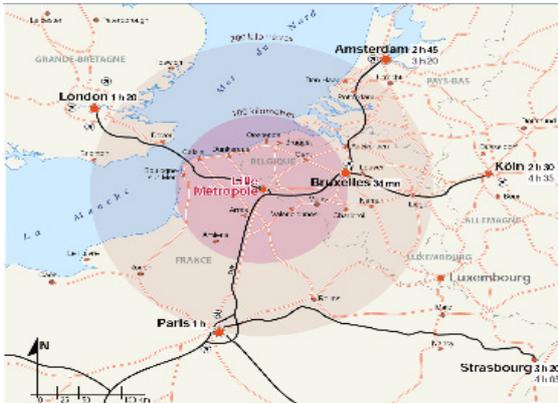
The Lille metropolitan area however isn't the right institution to take decisions and manage infrastructures projects, as other actors keep their own strategy and Lille metropolitan area is not an efficient lobbying actor. With increased governance capacity, the Lille metropolitan area could however become a good project leader. Lille metropolitan area would be able to establish shared strategic plans, experience and engineering.

### 2.1. Railway network

#### 2.1.1. External cohesion

The Lille metropolitan area is particularly well positioned on the north-European high-speed train network. Lille stands at the centre of the triangle formed by Brussels, London and Paris, to which it is connected via high-speed train services (Eurostar and Thalys). In addition, these high-speed train lines are directly connected to airports, with Paris-Charles de Gaulle or the Brussels airport. This greatly improves the area's accessibility with connections to national and international destinations. The railway station is located right in the centre of the city, and surrounded by the Euralille CBD

(displaying business uses and housing). Having less stop threatens the future of this area.



An European place

### 2.1.2. Internal cohesion

The regional railway lines aren't entirely concentrated around the Lille agglomeration. Instead, they form a multipolar web with important secondary hubs: Lens, Arras, Kortrijk, Tournai, Valenciennes, Bethune, Hazebrouk, Douai. The Lille metropolitan area is thus a polycentric region in terms of regional transportation systems, which fosters a balanced development if this enables efficient links between cities. However, connections of the regional rail network with the Belgian side of the Lille metropolitan area are weak, as a border effect: lack of shared investments. Another problem is technical incompatibilities which prevent bridging of the gap between Belgian and French networks, this would be quite easy to solve.

Connections between Lille and other cities within the French side of the Lille metropolitan area have been achieved by the TERGV, a high speed train running on the regional network. Since 2001, 4 lines are in operation: Lille-Arras, Lille-Dunkerque, Lille-Calais-, Lille-Boulogne-Etaples. As a project implemented to foster

territorial cohesion, it is a success by improving journey time. However, it is much more expensive than operating on classic service: whether it will be further developed is uncertain with declines in public funding. Other plans are launched to reinforce multipolarity of the regional network, with existing projects to connect Bethune, Lens and Douai or Lille, Valenciennes and Maubeuge. The question of Maubeuge is particular in the way that the Maubeuge is not clearly integrated in the Lille metropolitan area. Connection by transport could be a good way to integrate it. Others improvements could be planned to reinforced multipolarity and territorial cohesion, as border network services.

### 2.2. River transport

Thanks to its industrial heritage, the Lille metropolitan area has a well-developed network of waterways. Waterways have a great potential for freight transport, but also as an amenity for inhabitants, a factor benefiting the environment, and an asset for tourism. Canal banks could for instance be used for walking or cycling were green areas around them developed. Waterways are also fostering cohesion, as all infrastructures linking cities, countries. Finally, they form an important element of the Lille metropolitan area identity.

This large-scale network connected to the North Sea harbors, the Lille metropolitan area could stand at a strategic point within the North-European waterway system. Some projects are in progress to develop this network (with the renewal of some tracks and the creation of new ones...). The most significant of them is the North "Seine Nord Europe" canal. It is anticipated as a connection with the existing network between Le Havre and Paris. It is a major opportunity to



develop river freight and reduce the use of trucks for the transportation of goods. It is important to note here that freight transportation via river is more developed in Belgium, so that the Seine Nord Europe project opens an opportunity to share experiences between French and Belgian transport authorities and develop a common strategy.

Another landmark of the assets existing on the Lille metropolitan area is the "Delta 3 Dourges" hub: it is an important railway freight station connected to highways and waterways.

As a governing body, the Lille metropolitan area should develop new logistics area or reinforced strategic economic places linked to waterways. In addition, the Lille metropolitan area is well placed to conduct research on land availability, the relevant connections between cities at the regional level, and the development of economic and industrial centers along with adequate transportation infrastructures.

Waterways provide also opportunities to develop blue and green corridors, which are designed to tackle environmental issues and provide amenities to be used as leisure areas. A good maintenance of the canal network encourages uses such as fishing or sports (canoeing etc.). However, freight traffic can be damaging in this respect, disturbing ecological equilibrium or landscape amenities: freight development has to be carefully conducted so as to be coherent with other amenities provided by the uses of waterways.

### 2.3. Roads network

The Lille metropolitan area stands at crossroads of international motorways. The road system seems to be efficient at

regional and local scale; however, the southern part of Lille is marked by traffic congestion, as highlighted by the traffic map below. Lille is a connecting point for road tracks and has to deal with international traffic for goods and people. A ring road project is currently examined to decrease congestion south of Lille; however, the reduction of road traffic should also be done using railway development (for people and goods transportation) and waterway development (for the transportation of goods). In the current situation, the number of trucks increases, but rail and river traffic still represents a low share of the total traffic.

A special note must be given for a better coherence of urban development and transportation infrastructure. Urban development sometimes occurs outside areas adequately equipped with public transportation. However, we mentioned earlier that a good share of the Lille metropolitan area's inhabitants do not own a private car. Given predicted increases of oil prices, such developments must absolutely be avoided, since this may put people in financial trouble, especially in lower social groups, and decrease mobility throughout the region.

### 2.4. Local public transportation

Local public transportation helps to reduce road traffic and act as a means of social redistribution: they enable poor people to be mobile at a low cost. They are of course required for sustainability purposes, given their low level of carbon emissions. Local networks could also be improved in order to develop multimodal mobility (carpooling, cycling, walking, and railway).

A sustained strategy for building up the local public transportation offer is

conducted along on-going policies. There is first the introduction of a unified price system throughout the Lille metropolitan area, which could improve mobility between Belgian and French sides of the region. Projects are also multimodal information to plan journeys and creating a fast connection with light railway between the mining area and Lille.

## 2.5. Airways

The Lille-Lesquin airport is well connected to the Lille city center (which can be reached within 15 minutes by car) and can deal with a small and increasing volume of goods (630 tons when 2 087 950 for Paris-Charles de Gaulle). However, the

Lille-Lesquin airport has low capacities compared to other examples of airports operating near major metropolises. Since both airport and high speed rail facilities are significant parameters to enable the development of strong metropolises. The lack of an important airport for the Lille agglomeration is a real problem for the metropolis to connect and compete with other big European metropolises, and could limit its development prospects. Nevertheless, it must be mentioned that the Brussels' and Paris' airports are close to the Lille agglomeration, so that having no major airport at the heart of the Lille metropolitan area ought not to become a major issue if good connections with these two airports are ensured.

### 3. Economic Development.

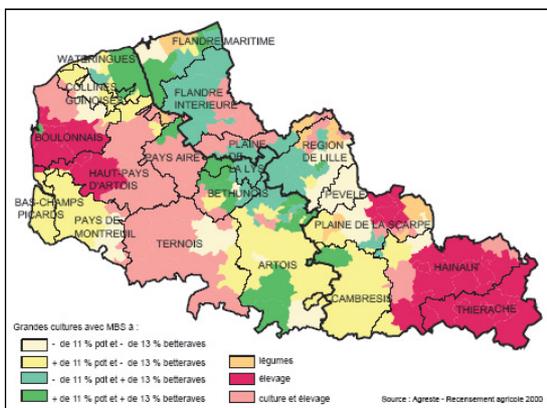
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### 3. Economic development

This section provides a comprehensive insight in the situation of the three economic sectors (agriculture, industry and services) whereby the key priorities for economic development policies are identified and analyzed.

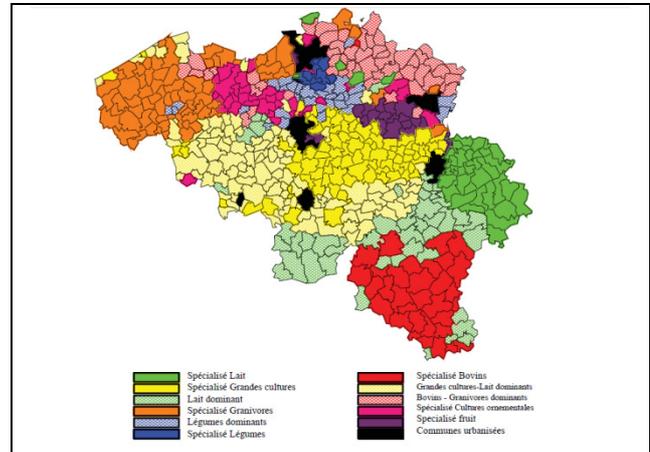
#### 3.1. Agriculture

The agricultural sector represents an exceptionally large share of the area (72%, compared to an average of 57% in France and Belgium), and agricultural businesses are mainly concentrated in periurban areas. This ensures definitive strengths for agricultural activity in the region: given their closeness to consumption centers and transport nodes, agricultural businesses enjoy a high level of productivity. In addition, agriculture in the Lille metropolitan area is the leading producer in a series of essential products (potato, chicory and other vegetables). Large-scale businesses characterize the French side of the Lille metropolitan area, and are focused on the production of cereals, supplying the home market as well as exporting to other countries. On the Belgian side, agricultural businesses are also focused on the production of cereals on wide land plots, combined with the production of milk; in the north, a specialization in cattle rearing can be observed.



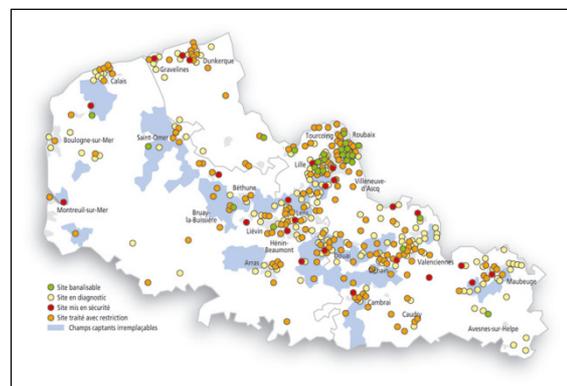
Specialization of agricultural businesses in the Nord-Pas de Calais region (France).

Agricultural land use in the Lille metropolitan area (Atlas de l'aire métropolitaine de Lille, 2011)



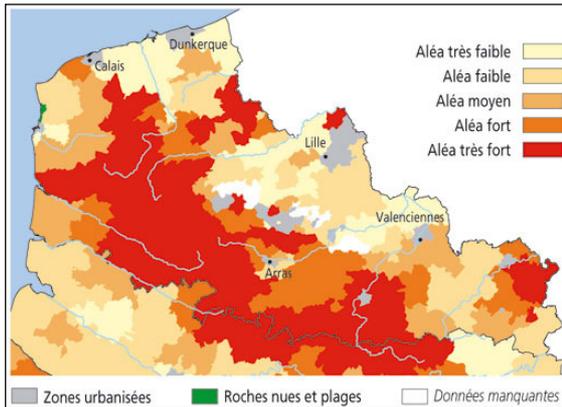
Specialization of agricultural businesses in Belgium (Rapport national sur l'état des ressources phytogénétiques pour l'alimentation et l'agriculture – Belgique, FAO, January 2009)

However, poor environment conditions and urban pressure are huge concerns for agricultural businesses in the region. The environment is a major issue for the quality of the local production: water supplies are often polluted, while some soils cannot be cultivated because of toxic products being present in the earth – this being the heritage of former industrial activities located in the region. As for urban pressure, the population density calls for urban developments which tend to be implemented on agricultural areas, since these latter occupy the most suitable land (flat, dry zones) for construction.



Map of polluted sites in the Nord-Pas de Calais region (DREAL Nord-Pas de Calais)





Map of soil erosion risks in the Nord-Pas de Calais region (DREAL Nord-Pas de Calais)

These two issues, combined with the need for better transportation solutions to carry local productions to consumption centers, threaten the competitiveness of agricultural activities. The issue of transportation is crucial for agriculture, even more than it is for industrial businesses. The transportation of agricultural goods, especially exports, relies heavily on major infrastructures: waterways carry roughly 20% of the total production, and the need to switch from road or rail to sea freight in order to supply international markets gives utmost importance to the existence and efficiency of multimodal platforms<sup>1</sup>. In the current context, the Lille metropolitan area still enjoys definitive strengths in specific productions or production segments. However, it regularly loses ground to other actors in the local and global markets<sup>2</sup>. The lack of a coherent agricultural policy at the Lille metropolitan area level bears a large responsibility in this situation. Agricultural policy is actually subject to various uncoordinated policies – the Lille métropole authority has a policy for organic productions and local supply chains, but the Nord-Pas de Calais region too (yet adding another dimension with a strategy to facilitate the creation and the transfer of farms). As to the Walloon region, it promotes export-oriented businesses as well as farms located on deprived areas of the territory<sup>3</sup>. In addition, the EU Common Agricultural Policy is a supplementary level on

which agricultural strategies are defined to which businesses have to comply if they wish to receive funds from EU budgets. Given the variety of parallel strategies and funding mechanisms available, policy objectives pursued by public administrations and the funding opportunities are difficult to identify for agricultural businesses. The lack of legibility of policy and means available to support activity is thus detrimental to a coherent development of the agricultural sector at the Lille metropolitan area level.

Yet the characteristics of the regional agriculture – as mentioned above, being leader in certain productions and enjoying a high productivity level, and potentially good access to consumption centers – makes it a possible lever to improve territorial cohesion at the Lille metropolitan area level. Several initiatives have been launched on the French side to enhance innovation in this sector – through competitiveness centers gathering agrifood, pharmaceuticals and chemical industries – in order to build local competencies in high value-added productions. For instance, the “Nutrition santé longévité” cluster gathers firms and research institutions to innovate and meet demands for adapted nutritional products, new food processing techniques and disease prevention via nutritional diets. If a consequent effort is made to connect research, food-processing industries and agriculture, the agricultural sector could become a distinctive advantage for territorial cohesion, fostering development in the various agricultural efforts in this sense. Industries located in the Lille metropolitan area and building up a regional pool of competences in research and practice around agricultural productions. However, are

From: Pistes de réflexion sur le fret ferroviaire en France : L'articulation de l'offre et l'intégration du réseau, Transversales, July 2010.

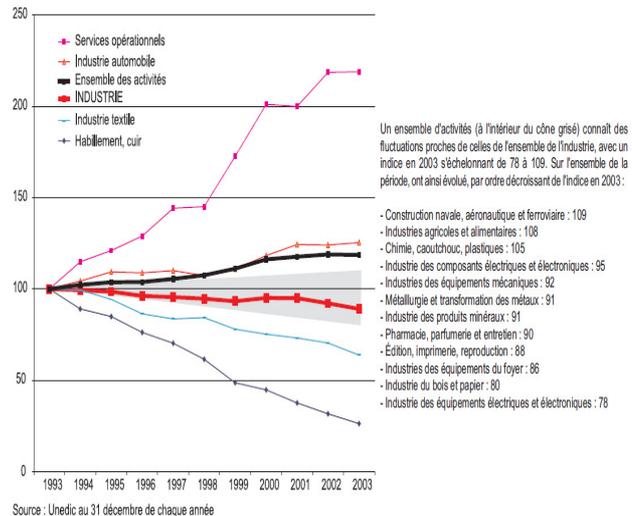
2. From; Dossiers de Profile n°96, L'agroalimentaire en Nord-Pas de Calais, 2010 ; L'agriculture en Belgique en chiffres, Direction générale Statistique et information économique, 2011.

still limited on the French part of the Lille metropolitan area: only one competitiveness cluster – “Nutrition santé longévité” – has been set up on the specific issues of agricultural productions and their transformations. On the Belgian side of the region however, agro-industries are one of the five main priorities set up by the 2007 plan setting Wallony’s priorities for the internationalization and innovation of its economic strengths<sup>4</sup>. Combined with tight links between private research centers and agricultural businesses, this decisive political move has maintained the Walloon agriculture afloat, yet without enabling it to experience sensible growth compared to the national average.

### 3.2. Industry

In employment terms, industry is overrepresented in the region compared to national levels 22% of the employed population of the Nord-Pas-de-Calais region works in the industry sector compared to 16% at French national level and 13% for the Walloon average. The Lille metropolitan area is de facto a leader in a diverse range of industries (agrobusiness, car manufacturing, textile), albeit in a general deindustrialization process (see following two charts). Deindustrialization is responsible for serious social issues in the region due to the closing down of major businesses, a general trend worsened since the 2008 economic crisis. These impacts poorer populations heavily, as industrial employment is concentrated on the outskirts of the Lille métropole agglomeration, where living standards tend to be lower and people employed have difficulties to find employment in other sectors than the industry for lack of skills.

4. From Le secteur agroalimentaire en Belgique et France frontalières, CTE-GO-KMO, July 2010.



Employment evolution in the Nord-Pas de Calais region (France) for major industries.

Évolution du nombre de postes de travail salarié wallons dans les différentes branches du secteur secondaire								
	1993	1995	2000	2005	2007	Part du total 2007	Évolution 1993-2007 (en v.a.)	Évolution 1993-2007 (en %)
C	3 599	3 754	3 509	2 933	2 619	1 %	- 980	- 27 %
D	155 228	147 356	143 489	136 134	139 058	65 %	- 16 170	- 10 %
DA	20 208	18 955	19 729	21 146	21 191	15 %	983	5 %
DB	8 595	7 050	6 092	3 467	2 944	2 %	- 5 651	- 66 %
DC	318	291	143	180	149	0 %	- 169	- 53 %
DD	2 559	2 931	2 803	2 958	3 102	2 %	543	21 %
DE	10 345	10 910	10 258	8 822	8 717	6 %	- 1 628	- 16 %
DF	420	489	244	385	371	0 %	- 49	- 12 %
DG	14 552	14 991	17 512	18 931	20 736	15 %	6 184	42 %
DH	7 049	5 798	5 247	4 417	4 308	3 %	- 2 741	- 39 %
DI	15 053	14 537	13 737	13 056	12 148	9 %	- 2 905	- 19 %
DJ	37 190	34 049	31 013	29 497	30 297	22 %	- 6 893	- 19 %
DK	14 562	14 023	13 907	13 068	14 507	10 %	- 55	0 %
DL	11 982	11 377	10 506	8 699	9 169	7 %	- 2 813	- 23 %
DM	9 292	8 857	8 852	8 420	8 246	6 %	- 1 046	- 11 %
DN	3 103	3 098	3 446	3 088	3 173	2 %	70	2 %
E	9 761	9 715	8 846	7 763	8 129	4 %	- 1 632	- 17 %
F	56 599	54 118	58 269	59 543	65 322	30 %	8 723	15 %
<b>Total</b>	<b>225 187</b>	<b>214 943</b>	<b>214 113</b>	<b>206 373</b>	<b>215 128</b>	<b>100 %</b>	<b>- 10 059</b>	<b>- 4 %</b>

Source : Données ONSS 1993-2007. Calcul : le Forem

C - Industries extractives  
 D - Industries manufacturières  
 DA - Industries agricoles et alimentaires  
 DI - Fabrication d'autres produits minéraux non métalliques  
 DJ - Métallurgie et travail des métaux

Employment evolution in the Walloon region (Belgium) for major industries. (20 ans d'évolution de l'emploi et des secteurs d'activités en wallonie, FOREM, March 2009).

However, a strength associated to the historical reliance of the region on industrial activity is the large labour pool of experienced people, as well as a high level of expertise in



the education and research facilities for matters linked to industry's needs – a good example for this is the textile industry, with various institutions innovating in relationship to the industrial heritage and competences capitalized in the region (from innovative textiles to design and fashion schools or research laboratories). As a result, a move from low value-added activities to higher-end industrial productions is expected from investment in industrial research.

Yet further development of heavy industries is impeded by the current saturation of the transport network (see the above chapter on infrastructure). Moreover, competition is hard with Belgium, the Ile-de-France region (around Paris) and the Netherlands, which compels industries in the Lille metropolitan area to find a right position in terms of markets to supply without suffering from direct competition with these powerful economic centers. To find what industries should be supported in order to distinguish the Lille metropolitan area on original market segments, an effort has to be made in terms of economic prospective so as to identify potentially interesting activities to develop. In this sense, a greater cooperation between public administrations has to be reached in order to establish adequate incentives to support industrial businesses.

### 3.3. Services.

Strikingly, third sector businesses – those dealing with services to people and businesses – is characterized by a huge concentration in value terms around the Lille metropolis. There, the highest value-added activities are gathered in the hypercenter and the close suburbs of the Lille métropole agglomeration, while lower value activities are scattered throughout the rest of the area. Obviously, this results in a lack of territorial cohesion, for the main agglomeration benefits from the development of highly productive jobs and knowledge, while the rest of the Lille

metropolitan area lags behind in terms of innovation, attractiveness to firms and labour, while fiscal revenues tends to be lower.

A definitive advantage for the Lille metropolitan area regarding its services sector is that major clients of the secondary and third sectors are located within the region. These tend to order services from local businesses, thus increasing the strength of third sector firms within the region. However, more diversity in the supply would enable the Lille metropolitan area to really take off in this sector. In the present situation, lack of diversity and limited labour resources of highly-skilled workers make it difficult for the region to develop a comprehensive supply of high-profile services.

From these insights, it becomes clear that the action of Lille métropole and an organized redistribution of the activities – especially regarding services – is much needed. However, a clear articulation of Lille métropole's action with that of the Nord-Pas de Calais region is not yet in sight. At this point, it may be reminded that in the French planning system, agglomerations such as Lille métropole are responsible for the design and implementation of economic development policies. However, the region also has some prerogatives in the field, in the sense that they guarantee a harmonious development on their territory and are in charge of spatial planning. Given these facts, it is possible to acknowledge how subtle the articulation of the regional and agglomeration competencies must be in order to reproduce a coherent action.

In practice, Lille métropole pursues an economic policy mainly focused on specific, high-potential industries. The region also has this approach, combined with a set of general actions to support economic development (i.e. supporting innovation, conducting marketing programs, help for business creation; establish a coherent offer of professional formations etc.). However, it seems difficult for the two institutions to have a

clear, legible articulation of their actions in this field.

It thus seems that a more clear-cut distribution of the competences should be reached in order to establish a sharp definition of what public policy aims to do in terms of economic development, and help avoid redundant measures taken by different actors. Technically, this might not be a huge problem to overcome, as many plans, strategies etc. are being elaborated by the two levels of administration precisely stating the cooperation modes between stakeholders. However, a strong political will is needed for the respective institutions to withdraw from certain fields of actions where they were taking part.

And yet, a clearer distribution of the competences would clearly help businesses

go through procedures and perhaps increase the ability of needy firms to access funds in a clearer system. A decisive action would also be possible in favour of identified high-potential industries, giving coherence to economic development throughout the territory. In terms of territorial cohesion, the Lille metropolitan area's role should be reinforced at this stage. However, the current reform being prepared by the French government on territorial organization seems to have little ambitions for the transfer of economic development competence to the region. It yet considers a reinforcement of the region/agglomeration cooperation, so that a more decisive definition of economic policies might be possible.

## 4. Cultural policy: a vehicle for cohesion within the Lille metropolitan area .

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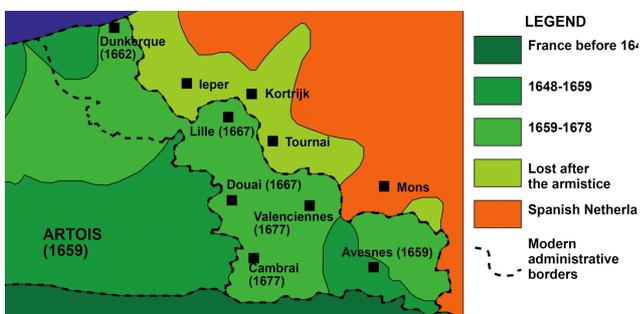
#### 4. Cultural policy: a vehicle for cohesion within the Lille metropolitan area

The Lille metropolitan area has been subject to strong evolutions during the last centuries. This is the reason why today, it features a huge cultural diversity. Nevertheless, due to the particular historical, social and economic context, cultural offering remains unevenly on the territory.

##### 4.1. External cohesion.

An important heritage is drawn from the different countries and kingdoms which succeeded each other (French, Danish, Flemish...) during Middle Age. It is only during the XIVth and the XVth centuries that the territory was united under one unique government. During the reign of the French king Louis XIV (1643-1715), the area was broken up again and has been split among several countries since then.

The map below shows the evolution of the border during the reign of Louis XIV:



The border doesn't concern a physical limit, such as river or natural relief, but administrative limits and that's a reason why the borderline is nowadays extends into the urban area. Furthermore, citizens within the Lille metropolitan area speak two languages, French and Flemish. In Belgium, cultural policy is in the field of linguistic regions, which doesn't facilitate cooperation between the two communities. This is a source of further difficulties (between the Dutch speaking and French speaking parts of Belgium, and between France and

Belgium as well) but it is an asset in terms of cultural diversity.

The Lille metropolitan area was heavily impacted by the two world wars and the last century was an important period for cultural change. Deindustrialization and the following reconversion of the regional economy (see "economic development" part above) incur fundamental changes in the identity of the region, as industrial activities have long marked the local culture, because of the strong impact it has had on the territory, and the local landscape (see the chapter on housing below).

Another characteristic of the Lille metropolitan area is the importance of the "urban factor". Historically, a high level of urbanization has marked the region, so that rural identities are far less anchored than urban ways of living. The Lille Métropole agglomeration is now well connected to European capitals (Paris, Brussels, London...), which broadens the metropolitan culture typical of the Lille agglomeration; this is however a recent evolution, which is perceptible through the success of "Lille 2004" European Capital of Culture. Culturally, Lille is today the uncontested center of the Lille metropolitan area but other cities like Lens (regional branch of the Louvre museum opening on December 12th), Douai (former Capital of the Nord département, with its Fine Arts Museum, Hippodrome Theater), Tournai (featuring a Museum of Tapestry and Textiles, a Roman Cathedral listed on the UNESCO World Heritage), still maintain a distinctive identity given their particular heritage and still compete with Lille on this aspect.

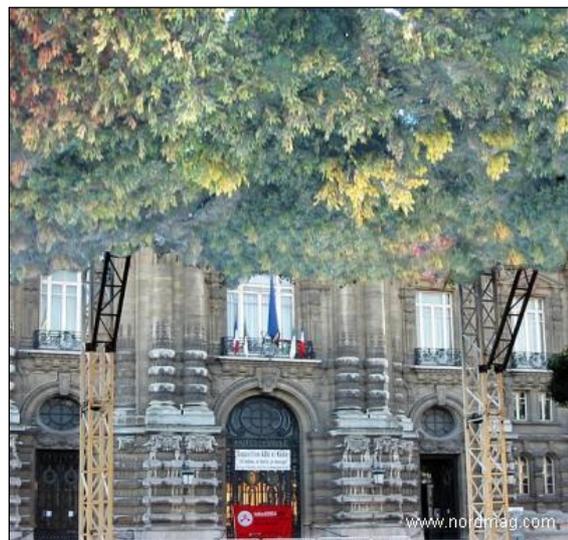
All these aspects of the Lille metropolitan area's history demonstrate that a wealth of different cultures exist in this area. It is a decisive strength for territorial cohesion, since the Lille metropolitan area has traditionally been a zone where numerous exchanges through migration and

trade were able to mix and articulate different identities, countries, and languages. This is the reason why cultural requalification and a cultural policy represent interesting ways to foster the emergence of the Lille Métropole agglomeration as a strong metropolis, and the Lille metropolitan area as a rich patchwork of cultures uniting around a common vision for the development of the metropolitan area. Recognition of this diversity and working on it should first be reached by cultural events and cultural exchanges, which could start a good dialogue between the different cities/territories into the Lille metropolitan area and even reinforced them.

#### 4.2. Cultural renewal for internal cohesion.

Cultural policy is a good way to develop territorial cohesion in the Lille metropolitan area. It is an adequate means to elicit citizen participation in policymaking and less controversial than strong policy (as on economy or housing...). In essence, cultural projects designed with the participation of stakeholders can easily lead to interactions between important actors of the territory, as we can see through the pricing policy in terms of cultural supply for young and socially disadvantaged public, led by the city of Lille, social workers and the Ministry of Education. For the Lille's metropolitan area since 2004, culture has been used as a way to allow a re-appropriation of the territory by its people. In 2004 actually, the city of Lille was elected European capital of Culture by the EU, a status which unleashed political vision and initiative throughout the year, working to

change the grim image of the Lille metropolitan area. Lille was actually known as an industrial city with bad records in terms of unemployment, standards of living, the environment and quality of life. During the numerous festivals held in 2004, all actors of the metropolitan area (economic actors, politicians, artists, inhabitants of the agglomeration) mobilized to organize this big touristic and festive program, such as the "migration" of monumental artistic installations during the year on the whole territory (see the example just below).





La Forêt Suspendue. Lucie Lom (2004). Lille, Main Square. Roubaix, City Hall. Hellemmes, Place Hentgès.

After this, it was decided to carry further the organization of cultural events, given the success enjoyed by the Lille 2004 program. This resulted in a cultural festival named "Lille 3000", organized every three years in the Lille metropolitan area. This is an interesting series of events in terms of territorial cohesion in that it builds a metropolitan approach of the cultural policy within the region, given the strong push to scatter various events of important scale outside the Lille Métropole agglomeration (77 cities have hosted at least one "Lille 3000" event). So the Lille metropolitan area as whole organized cultural events articulated to what other cities were doing.

But the organization of these cultural events, which has had such a tremendous impact for the recognition of a cultural cohesion throughout the Lille metropolitan area, has been criticized by its inhabitants. The majority of the funds (about 80% of the operating budget for culture in the city of Lille) are allocated to Lille 3000 events, so that other voluntary actions (associative sector, for instance) seem to have more difficulties to get funding. And today, "Lille 3000" events seem to take place more and more frequently in Lille and its surroundings, loosening ties with the rest of the Lille

metropolitan area. Cultural marketing actually seems very important for the Lille Métropole agglomeration: in order to avoid a re-concentration of cultural creativity in the Lille Métropole agglomeration, a strategy for cultural should be implemented at the Lille metropolitan area level, taking into account the wealth of other regions in terms of cultural diversity. The Lille metropolitan area should also support further local actors and not only major events, which could lead to the stagnation of private or associative initiatives.

Apart from the specific case of Lille 2004 and Lille 3000 events, cultural renewal within the Lille metropolitan area went first by concrete actions. For instance, a number of "Maisons Folie" have been built throughout the Lille metropolitan area, and outside the territory. The "Maisons Folie" were designed as polyvalent and flexible supports for Lille 2004 events and as focal points to artistic creation and broadcasting, as diverse as exhibitions, concerts, parties. Four in twelve "Maisons Folie" (Arras, Maubeuge, Kortrijk and Mons) are located outside of Lille Métropole territory, two of which are located in Belgium. Partners involved in "Lille 2004" (and later, "Lille 3000") decided to structure them on the associative model: a common policy and a decision making in a participative way. These places are now emblematic for local people who identify them now as part of the urban landscape and as a hub of cultural life. Associated cities were encouraged to make that tool their own, to settle their own cultural program and to lead an autonomous policy of cultural mediation outside the context of the festival. In this case, culture has been used as a mean to establish dialogue between inhabitants and cultural workers.

One of the most original and noticeable experiences throughout the territory is the creation in 1975 of the "Association des Conservateurs des Musées

de la Région Nord-pas-de-Calais" (Association of curators of the Région Nord-pas-de-Calais Fine Arts Museums). This is the only experience of this type on French territory and, as far as we know, in all Europe. This association has been created in order to establish a common scientific policy and planning for events, as well as a common collection development policy, in collaboration with the Faculty of Arts and the regional Humanities Research Center. This association has coordinated several thematic programs (old Flemish masters, Italian drawing, print, photography...) that took place on the whole territory with exhibitions, conferences, festive events, scientific publications and many other things. Nevertheless, although the greater proximity of Tournai or Kortrijk than Calais or Béthunes from the headquarters of this association in Tourcoing, it still doesn't include Belgian museums, which shows the limits of cultural cooperation through borders.

The system of high-speed trains has also reinforced the attractiveness of cultural events. Connections with Brussels, Paris or London are a good opportunity to develop tourism around culture. Also, the "Lille Art Fair" shows the economic intention of development: on the model of international art fair, such as the "Foire Nationale d'Art Contemporain" in Paris. Highlighting its position as a major European crossroads and its carrying capacity for business events, Lille shows its ambition to establish itself as one of the major spots for art market.

Anyway, culture in the Lille metropolitan area touches upon various aspects of the cultural heritage. There are of course historic legacies of the XIXth century, recognized for instance as UNESCO World heritage (for the Lille beffroi or former coalfields) which are renowned throughout the Lille metropolitan area. Yet beyond this, the Lille Métropole agglomeration is busy changing its image, from that of an industrial city to that of a thriving metropolis looking into the future, or in former coalfields (UNESCO Label since 30th July 2012) for example (see "housing" part below for that topic), the industrial past is important. Furthermore, the distribution of the population (in terms of employment and school) is clearly uneven: most of management-level jobs are still polarized in the Lille-Roubaix-Tourcoing conurbation, for instance and close to 2 students in 3 live there. This may explain the possibilities of cultural project and the repartition of credits and the distribution of the offer (we can point out the particularity of Maubeuge that suffer from a lack of visibility and subventions). Even if there are some evolutions (with the future Louvre 2 in Lens for example or the importance of the Bassin Minier) Lille concentrates a large share of the cultural offer. And finally, the size of the cities on the Belgian side of the Lille metropolitan area (less urbanized than its French side) may also explain this unbalanced distribution of cultural infrastructures.

## 5. Housing .

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## 5. Housing

### 5.1. Elements of understanding

#### Land tenure

Available land likely to receive housing operations can be considered as a "reserve" of buildable land, in order to meet housing requirements. Rational and sustainable use of this reserve is a major challenge for the future of European metropolis. The potential for urban renewal allows us to minimize consumption and artificialisation of farmland and natural areas, to meet the needs of the area in natural resources. In terms of consumption of land, there is a sharp contrast between the highly urbanized areas (conurbations Lille-Roubaix-Tourcoing, Lens-Liévin-Hénin, Valenciennes-Denain...) where gross floor area exceeds most of the time the area of land units and peri-urban or rural construction land, where the land is largely underexploited. Policies of "intense city" or "fertile city" is an early grip on this issue by the competent authorities, but they are in their infancy.

#### Housing stock

Constitution of housing stock: its diversity in terms of shape, size and tenure. Existing conditions in the territory should enable it to perform the entire residential history of dwellers in the same territory. On the whole territory, there is a spatial specialization of the offer: small dwellings in the city center and larger units in the periphery. Rental housing is more numerous in the city center. On the territory of the Communauté Urbaine de Lille, city centers specialize in providing small dwellings, which is now clearly inadequate because of the large student population. Few larger units are created, despite the size of households that significantly exceeds the national average.

Diagnosis of the housing stock: the state of the housing stock determines its ability to meet housing needs over the long term without creating pockets of poverty in areas where maintenance of these units is insufficient. At present, there is a deterioration of housing in old working class neighborhoods (old tenements). These neighborhoods were designed and built very fast and without general planning, which now considerably affects the quality and legibility of the urban network and forms, and impacts the implementation of the rehabilitation at a significant level. In inner cities, large units exist, but their maintenance and quality do not allow them to be inhabited.

#### Housing prices

The price of housing (rental and property) corresponding to the resources of the people is necessary, so that housing budget of the households do not become an obstacle to consumption and economy. The housing stock is also expected to be compatible with the manpower needs, encourage diversity of functions related to economic activities remain compatible with the supply of goods and services on the sector. Continuity in price growth between social and the private park should allow people not to remain "captives" of social housing and to choose the location of their housing. 60% of households in Lille métropole agglomeration are eligible for social housing (which is well above the national average) and the construction of new homes is very fluctuating since 2006. Therefore, the supply of social housing is quite clearly inadequate which strongly constrains the residential history of its occupants. Similarly, new housing prices increased steadily since the early 2000s. A very strong policy of new housing has nevertheless been established since housing can be under French metropolis jurisdiction (2000), which is case in Lille.

## Accessibility

Location and good access to public transport network: an enclave of housing may lead to the isolation of its inhabitants and to create a "pocket" of poverty. In particular, housing should be well related to centers of activity and employment, to enable access to employment for residents. The poles of services must be accessible, so that people choose to stay and invest in these sectors. Major infrastructure and natural boundaries (rivers, topography, sectors exposed to risks) may contribute to the isolation of areas of housing.

The rapid growth of industrial activities, from the mid-nineteenth century, has significantly shaped the territory. Economic activities in the city and the metropolitan area are particularly space-consuming and require a large workforce, they were implanted directly near cities. Similarly, the transport needs of people and, especially, goods, required the rapid creation of large infrastructure (railways, roads, canals). Today, the old working class neighborhoods suffer from isolation due to significant urban edges (large rail networks, brownfields...) often abandoned since deindustrialization. Paradoxically, these surfaces provide a pool of potential and cheap land. Their quality is quite heterogeneous and historical pollution is sometimes an obstacle to their redevelopment. The profession of planning and housing have nevertheless developed a recognized expertise in the field of remediation and the development of these lands. Consistency of transport infrastructure, with equipment and housing operations is now a legal requirement in most cities of the metropolitan area and Lille metropolis has been a pioneer in this field.

### 5.2. The issues of territorial cohesion

Housing stock must enable all residents to be mobile to be mobile throughout the Lille metropolitan area to ensure easy population

moves and a real territorial cohesion: it must be diversified in terms of types, prices and tenure in all parts of the territory. Otherwise, the housing stock must be accompanied by a high quality of life in their surroundings in order to remain attractive. If it is not, it is likely to become unattractive, soon leading to the degradation of the urban space, especially for the poorer inhabitants who are often captive of their present dwelling.

For the Lille metropolitan area more specifically, several themes should be carefully examined:

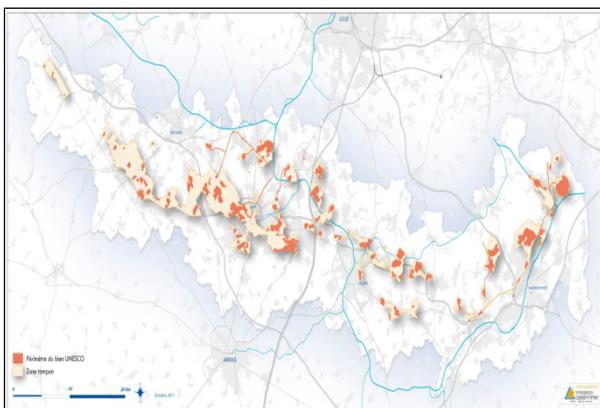
- Access to goods and services must be easier for all residents and housing must be connected to the equipment, shops and services.
- Housing should be connected to the green and blue corridors on the whole territory.
- The policy of rehabilitation of old housing stock and new housing should be in line with the policies of sustainable development, resource management. Indeed, because of the industrial past of the Lille Metropolitan Area and on the basis of the precautionary principal, it will be opportune to monitor with great care the quality of the environment.

We have chosen to focus on former company towns built in the XIXth century with the specific purpose to house the massive workers immigration which took place to fill the jobs opening in the textile and coal industries: the "courées" (for textile industry workers) and the "corons" (for coalfield workers) more specifically for the following reasons :

- They appear to be the major challenge in terms of urban renewal, because of their proportion in the total of the housing stock and their potential degradation.

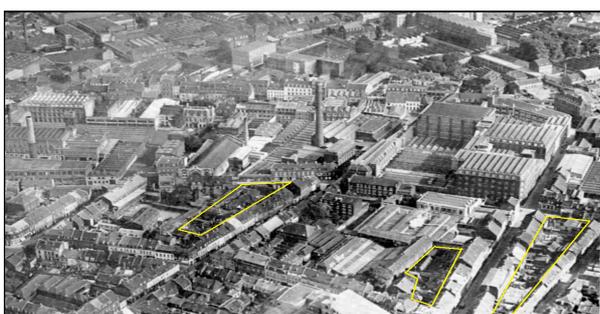
- Some of their characteristics allow better solutions to the issues identified in terms of housing on the territory of the Lille metropolitan area, such as the necessity of a diversified housing stock, connected with urban centres.
- As a marking element of the architectural heritage, they are part of the cultural heritage of the Lille metropolitan area.

In 2012, the UNESCO registered on the world heritage urban complexes, mining complexes and landscapes linked to the coal industry. The map below localizes these sites: The “courées”: company towns in city centers:



The “courées” represent an important part of the old private housing stock of former industrial towns. There are now 1482 “courées”, 12,194 units in Lille, for example. An action targeted at these sectors has to allow it to rebalance the offer on the whole territory of the LMA.

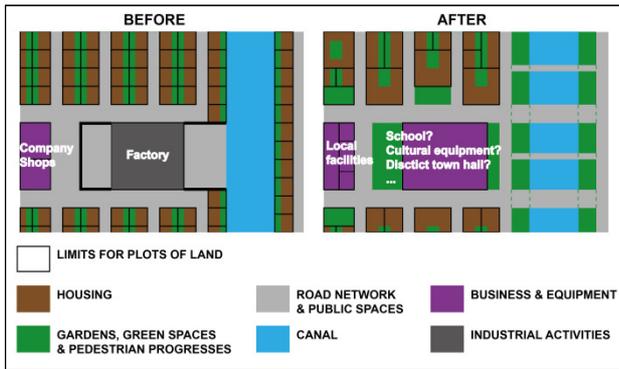
The photo below allows to visualize three “courées”:



Due to its low price, this type of real estate tends to be used as social housing today: it is a temporary solution for the lack of proper social housing. The “courées” appeared in the late XIXth century, to accommodate the workforce in the neighborhood of industrial activities, including the textile industry. They were occupied by local residents and immigrants (on the French territory, this was mostly dedicated to Belgian populations). Industrial activities were located along transport corridors - canals and railways, in order to ensure a continuous supply of raw material and facilitate the transport of the manufactured products directly from the plants.

The “Courées” are now mostly located in the city center, close to former production sites and major transport infrastructures. Those cities were naturally but, somehow, anarchically aggregated around factories and often built at the initiative of employers in order to, among other things, keep the workers captive of their current jobs. They are often located in city centers, where they represent a large proportion of the housing stock. Because of the rapid increase in the need for housing and an explosion of land prices, they were built with the optimization of land tenure in view and represent therefore a potential for densification. Their integration in the urban landscape is uneasy : they connection with urban fabric can seem artificial and their public spaces are often unqualitative, but their central location and/or proximity to main infrastructures give them the potential to serve as efficient basis for urban renewal in the perspective of a better urban network quality.

The Scheme below shows the potential of densification and the possibilities of a better integration of the “courées” to urban centers:



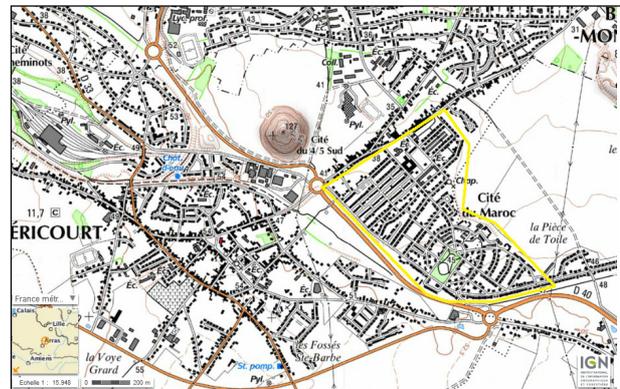
A policy for the rehabilitation of the “courées” has been developed in the early 1970-s with the “loi Vivien” on the suppression of slums. A specific organization (“Organisation pour la Suppression des Courées dans la Métropole Nord”) was created for this purpose. After its dissolution in 1979, the Lille Métropole agglomeration has maintained actions to reduce insanitary housing (the “Résorption de l’Habitat Insalubre” Unhealthy Housing Resorption policy). A growing awareness on the role of social housing in the “courées”, combined with the failure of relocations in large scale social housing cities of the suburbs, has led the Lille métropole agglomeration to develop a policy to undertake urban renewal operations in the courées from 1992. Given the demographic evolution of the Lille Metropolitan area (decrease of the average households size, diversification of the labour market and of the social classes in city centers, for instance), this type of accommodation is generally not in line with the standards of modern life. Nevertheless, its renewal offers the opportunity to create housing units of a more suitable size in the city center and, more broadly, to diversify the housing stock in the city center, responding to issues identified. Indeed, at present we observe an important production of small housing in city centers and a production insufficient of big housing. Therefore, families

(and a lot of workers) have to find accommodation by suburbs.

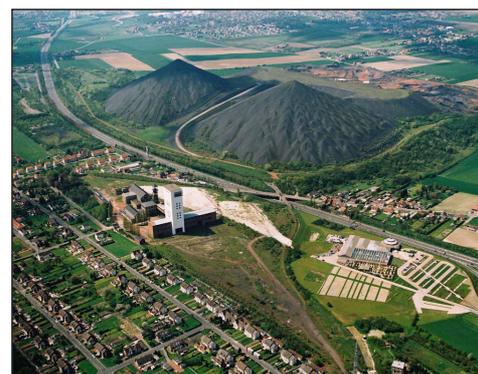
The “coron”: company towns company town among coalfields

Due to the Lille metropolitan area's industrial past, the “corons” (old mining towns) are another element of the Lille metropolitan area identity in terms of historical and architectural heritage. Residential development around coal extraction sites was easy, because of the topography of the territory that is not constraining. The “corons” have been designed as districts quite independent from existing cities and sometimes as autonomous cities with a church, a school, local facilities and a dispensary sometimes. They may accordingly appear now to be isolated today, because they are no longer associated with the jobs provided by the coal industry.

The plan below illustrious an example of “coron”:



The photo below illustrious another example of “coron” with two coal tips:



The corons appear to be located close to marking elements of the industrial landscape (slag heaps, mining heaps, head frames...). To date, the Region has developed a protection and presentation policy for coal tips as part of the cultural heritage, both for conservation of specific ecosystems and for the creation of a green belt around urban sites. Most of the corons are located in the south-south-west of the Lille metropolitan area, within a dense network of medium cities. Their connection with city centers is a major issue, but they already enjoy a good connection with major transport infrastructure (railways, highways, and the airport).

The corons can potentially be easily adapted to the demands of modern living if this opportunity was seized, urban renewal on the basis of this stock would enable densification in existing towns. The "corons" were designed as a French and modern transposition of the British Garden Cities: housing units were built on oversized land units that no longer fits the day-to-day demands of contemporary life. Today, these large groups of urban buildings belong most of the time to public authority (cities, inter-communal structure or social landlords), which can facilitate public leadership in terms of land tenure and allow a more rational land use. This may also allow the development of high quality urban networks (pedestrian and cycling paths network, public spaces) due to the relatively low density of corons and facilitate their connection with city centers, infrastructures, facilities and job opportunities. The architecture and urban forms of the coron (semi-industrial construction, mainly small terraced townhouses) also provides important potential and high technical flexibility in terms of urban composition: substitutions, combination, superimposition...

	<i>Land tenure</i>	<i>Localisation</i>
« courées »	Mostly private Public intervention uneasy	City centers Atractive localisation
« corons »	Mostly Public (social housing). Involvement of public authorities	City centers Atractive localisation

### Internal cohesion

Intervention on housing, and coordination of different transport authorities, will be essential to rebalance housing supply in the area and access to jobs, education, equipment, goods and services, which is essential for the quality of life for residents and the functioning of the labor market. (See the part "diagnosis" on the housing).

Strengthening the link between housing and green and blue corridors will allow to:

- Highlight local culture related to industrial past. Indeed, housing, coal tips and canals bound to the industrial past are important elements of the local culture.
- Improve quality of life by providing access to natural areas for the corons and courées.
- Preserve ecological continuity by joining the initiative of the Department of conservation of coal tips as green belt for agglomerations.

### External cohesion

The cultural dynamic, driven by the installation of the Louvre (national museum) in the city of Lens (on the "Guggenheim" model) decided in 2003, and the recent listing of the former French coalfield in the UNESCO World Heritage sites reveals a remarkable turnaround in the way the image that Lille Metropolitan Area projects outside its territory. The quality of this industrial heritage, and its potential in terms of urban renewal, must be highlighted as a factor of attraction and radiation outside the territory.

The excellent integration of LMA in the regional, national and international transport networks, may allow it to facilitate residential and professional mobility inside and outside the territory.

## 6. Planning System and Governance .

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## 6. Planning System and Governance

Before referring to the crucial point of governance, we would like to introduce the topic by a reflection on what is meant by the notion of 'governance' in local policy. First, it might be seen as a process that leads to make effective decisions, through an interplay of actors, politicians or citizens. This definition is quite comfortable, because it doesn't set any other goals than the process of elaborating shared decisions.

Governance may also be considered as the sum of local governments sharing decision; in this context legitimate governments are needed. This second definition points to the problems we are facing: which administration is leading any issue? Which one is above the others?

To make the situation more complex, we must remember the democratic character (theoretically) needed for political legitimacy in Europe, and remember that French power devolution is based on multiple administrative layers and centralized powers, from the state to local administrations. This is even more complicated considering that France has started its regionalization thirty years ago, by devolving power to local administrations on the principle of subsidiarity.

Nowadays, the tendency to flank policies by citizen consultation might be justified by the difficulties to express their interest only by vote, and because the issues raised by territorial action can be expressed at many scales, different from administrative borders. Before describing the actions we suggest for the governance of the Lille metropolitan area, a short description of the actors at stake is proposed, keeping in mind that spatial issues are dealt with both in the short and long term, with multi-scalar and cross-border approaches.

The observation of territories also requires engineering dedicated to the study of phenomena that affect the balance of the

different actors that compose it. A forward-looking planning strategy must be developed in a multi-scalar and multi-criteria approach. It remains, however, that planning documents lack normative power. These documents are the local urban planning at city level (PLU), territorial coherence schemes at agglomeration level (SCOT) and regional plans for spatial planning and sustainable development at regional level (SRADDT). We should also add that these strategic documents never extend beyond administrative borders. Agencies such as the planning and development agency planning of the Lille métropole agglomeration (ADULM) or the mining basin committee (Mission Bassin Minier) are already efficient observers of the area at multiple scales.

### 6.1. Major structures

#### 6.1.1. Lille métropole communauté urbaine, the leading structure

Lille métropole communauté urbaine (which we may subsequently refer to as the Lille métropole agglomeration) is a public administration that includes 85 cities (notably the North-South conurbation Lille-Roubaix-Tourcoing and Villeneuve d'Ascq), which represent around 1 million inhabitants on a territory larger than 600 sqkm. The representatives of the community are the city mayors, designed by the city council. Given that they are not directly elected by citizens, the composition of the executive is a matter of political negotiation between elected mayors and councillors. Lille métropole communauté urbaine is competent in all issues of agglomeration interest: urban transportation, urbanism and planning, environment, research, housing, water and sanitation, road and signage, parking etc.

This is the competent entity to regulate urban living area issues. Anyway, the Lille métropole agglomeration is only part of the urban system composed by the Lille

metropolitan area. Member of the Territorial Coherence Scheme association, founding member of the association for the Metropolitan Area (LMA), cornerstone of the Eurometropolis Lille-Kortrijk-Tournai, and major city of the Nord-Pas-de-Calais region and Nord department, the Lille métropole agglomeration will surely continue to play a great role in territorial cohesion.

### 6.1.2. The Lille Metropolitan Area, the cooperation basis

The Lille metropolitan area is an association of local administrations cooperating on a polycentric urban development and shared economic interests. As you can observe below, the Lille metropolitan area is composed of 14 institutions, including the Lille métropole agglomeration authority, surrounding French agglomerations and also the Belgian West Flanders and Hainault (Wallonia) district.

We must notice that the Nord-Pas-de-Calais region and Nord département also support the association. This blockbuster cooperation structure is based on a win-win relationship, starting from the fact that a successful metropolitan strategy relies on a mass effect provided by the systemic logic of these areas and the complexity of local development; in that extent isolated measures appear ineffective.

LMA has defined four thematic commissions:

- Transportation and mobility
- Housing and urban renewal
- Green/blue corridors and water resource
- Europe

## 6.2. Key actors

### 6.2.1. Coalfield cities, solidarity as a vector of cohesion.

Cities from the ancient mining industry form an arc in the south of the Lille métropole agglomeration. There are some medium-size cities such as Béthune, Lens, Douai, Arras, Cambrai, Valenciennes, Maubeuge. Their interest to contribute to the building of a metropolitan center around the Lille agglomeration lies in the attractiveness it could bring to the region as a whole, and their need of shared strategy to counter crisis effect.

The Louvre-Lens project is a good example of outreaching strategy led by culture; the Nord-Pas-de-Calais region is funding a major part of the project, after the success of the Lille European Capital festivals.

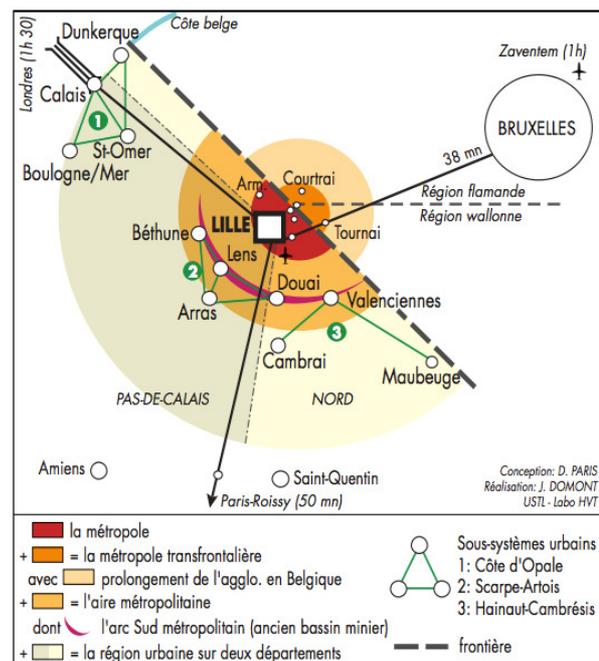
### 6.2.2. The Lille-Kortrijk-Tournai Eurometropolis turning the border into bridge

A pioneering initiative for cross-border development lies in the European Grouping of Territorial Cohesion (EGTC) created in 2008. As a cooperation structure between local administrations of various levels, the Eurometropolis brings together 14 institutions who have decided to work together to support and promote cross-border, transnational and inter-regional cooperation, from agglomeration authorities such as the Lille métropole administration to regional authorities and the French and Belgian states. This EGTC offers the capacity to cooperate at any level of competence relevant for the territory of the three cities. It might be a first step towards larger cross-border cooperation in the metropolitan area to the benefit of territorial cohesion.

France	The state The Nord-Pas-de-Calais region The Nord département Lille métropole communauté urbaine
Belgium	The federal state The region and community of Flanders The province of Western Flanders The LEIEDAL inter-communal authority (Kortrijk district) The WVI inter-communal authority (Roeselare, Ieper and Tielt districts) Wallonia The French community of Belgium The Hainaut province The IDETA inter-communal authority (districts of Tournai and Ath, communes of Lessines, Silly and Enghien) The IEG inter-communal authority (district of Mouscron and commune of Estaimpuis)

**EGTC members**

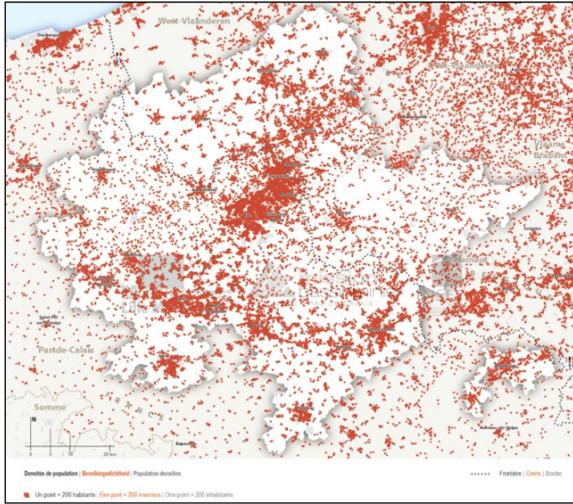
The ambition is to do away with cultural, political and administrative borders in order to make this diversity an advantage and, above all, to make daily lives of citizen from this cross-border region easier. It allows reinforced cooperation, based on a bottom-up approach, each member being able to make proposals. The main idea is to represent a European region on the European and international map, the geographic position between Paris, Brussels and Antwerp doesn't let Lille urban community as a big enough actor for being attractive. The revision of the current regulation of EGTC makes political cooperation, decision-making, and implementation easier.



Lille territorial polarization and relations, (D. Paris, 2002)

**6.3. Lille, center of the North Western Metropolitan Area**

Regarding the Lille métropole agglomeration and its area of influence, there is a real cross-border metropolitan area. What is sometimes called North Western Metropolitan Area has here one of its coherent continuous agglomeration, whose cohesive development is tied to the attractiveness and cohesion of the Lille métropole agglomeration itself.



Population density in the Lille metropolitan area, ADULM (data INSEE 2008).

Even if there is certainly long term opportunity to build larger and larger the governance of tomorrow, we will focus on measures that may apply on the Lille metropolitan area. A genuine cross-border authority replacing existing administrations seems quite unrealistic, so we prefer to deal about already possible optimizations of shared decision and pragmatic action.

## 7. SWOT Analysis .

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## 7. SWOT Analysis.

### 7.1 SWOT Particular topic of the group

The Lille metropolitan area presents characteristics of a coherent set: a central city, an effective system of transport and an economic past which made a part of local culture. The activities which allowed the

economic development of the Lille metropolitan area slow down. Nevertheless the region has strengths for a new development. The Lille metropolitan area is a cross-border space. It means also that it constitute a peripheral space of two lands. For this reason the governance of the Lille metropolitan area is complex.

### 7.2. SWOT Synthesis.

Strengths	Weakness
<ul style="list-style-type: none"> <li>A cross-border area</li> <li>A shared history: old-established borders, industrial heritage</li> <li>Social informal co-operation already established</li> <li>An obvious correspondence of living and economic spaces</li> <li>High speed rail to capitals (Brussels, London, Paris)</li> <li>Waterways</li> <li>Political will to improve cross-border links</li> <li>A large reserve of land tenure.</li> <li>Demographical dynamism.</li> </ul>	<ul style="list-style-type: none"> <li>Difficulties to link Belgian and French sides of the territory (divergences between Flanders and Wallonia among other causes)</li> <li>Lack of local democracy / top-down involvement</li> <li>The complexity of French administrative system</li> <li>Car dependence and infrastructure congestion in southern area</li> <li>Old and inadequate housing stock</li> <li>Consequences of economic reconversion (industrialisation crisis)</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Comply with the recommendations of DG Regio for a governance corresponding to living areas</li> <li>Build metropolitan strategy with every concerned partners</li> <li>Support informal co-operation by adequate public policies</li> <li>Catch territorial reform opportunities to increase power devolution</li> <li>Optimize railway tracks to accommodate freight</li> <li>Enhance intermodal pricing efficiency throughout the Lille metropolitan area (public transportation)</li> <li>High potential of urban renewal due to diversified housing stock</li> <li>A strong and innovative housing policy.</li> </ul>	<ul style="list-style-type: none"> <li>An organization too depending on notorious political personalities</li> <li>A complex project to share, implying a tremendous pedagogic effort towards the population</li> <li>The crisis period may worsen localized inequalities damaging cohesion (can be extended to EU cohesion)</li> <li>The railway system is quite dependent on regional subsidies</li> <li>Urban sprawl without efficient transportation policy</li> <li>A lack of social housing and inadequate housing stock in terms of size, location and prices.</li> </ul>



## 8. Recommended Actions and Potential Scenarios.

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## **8. Recommended Actions and Potential Scenarios**

To improve the territorial cohesion of the Lille metropolitan area it is necessary to engage several actions at the same time. The objectives of these actions are:

- build the Lille metropolitan area as an institution able to bring or to stimulate projects and give a feeling of membership in the AML to the inhabitants,
- built the Lille metropolitan area as a geographic space where it is possible to have good life quality, environment protection and economic development. This geographical space should also have possibilities of economic and cultural brilliance.

### **8.1. Build the Lille metropolitan area as an institution able to bring or to stimulate projects and give a feeling of membership in the AML to the inhabitants.**

#### **8.1.1. Create modes of governance to allow the emergence of shared projects.**

- Reinforce multi-scalar and wide-spread local policies by a coordinating entity like the Lille metropolitan area.
- Provide trans-european policies through the EGTC or regions.
- Focus on operational and prospective issues through strategic cooperation.
- Go beyond local interest to overtake short term challenges.

#### **8.1.2. Develop a common vision of shared issues**

- Establish a master plan to coordinate the management and development of transportation infrastructure. A master plan needed to prioritize actions and answer questions like: what are the most urgent issues throughout the area, or what specific investments must be made on what point. Not having a broad view on infrastructure strategy

could create imbalances in the equipment of the region.

- Identify the Lille metropolitan area association as a key actor: it is in the best position to decide and organize the distribution of the different modes of transport (also between the different cities, economic areas etc.), as coordinator and lobbying actor with cities, regions, EGTC, states, and the EU. The Lille metropolitan area should be identified as leader in order to share engineering and experiences.

- Invest in waterway and railway freight development: for the moment the Lille metropolitan area is not an institution able to pay or decide, but it should have a view of a large scale and try to organize different networks for a common development and limit competition.

- Clarify the competences distribution between administrations for economic development.

- Assign clearer, well-communicated priorities for funding and support for the economic development.

- Develop a common reflection on the shared issues for the housing. Work in a participative way, between all the actors of urban renewal through the territory. The sharing of experiences, successes as failures, the development of a common methodology for the assessment of policies and operations, should allow the definition of a shared engineering in the renovation of old urban centers and industrial cities, on the scale of the Lille metropolitan area.

#### **8.1.3. Stimulate the development of a common culture**

- Improve the practice of Dutch and French.
- Create a citizen consultation platform and define a cultural strategy for the Lille metropolitan area. A workshop like this exists in the EGTC. It enables an articulation between

strategies conducted by public administrations and the creation of an interface between public and private actors to support cultural events. The definition of a cultural metropolitan strategy could give some consistence to the LMA. The heritage is particularly rich but the initiatives are still dispersed. It could create a real metropolitan axis. Culture is often the best and first way to cooperate.

- Continue to run on the success of major events establishing correspondences throughout the territory and not only in the Lille métropole agglomeration.

- Exploit the full potential of and reinforce decentralized infrastructures such as the “maisons folie”, which improve the image of some neighbourhoods.

#### 8.1.4. Value the cultural heritages

- Identify landscape elements created by the former mining industry as a common heritage of the Lille metropolitan area. Value this cultural heritage through the project of a regional green and blue corridors network in order to encourage the development of a common identity across the Lille metropolitan area, the establishment of a more sustainable management of water resources, as well as a better preservation of biodiversity.

## 8.2. Built the Lille metropolitan area as a geographic space where it is possible to have good life quality, environment protection and economic development and stimulate economic and cultural brilliance

### 8.2.1. Meet the challenges identified on the territory for environment, economic development, transports and mobility, cultural policy and housing

- Maintain and improve the multipolar railway network for internal cohesion.

- Improve freight transportation to sustain industrial activities.

- Enhance investments to support transition to higher-end productions in industry.

- Set up a unique system of combined prices and information for inhabitants (specifically for them having to pass often the border between the French and Belgian area).

- Develop innovative and flexible solutions to encourage greater social diversity and mobility as well as a broad functional mix. The diversification of housing in size, price and tenure, should allow greater residential and professional mobility, a better distribution of housing supply in city centers and better access to local facilities in the suburbs.

- Ensure that the concentration of services in the Lille métropole agglomeration does not cause a development gap between the metropolis and the Lille metropolitan area.

- Take measures for the agricultural activities to prevent activity from being harmed by poor environmental conditions.

- Identify the natural heritage as an element of quality of life in order to favor their preservation.

### 8.2.2. Stimulate the brilliance of the Lille metropolitan area

- Maintain and develop the transports infrastructures.

- Stimulate an economic development based on innovation.

- Value the culture of the Lille metropolitan area so that it can be better known.

The best scenario aims to build the Lille metropolitan area as an institution able to bring a vision of the territory and to promote it with the support of the inhabitants. Most of the proposed actions need to be linked with the other actions to be efficient.

## 9. Conclusions: Reflections.

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## 9. Conclusions: Reflections (on discussion and feedback/Brussels Meeting).

Having developed these insights concerning territorial cohesion in the Lille metropolitan area, we – the French team – took the Brussels meetings an outstanding opportunity to really exchange knowledge and share questions regarding the multiple dimensions of territorial cohesion with other European young planners. The territorial cohesion remind us to see a territory as a whole in which elements interact, and then how propose a common vision for him. Our thanks go to the ECTP team and Ignacio Peman for giving us the opportunity to participate to this experience and open our views on spatial planning in a European context.

Although each team picked up different case studies: at national, international, regional, or metropolitan level, all focused on questions tied to metropolises: Dublin, Oslo, Lille, London and Zaragoza. It thus seem that metropolises were recognized, in our small sample of European young planners, as key factors for territorial cohesion, either in positive or negative ways. It would be interesting to extend the research to more multipolar territories, as the Irish group began to do. Also, the conclusions presented by most teams somewhat imply that metropolises are the only way of region development are viewed as the only way to enhance regional development.

None of the projects managed to truly highlight the issues of rural areas, while they

potentially have a major stake in the issue of territorial cohesion. None of the projects touched upon the question of territorial justice and solidarity. It seems yet a prerequisite to prescribing this or that path for development to be clear about the objectives given by society for its own future (see John Rawls' works). Comparing economic models, only the Norway team approached the question of how political choices influence spatial planning. And if environmental issues – a well-known topic for justice theory regarding future generations – have not been directly dealt with, all teams paid extensive attention to governance and infrastructures, which are also part of the legacy left for future, better development and the improvement of territorial justice thanks to a re-balancing of local development.

To enhance territorial cohesion, some teams promoted masterplans to ensure coordination of public and private action. Politicians are often attributed leading roles to sustain territorial cohesion policies; yet, about the role inhabitants are entitled to play in territorial governance should be further researched, perhaps in projects of larger scope than this one-year European challenge of young planners. This challenge however was considered as a first and promising step by all members of the French team, and we hope such initiatives may become more numerous, perhaps with more ambitious scope, to give many more young planners the opportunity to have their views challenged and learn from their European counterparts.

## 10. Annexes.

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## 10. Annexes.

### 10.1. References

#### Territorial cohesion

Fifteen steps toward territorial cohesion. Spatial planning guidance, Jan Vogelij, ECTP/CEU, october 2010.

#### Lille metropolitan area

Déclaration d'intention de l'aire métropolitaine de Lille, Appel à coopération métropolitaine, AML, mai 2005.

Atlas de l'aire métropolitaine de Lille, Agence de développement et d'urbanisme de Lille métropole / Mission bassin minier / INSEE, january 2012.

#### Lille's large territory

Positionnement de villes européennes comparables à la métropole lilloise, Agence de développement et d'urbanisme de Lille métropole, may 2011.

Lille, de la métropole à la région urbaine, Didier Paris, Mappemonde, February 2002.

#### Thematic approaches

Friches industrielles et pollutions historiques, Lille métropole Communauté Urbaine, may 2005.

Programme Local de l'Habitat, Lille métropole Communauté Urbaine, 2005.

Schéma régional des transports. Faire de la région Nord-Pas-de-Calais un hub au cœur de l'Europe, Région Nord-Pas-de-Calais, november 2006.

Schéma national des infrastructures de transport, avant-projet consolidé, Ministère de l'écologie, du développement durable, des transports et du logement, january 2011.

### 10.2. Interviewees

Thierry BAERT, director of studies, Agence de développement et d'urbanisme de Lille métropole

Abdelali LAHLALI, in charge of international partnerships, Lille métropole Communauté Urbaine

Didier PARIS, university professor, Institut d'Urbanisme de Lille; president, Conseil de Développement de Lille métropole

Céline SCAVENNEC, responsible task Territorial Cooperation, Lille métropole Communauté Urbaine

Delphine VANDECANDELAERE, in charge of the metropolitan economic development plan, Lille métropole Communauté Urbaine

NORWEGIAN GROUP:

**Territorial Cohesion in the Oslo Region -  
Planning for Housing, Mobility and Economic  
Development in the Norwegian Capital**

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## 0. The Norwegian Team.

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## **0. The Norwegian team:**

The Norwegian team consists of Iselin Hewitt, Simon Friis Mortensen, Elin Seim Mæsel, and Mari Svolsbru, all four master students in Human Geography at the University of Oslo.



**Iselin HEWITT** is specialising in urban and regional development. She is currently writing her master thesis as part of a comparative research project, "Nordic welfare states and the dynamics and effects of ethnic residential segregation". The master project is a quantitative analysis of moving decisions among native Norwegian households with children in the Oslo region.



**Simon Friis MORTENSEN** is specialising in urban geography and urban planning, and is currently working on his master thesis, where he with a starting point in international city rankings, is focusing on how interurban competition, entrepreneurialism and governance is shaping the urban development in Oslo.



**Elin Seim MÆSEL** has a background from political science but is now specialising in economic geography and regional development. She is currently writing her master thesis in collaboration with The Nordic Institute for Studies in Innovation, Research and Education. In her thesis she is analysing the correlation between firms' localisation and their search strategies for collaborative partners.



**Mari SVOLSBRU** works with environmental geography in different regional and urban contexts. Her master thesis is on the connection between loss of biodiversity in the ocean and agricultural practice. She has worked with mobility management at the Norwegian Public Roads Administration.

### A human geographic perspective

The Young Planners Working group is an interdisciplinary planning workshop. However, the Norwegian group consists solely of students of human geography, and this marks our work. Our approach is based on the theories, perspectives and empirical knowledge, which we have gathered during five years of study. In addition to the shared knowledge from our studies, we also have experience from different fields within human geography, spanning from urban planning, economic development, environmental studies, and political analysis. Analysis in our tradition is concerned with critical analysis, considering the social, environmental and economic consequences of planning efforts

and prioritizations. We hold the view that planning is not a value free tool, and in being part of a planning process one must necessarily enter spheres of value laden decisions. Denying this aspect in making priorities is value laden in itself. Our approach to spatial planning is not based on engineering and design, but reflections over space, content and structure. Alongside strong visions for how things could be done in a better way we see that our field can be complemented by approaches from other fields. Therefore, this process of presenting our work and getting feedback in an interdisciplinary milieu has been fruitful.

## 1. Introduction.

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## 1. Introduction

### Topic and research question

Through the ECTP-CEU initiative for a Young Planners Working Group we were given the task to do a project on planning and territorial cohesion on a region in our country. The goal of the project was to exchange experience among young planners in Europe. We worked in phases to analyse our region, conduct a SWOT analysis and develop a set of plans to promote territorial cohesion. In the working process we communicated and exchanged ideas with the other groups from Spain, France, Ireland and England. The Norwegian team chose to focus on the capital region of Norway, because it is the fastest growing region in terms of population and economy. Initially this led us to analyse the severely pressured housing market in Oslo. As we dug deeper into the theme we realised its interconnectedness with mobility and economy, and thus we expanded our focus to consider the links between these issues. The Norwegian capital is currently experiencing one of the highest population growths in Europe. Suitable areas of expansion of the built environment are running out and the transit systems are getting saturated. In order to exploit areas outside of Oslo greener options for travelling is needed. Both mobility and housing are limiting factors that will impact the potential for the future economy, and all three themes are inseparable from a focus on sustainability. In the Norwegian context it is important to note that the impact of the global financial crisis has been lower than for many other European countries. The economic concern in our analysis is therefore primarily connected to the constraints in mobility and housing, which are limiting factors to the potential of growth in the future.

Oslo has strong connections with the European market, but financial ties can be strengthened further to promote the Scandinavian region as a European node. Connectivity in terms of efficient transportation in the wider Oslo region, in the Scandinavian region, and to the European continent is fundamental to keep up the competitiveness in the global economy. Realising this, we decided to expand our focus to also consider the regional ties with Sweden and Denmark, and thus divided our regional focus into two different scales. Both scales of regional integration will support economic activities, enhance green mobility and can possibly relieve pressure in the housing market in the city of Oslo and the surrounding municipalities. Inter-municipal cooperation, cooperation across national borders, developments of the inter-city rail system and the building of high-speed rails are conditions for these prospects.

Based on these assumptions, and with a foundation in the concept of territorial cohesion, we have formulated the following problem statement:

How can spatial planning promote territorial cohesion in Oslo on a regional and transregional level?

We treat this question through a SWOT analysis, leading to a list of possible actions and a discussion of moderate and radical strategies. This is conducted for both regional scales. In addition the report will reflect on the Norwegian planning system and the concept of territorial cohesion.

## Analytical framework

A common starting point of all the groups have been the book 'Fifteen Steps Towards Territorial Cohesion' by Jan Vogelij (2010), which has served as a methodological background for the project. According to Vogelij the term 'territorial cohesion' is meant to capture the territorial "dimension of sustainability" - it is about functionality, efficiency, connectedness, coordination, quality and identity (Vogelij 2010: 38). Our understanding of the concept is that it is holistic spatial planning, for economic, social and environmental sustainability within regions. It is related to regional spatial planning in general, but in addition it aims at better integration with the other European countries.

Figure 1 is a representation of the analytical framework we have used in our analysis. The purple boxes show the three main issues that we find challenging for the Oslo region; housing, mobility and economy. All three have an impact on the others, and they are all connected to issues of sustainability.

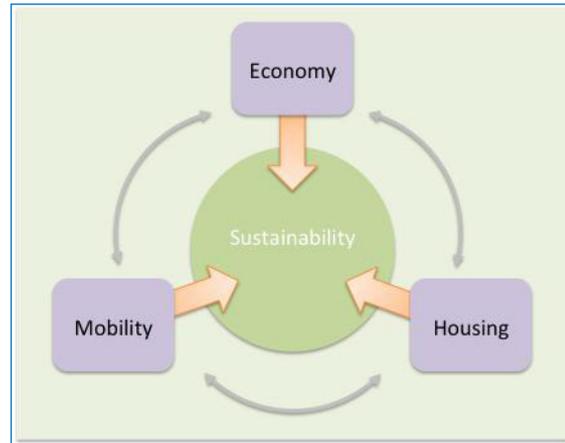


Figure 1: Model of our analytical framework.

Like we demonstrate later in our analysis, efforts made in any of the three spheres are likely to have an impact on the others. Instead of letting this be a side effect of each measure we suggest a holistic planning strategy that exploits the possible synergy effects. However, the planning systems relevant to these three issues are organized partly on different government levels and sectors, making a coordination of the efforts challenging. This is a problem in terms of promoting plans to achieve territorial cohesion. Thus, one of our aims in this document is to consider the content in the model above up against the limits and opportunities of the Norwegian planning system.

## 2. Territorial Description.

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## 2. Territorial description

Norway is a small country in the periphery of Europe. Norway is one of the three Scandinavian countries, Sweden and Denmark being the other two. Unlike the other two Scandinavian countries, Norway is not a member of The European Union, but is still affected by the EU regulations through the EEA agreement. The population of Norway just reached five million people, and the country covers an area of 385,186 km<sup>2</sup>. The population density for the whole country is 12,94 inhabitants/km<sup>2</sup>. Last year's population growth was 1,3%, the highest population growth in Norway since 1920. Population growth is expected to increase for a few more years, and then decline. Statistics Norway projects 6 million inhabitants by 2028 (Statistics Norway).

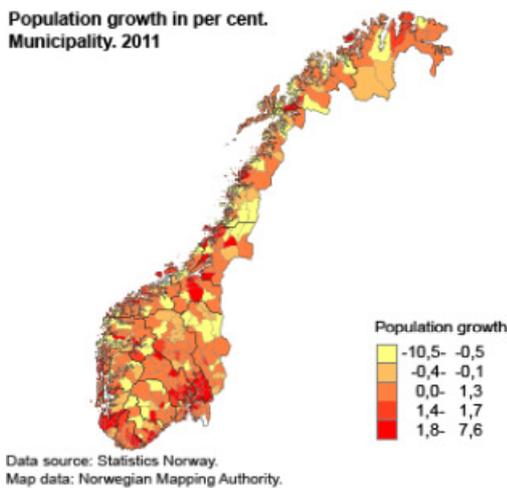


Figure 2: Population growth in 2011 in per cent by municipality (Statistics Norway).

The country is divided into nineteen counties and 429 municipalities. The largest cities of Norway are Oslo, Bergen, Trondheim, Stavanger and Kristiansand, with Oslo's population being almost as large as the total population of all the other four cities.

## The Oslo Region

The city of Oslo is both a county and a municipality, unlike the rest of the counties that comprise several municipalities. Oslo has over 600.000 inhabitants, the highest population growth in the country, and is the fastest-growing Scandinavian capital with 2% annual population growth (see figure 2, 3 and 4). The increase is due, in an almost equal degree, to a high birth-rate and immigration and is, in contrary to the national level, not predicted to decline in the nearest future.

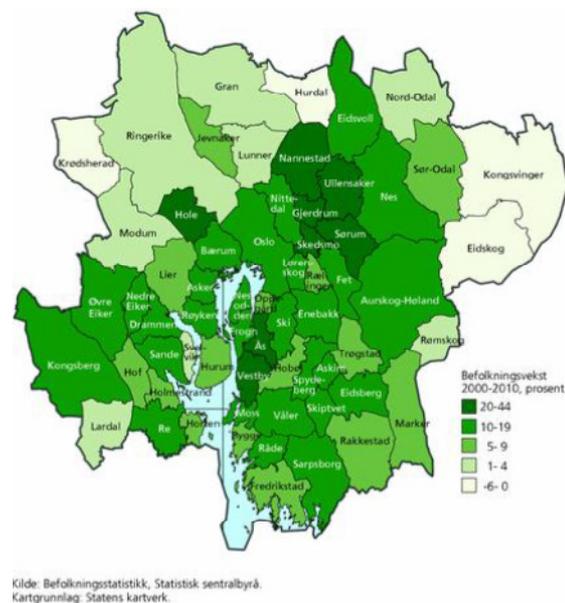
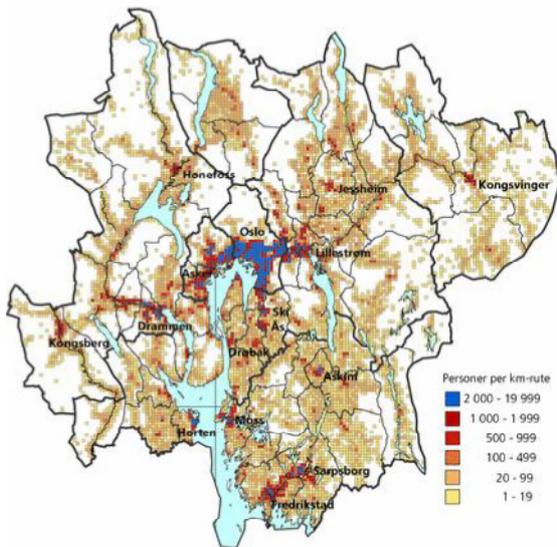


Figure 3: Population growth 2000-2010 by municipalities, percentage (Statistics Norway, 2010).



Kilde: Befolkningsstatistikk, Statistisk sentralbyrå.  
Kartgrunnlag: Statens kartverk.

Figure 4: Population density January 1st 2010, inhabitants/km<sup>2</sup> (Statistics Norway, 2010).

The capital region stretches far beyond the administrative borders of Oslo, and in 2005 a collaborative political membership organisation was established between 67 municipalities from four counties in the Oslo region (osloregionen.no). The region has 1.8 million inhabitants and captures the functional Oslo region (see figure 5). Our analysis uses this region as the capital region, looking at housing, mobility, economy and planning. There are 2,3 million dwellings in Norway whereof half of them are detached single-unit housing, one fifth are semi-detached dwellings, and one fifth are attached multi-unit housing. About sixty per cent of all flats are in Oslo. Home ownership makes up 75 per cent, but is getting less attainable.

Rental sector makes up 20 per cent and is expensive. Public housing is very limited and targeted, so the private market is the only option for the majority. This has become a social issue with constantly increasing price levels and a growing mismatch between population growth and the supply of housing in urban areas. The fact that house prices has octupled in Oslo since 1992 reflects how pressing the issue is in the capital region.

### The Collaborative Oslo Region

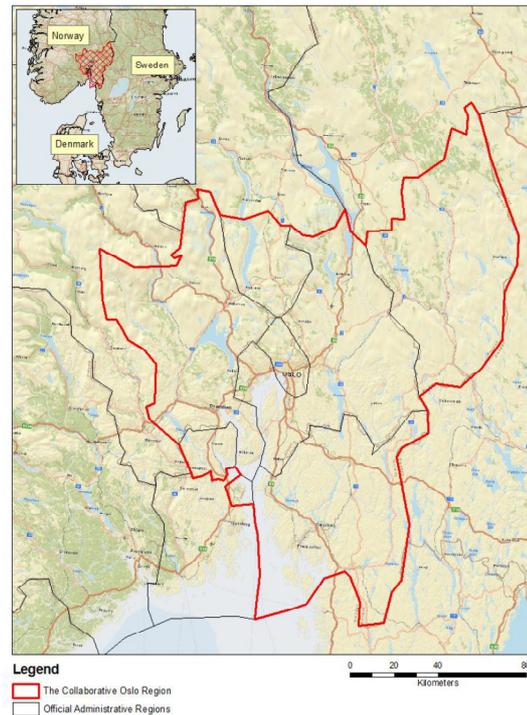


Figure 5: The collaborative Oslo region, consisting of 67 municipalities and 4 counties. Source: The Norwegian Mapping Authority.

Mobility patterns stretches across administrative borders, with large amounts of people travelling in and out of the capital every day. Transportation in and out of Oslo and within the city is characterized by congestion on the roads in rush hours and insufficient public transportation. This is a challenge for the functionality of the region, as well as for the environment. Expansion of the railway and metro system are the keys to ease the situation, but the process faces financial, administrative and political challenges. Depending on which mode of transport is to be expanded the financing budgets comes from either the state or the counties of Oslo and Akershus, and there are disagreements over how much of the expense the municipality of Oslo is to cover.

The Norwegian economy stands out being stable and strong in an otherwise distressed Europe. The current unemployment rate is 3 per cent, the lowest in Europe. The key



industrial sectors are petroleum, maritime industry, hydroelectric energy production, process industry and fishing, but high tech businesses like medical research, information and communication technology (ICT), and arms production, are important economical sectors as well. In urban areas the main economic sector is knowledge-intensive business services (KIBS), and the growth of the largest cities in Norway, particularly the Oslo region, is to a large extent built on the growth of this sector. This includes high-skilled services like finance, banking, marketing and PR, provided for private and public organisations. As many other big cities, Oslo also has a large cultural sector. To maintain global competitiveness the city of Oslo looks toward the capitals of Sweden and Denmark for a potential Scandinavian regional collaboration (Reve & Sasson 2012).

### The Scandinavian Region

The geographical region of Scandinavia consists of the three countries Denmark, Norway and Sweden. The generic term 'Scandinavia' reflects the cultural, historical and social ties that connect these three countries, despite of their political sovereignty. With 5,6 million inhabitants Denmark has a slightly bigger population than Norway, while Sweden is the most populated of the Scandinavian countries with a population of 9,1 million. The total population of Scandinavia is 19,5 million. The region consists geographically of the Scandinavian Peninsula, Jutland and the islands in between, in total covering 878,219 km<sup>2</sup>. The three capitals Copenhagen (Denmark), Oslo (Norway) and Stockholm (Sweden) are also the three biggest cities in Scandinavia.

The Scandinavian Region

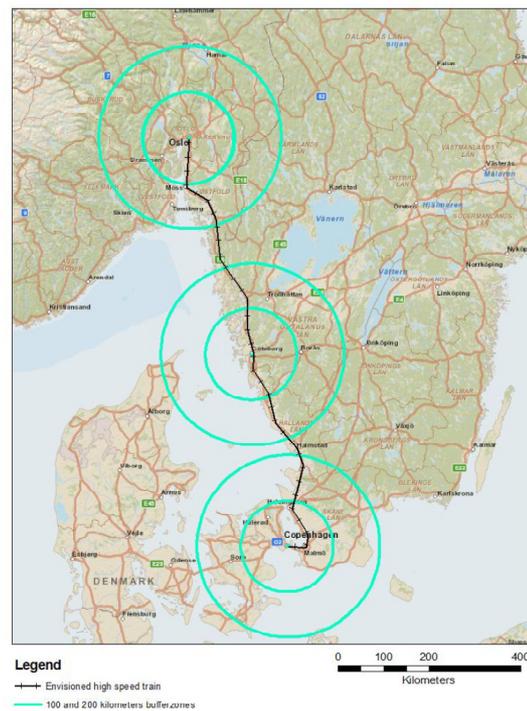


Figure 6: The Scandinavian region with the proposed high-speed railway connection from Oslo via Gothenburg to Copenhagen. The circles show distances of 100 and 200 km.

8 million of Scandinavia's 19.5 million inhabitants live in the 600 km corridor from Oslo in the north to Copenhagen in the south (see figure 6). The four biggest cities within this region are Oslo (Norway), Gothenburg (Sweden), Malmö (Sweden) and Copenhagen (Denmark). The region contains some of Scandinavia's most important infrastructure, and is home to the two biggest airports; Oslo Airport - Gardermoen and Copenhagen Airport - Kastrup, and the biggest port; the Port of Gothenburg. The three metropolitan areas within the region are all characterised by a high degree of knowledge intensive companies and a highly skilled labour market. Within the region 44,000 new businesses are started annually, and 29 universities and university colleges can be found with around 260,000 students and 14,000 researchers. The assumption is that a higher level of integration through increased mobility and stronger collaboration across the



region would give great economic prospects. According to the 'Scandinavian 8 Million City Guide' the potential results of a Scandinavian 8 million city are: 1) Higher productivity and competitive edge, 2) easier access to skills and talents, 3) reduced costs in logistics, 4) increased access to suppliers and customers, 5) greater influence due to increased overall size, 6) new possibilities for cooperation and

innovation across a wide range of areas (COINCO North). An integrated Scandinavian region can only be achieved through joint action. This requires stronger ties between existing regions across all three countries through the building of a planning arena for mutual learning, joint initiatives and exchange of practices and ideas.

### 3. The Norwegian Planning System.

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### 3. The Norwegian Planning System

#### Description of the planning system

The Norwegian planning system (see figure 7) has three governmental levels with different responsibilities in the processes of development and implementation of projects. These roles cannot be generalised as they are depending on the sector in question. All three levels of government, the national, the county and the municipal level are divided into the political elected positions and the administrative roles. The Norwegian bureaucracy on all three levels, consist of permanent positions.

The national government creates plans with overarching goals for development on behalf of the state. These plans give some understanding of how the government is willing to provide and prioritise funding for different types of projects. The Parliament passes all the laws and whitepapers on behalf of the country, and these laws are legally binding for the municipalities and counties in their planning. On the state level, the administration is divided between 18 different ministries, each one responsible for developing the political goals into more concrete forms within their sector. The ministries' whitepapers and reports are often the basis for a draft solution or future legislation. We will give a more specific presentation on the ministries dealing with the issues that are most central to the concerns we work on in this project.

The main responsibility for the Ministry of Local Government and Regional Development is housing, district and regional development, local government, and the administration of elections. They have contributed in the development of the Planning and Building Act (PBA) that regulates which qualities that has to be ensured in the building of new dwellings, for example universal design. The PBA also state who has the right to leave objections to new developments. The Ministry of Transports and Communications deals with issues regarding the maintenance and development of infrastructure, as well as telecommunications and postal services. They develop the National Transport Plan, the current version for 2010-2019, which shows the government's main goals for development of infrastructure. This is also the institution that decides the framework for the Norwegian Public Roads Administration and the Norwegian National Rail Administration. The Ministry of Trade and Industry includes involvement in any policy area that affects value creation. The Ministry of the Environment has a specific responsibility to carry out the environmental policies of the national government, focusing on sustainable development as relevant for the entire society.

At the regional level the power is situated in the counties. The counties receive earmarked funds from the national governments to secure implementation of projects, which are of specific interests of the national government. An important role of the counties administration is to be a commenting party on the plans made by the municipalities, and they function to a certain extent as a controlling institution that can give input and see the local plans in a wider perspective, particularly in respect to environmental concerns. In addition to this function the counties are responsible for some of the welfare services as well as the county road system, public transit and land use planning.

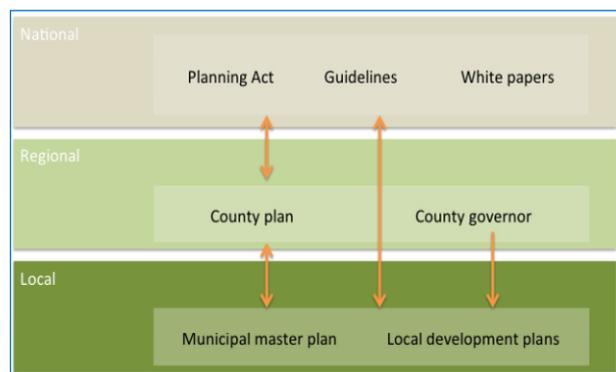


Figure 7: The Norwegian Planning System



The municipalities governmental responsibility is to provide a wide range of welfare services like health services and lower education as well as ensuring economic development. The detailed municipal area plan is the major planning tool in Norway and this provides a lot of power to the local government. In this plan the municipalities regulate areas for specific land use, and can through this tool enhance opportunities for economic development, effective transportation and optimize housing availability in accordance to national guidelines on issues like environmental protection or protection of cultural heritage.

In Norway, as well as most other European countries, the traditional government led planning is replaced by governance planning. Planning processes takes the form of public-private-partnerships, are often project oriented, run by private actors, limited to one sector and/or limited to a small territorial area. The last decades a growing body of detailed regulations from different sectors also contributes to planning and development processes that are painstaking and difficult to manage. The result, particularly at the local level, is lack of coherent and holistic planning, where individuals or private investors make separate plans and get them approved by the authorities. This poses a challenge for territorial cohesion.

### Critical reflections on the planning context

When planning for future development, it is easy to become visionary, but there are obstacles in the existing structures that poses challenges for territorial cohesion. In this section we have divided the nature of these possible obstacles into two elaborations, one on bureaucratic and another on political systems.

### Planning across administrative, institutional and sectorial borders

The permanent positions of the bureaucrats in the government leads to continuity in planning, and also enhanced institutional memory, but it is claimed that this system leaves a lot of power with the administration. Apart from the democratic question one can pose here, another negative impact can be path dependencies that reduce the room for creative and flexible planning. Institutions can be understood as both formal and informal laws, habits and values. As people have bounded rationality, the cost of considering new alternative is often considered to be too high compared to the profits. In general one can say that path dependency in institutions create resistance to change.

Another obstacle in coordinating efforts within the bureaucracy is the Norwegian division of responsibilities for different sectors between different ministries. Abolishing this system is hardly a favourable option, but certain merges of ministries could be an option. Regardless, finding ways to communicate and cooperate better is called for from many actors, both in public and private sector.

There is also an on-going debate on what the future role of the counties should be. Some political forces in the right wing argue that the county level is superfluous, whereas the most recent changes to the Planning and Building Act strengthens the position and planning mandate in the county. A frustration in the county administrations is that a lot of the funding they receive from the state is earmarked, forcing them into specific developments, rather than leaving them free to decide which developments that they would have considered more appropriate for the region.

There are no common rules that determine the distribution of tasks between different parts of the local administration,

though there are some customary practices. The resulting municipal differences may cause difficulties in collaboration among different administrations, even though the interests are mutual. This is an example of dissonance between administrative and functional regions.

Disagreements over the organisation of the administration are perhaps only natural in a democracy, and may not be possible to resolve. We believe the keyword to overcome these administrative challenges is flexibility; in order to surpass the obstacles of institutional differences within the sectors and levels, as well as between the Scandinavian countries.

### The political context of planning

In addition to the difficulties regarding administrative, institutional and sectorial borders, there are political contradictions involved in decision making on all levels.

The greatest contradictions are shown when looking at the political forces promoting welfare state policy in contrast to market liberalism. There is some common ground between the different political parties over the needs for specific developments, but they often strongly disagree on how these should be achieved. In Norway, the welfare state has

wide support, although the extent and content of it is contradicted. Left wing policy leaves the state responsible to redistribute wealth and thus require more planning efforts and bureaucracy. The market liberalist approach is rather to make the planning and coordination as efficient and minimalistic as possible and leave the market a room to self regulate when and where development will occur through mechanisms of supply and demand.

On a national level this contradiction leads to a disagreement over the role of the political body and the administration on the county level. A shift of government in the next election is very likely, and may lead to a partly or completely dismantling of the existing county level.

On the local level, the political parties that govern differ from one municipality to another. Each municipality may have different political priorities and understandings of what will benefit them the most, and willingness to create development projects across municipal borders may vary. Political change within one municipality may jeopardise existing collaboration. This way, local political differences may lead to instable regional development, as well as unpredictability for external cooperating parties.

## 4. SWOT analysis – prospects for territorial cohesion.

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#### 4. SWOT analysis – prospects for territorial cohesion

In the following section, we will present two SWOT analyses, one on the Oslo region and another on the Scandinavian region. These are synthesised versions of our previous work, where we conducted five topic-specific SWOTs, three for the Oslo region and two for the Scandinavian region.

##### The Oslo region

Based on the description of the Oslo region, we have found the following strengths, weaknesses, opportunities and threats for a sustainable development:

##### STRENGTHS:

- Diverse housing structure.
- Good quality in housing and urban environments.
- Strong welfare state.
- Low unemployment rate.
- Short internal distances in the region.
- An extensive metro system.
- Some inter-municipal integration of public transport.
- High concentration of knowledge based industries.
- The region has a diverse economy.
- Oslo is attractive for both national and international labour.
- High educational level in the population.

##### WEAKNESSES:

- Pressure on the housing market and expensive rental housing.
- Shortage of available land for building new homes in the capital.
- Wide range of building requirement limits hampers planning and building processes.
- Lack of inter-municipal cooperation.
- Resistance to densification (NIMBY'ism).
- Bottlenecks in public transportation in the inner city areas.

- Car dependency in surrounding municipalities leads to congestion in Oslo.
- Low population density in parts of the region gives a weak foundation for public transport.
- Remote location compared to other European capitals.
- The Norwegian clusters are small in a global context .

##### OPPORTUNITIES:

- Closer inter-municipal planning for increased housing supply.
- Potential for densification in the built environment.
- Better infrastructure may improve the attractiveness of currently remote areas.
- New infrastructure may open up new residential areas.
- Relieve pressure on the rental market by strengthening public housing policies.
- Mobilise and open up for participation in planning processes.
- Expand intercity railway across municipalities.
- Make public transportation a higher national priority.
- Attract high skilled labour by promoting welfare benefits and opportunities in the labour market.
- Access to investment capital due to a stable economic situation.

##### THREATS:

- Lack of infrastructure and housing to accommodate population growth.
- Lack of regulation in the housing market.
- Urban sprawl and car dependency may cause air pollution and environmental damages.
- Disagreement between local and national governments over financing the infrastructure.
- Conflicting interests between public transport and the use of private vehicles.
- Limited political will for investing in public transport

- Administrative borders limits effective mobility systems throughout the functional region

### The Scandinavian region

Based on the description of the Scandinavian region we have found the following strengths, weaknesses, opportunities and threats for a sustainable development:

#### STRENGTHS:

- A positive public attitude to rail based transportation.
- Transregional collaboration reduces the investment costs.
- The Øresund Region has shown that a transnational collaboration is possible.
- The Øresund connection makes a the Scandinavian region more achievable.
- Common culture, history and socio-political conditions.
- The business milieu in Scandinavia is relatively homogenous.
- Relatively dense population.
- Important infrastructural nodes within the region.
- Many universities and research centers.
- All three railway companies are owned by the state (NSB, DSB, SJ).

#### WEAKNESSES:

- Different organization of planning systems.
- Different political priorities between Norway and Sweden regarding the railway system.
- Lack of a Scandinavian political organ to manage transregional collaboration.

- Different tax, labour and welfare systems.
- High risk and long time frame.
- High speed railway is expensive to realise and the gains are hard to predict.

#### OPPORTUNITIES:

- Increase the global competitiveness.
- Open up new markets for trade, investment and labour.
- Potential for developing new and more competitive clusters.
- Integration of labour and housing markets.
- Sustainable and effective transport of commodities.
- Reduce travel time between Oslo and Copenhagen.
- Similar political conditions.
- Similar planning systems.
- External investment capital.

#### THREATS:

- It is expensive to build a high-speed railway.
- Political resistance due to the high costs.
- The global financial crisis makes it hard to attract external investors.
- Need for private investors.
- Local environmental impacts from construction of the railway connections.
- Less funding from the EU due to Norway's lack of membership.
- Long-standing commitment to social distribution.
- The Norwegian district policy.
- Increased pressure on the housing market in the Oslo region.

## 5. Recommended Actions and Discussion of potential strategies.

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## **5. Recommended Actions and Discussion of potential strategies**

With a foundation in the SWOT analysis presented above, we have developed a list of actions to accommodate the issues that were identified as relevant. These are the suggestions that we feel as planners have the greatest potential for the region according to our two territorial scales. We have made a table sorted in categories overlapping between columns and rows. This is meant to illustrate that mobility, housing, economy, and planning are all factors that are interrelated. The table visualise the fact that an action in one category can have benefits for others. For example, a well-functioning infrastructure and affordable housing are important parts of a healthy economy. Related to all of these fields are

issues of climate change, local air quality, and other environmental issues. Human actions can have serious consequences both locally and globally, and therefore sustainability must be seen as an overarching objective for all planning. All of the above mentioned sectors have great impacts on the environment. Therefore we have added a column in our table to reflecting this concern in accordance with our analytical framework presented in figure 1.

We have chosen not to implement the housing category in the actions list for the Scandinavian region, since this is not the main focus for a closer Scandinavian region. Different perspectives on housing are thus more indirectly related to some of the proposed actions for this regional scale.

## Summary of possible actions in the Oslo region

Possible actions	Housing	Mobility	Economy	Planning	Environment
<b>Housing</b>					
Densification in areas with moderate to low density	x	x			x
Increase new housing projects in the outer municipalities	x				
Aim for mixed use; housing and business	x	x			x
Facilitate housing for students and temporary migrant workers	x		x		
Increase the public housing sector	x				
Reduce coverage of universal design	x				x
Reward developers and architects for sustainable buildings	x			x	x
Avoid segregation by creating diverse housing structure	x				
<b>Mobility</b>					
Upgrade and expand rail-based transit (tram, metro, train)	x	x	x		x
Prioritise public transport lanes and carpool lanes		x	x		x
Facilitate bicycling and walking		x			x
Stimulate Intelligent transport systems (ITS) for optimal freight		x	x		x
Make public transport a national responsibility		x	x	x	
Increase road tolls to finance public transit		x			x
Coordinate transit systems across the region		x	x		x
Reduce parking availability in areas with good public transit		x	x		x
Ensure public transit to areas with new development		x			x
<b>Economy</b>					
Facilitate regional innovation through workshops and seminars			x		
Create infrastructure and public spaces designed for local buzz		x	x		
Stimulate the collaboration between businesses and education			x		
Stimulate cultural urban environment to attract highly skilled workers			x		
<b>Planning</b>					
Synchronise municipal plans with regional plans		x		x	x
Synchronise area plans across municipalities	x	x		x	x
Merge municipalities in the region		x		x	
Reward municipalities for dense and sustainable plans	x	x		x	x
Encourage planning workshops for stakeholder participation	x			x	x
Increase participation in planning forums for companies				x	
Strengthen the dialog between planners and politicians	x	x	x	x	x
Facilitate public-private partnerships		x	x	x	
Reduce the number of ministries by merging sectoral responsibility				x	x

## Summary of possible actions in the Scandinavian region

Possible actions	Mobility	Economy	Planning	Environment
<b>Mobility</b>				
Upgrade to double rail tracks between Oslo and Copenhagen	x	x		x
Upgrade and expand the existing intercity connection	x	x		x
Build tracks at the entire distance for high speed trains	x	x		x
Build rails for high-speed trains to Stockholm - expanding the region	x	x		x
<b>Economy</b>				
Attract companies to the region by means of subsidising		x		
Facilitate collaboration between education institutions in Scandinavia		x		
Make collaboration more attractive than separations - synergy effects	x	x	x	x
Work to integrate the labour market - shared rules for work permit, taxes, etc.	x	x	x	
Promote the high-speed railway to make it more attractive for external investors		x		
Encourage the creation of business outside established clusters	x	x	x	
Encourage to the creation of a comprehensive national innovation strategy		x	x	
Synchronise the national innovation strategies		x	x	
Make remote areas more attractive as business locations through expanded accessibility	x	x		x
<b>Planning</b>				
Facilitate a binding transnational agreement on high speed railway connections			x	x
Encourage COINCO North to be a leading investigator and organizer		x	x	
Attract attention and funding from the EU		x	x	
Encourage increased focus on the capital region (decreased district oriented policy)		x	x	
Promote Norway as a relevant collaborator for Sweden and Denmark		x	x	
Facilitate dialogue and collaboration with the STRING-project	x	x	x	x
Strengthen the collaboration and dialogue in the Nordic council			x	
Stimulate the transnational level by orientating citizens to the 8 million city			x	

## Discussion of moderate and radical strategies

In this section we will elaborate on the different actions in the above section, and argue for the relevance of them. The list of possible actions spans from conventional measures to more controversial initiatives, and from efforts that require relatively low investments to very resource demanding plans. By looking at possible actions through the perspectives of moderate and radical strategies we attempt to challenge the dichotomy of left and right wing thinking as the political dividing force. Politicians will typically select initiatives that give the highest societal gain from the lowest possible investment of time and money. By presenting both moderate and radical possible actions, a generally moderate political constellation may agree across ideological borders over those radical options that are considered especially beneficial.

The moderate strategy, will for both regional scales, focus on actions that could be realised relatively easily, while the more hypothetical and perhaps a bit utopian ideas are presented in the radical strategies. Some of the proposed actions for the Oslo region, and in particular the visions of a high speed railway in the Scandinavian region are huge projects, that will not be achieved 'overnight'. These visions might take decades to realise, but in order to get there, it is important that a collaborative process is being started.

### The Oslo region

#### Moderate strategies

An important effort to enhance housing supply without compromising with environmental objectives is to plan for a denser housing structure in the region. This is already an integrated principle in the national and local plans, but there is room for even higher densities in many areas. Densification is compatible with good urban

environments, if it is performed in a sound way. And a dense housing structure is the basis for effective public transit and other public as well as commercial services. The promotion of architectural innovation through competitions can stimulate the construction of green structures and energy efficient buildings.

As shown in the map of the region (figure 4), the population density is high in the most central areas, but there are still potential for densification. We therefore suggest an increase in new developments in the municipalities bordering the municipality of Oslo as well as a continued densification within the municipality of Oslo. These new developments must be located in proximity of hubs and accompanied with public transit.

The housing system, in terms of allocation of housing for low income groups and the balance between private and public housing, is also relevant for a balanced region. It can be argued that the existing policy, originally intended to promote homeownership in the middle class, is now creating a class division between renters and owners; older and younger generations; and between those with or without financial support from their parents. Hence we suggest efforts to mitigate the current price development and socially divided house market by reducing the tax benefits for freeholders owning several units, expanding the general public and private rental sector, and increase the supply of housing for students, migrant workers, and other disadvantaged groups.

The national requirements for residential buildings are extensive, and to facilitate housing developments for a broader segment of the market some of the regulations should be relaxed, for instance requirements for universal design in all new dwellings. To stimulate developments in less popular areas the state could also subsidise land to developers. Another way to stimulate

private actors could be to make benefit programmes that encourage employers to invest in rental housing for short-term foreign employees. The high demand for tenancy would find a better response in the market in more business friendly environment. Entrepreneurs could be encouraged to create small businesses for letting.

The future developments in transport mobility relies on increased public transportation as there is just not enough space in a dense urban environment to have room for personal vehicles for all. The green options must be made more available, for example building bicycle lanes, reducing travel fares, intensifying the public transit routes etc. Expansion of rail-based transit is the most important measure because it is the one that can carry the highest number of people, and because the existing infrastructure suffers from a heavy backlog in maintenance. One solution to increase the use of green travel modes is also to make it less convenient to drive a car, for instance through establishing more toll roads, rush hour taxes or increased tax on car fuel.

Truck transport is a big burden in the traffic system, and the freight policy ought to be more rail-based than today. Investments in Intelligent Transport Systems (ITS) can also reduce time and effort spent on distribution, as well as costs and greenhouse gas emissions. An example of an ITS-system is advanced computer programmes designed to optimise the routes of freight. Stimulating knowledge intensive businesses and creating a flexible foundation for economic activity is in the interests of national and local governments. Attracting businesses is often a case of showing the companies what benefits they can achieve if they establish or relocate the firm in a specific region. The benefits can for example be access to a cluster with positive externalities and knowledge spillovers, shorter distances to suppliers, or the possibility to attract skilled labour. This can

stimulate business establishment and promote one country or region over another. On a global market the tax conditions are important to attract foreign investment. In urban planning a closely connected idea has developed over the past decades, influencing prioritization in urban development. Entrepreneurial policy is a way of thinking that suggests that the so-called global elite is mobile on the labour markets, particularly in certain knowledge intensive businesses. In order to attract this global elite, one must provide an urban environment that suits this group.

To enhance efforts to coordinate planning across administrative and sectorial units and across administrative levels is of great importance. This is already aimed at by the collaborative organisation between municipalities in the Oslo region, but there is still a large potential for better integration.

Politically adopted plans often suffer from a discrepancy towards existing knowledge, for example in new road developments. Scientific knowledge shows that expanding the roads leads to the same level of congestion in a short period of time. Even so local and national politician continue a too strong prioritisation of roads instead of investing in sustainable solutions.

More public-private partnerships, carried out on the basis of regional and local plans, can facilitate better infrastructure without putting heavy burdens on the economy of the municipality.

### Radical strategies

A new wave of welfare thinking should challenge the norm of house ownership and initiate a wide public debate on other options. As of now, house owners get a substantial tax relief, whereas a whole generation of young people struggle to get access to the market, spending higher proportions of their income on tenancy. A

radical strategy could take the measures suggested in the moderate strategy to a second level, to change the structure in the Norwegian housing system. This requires a radical shift towards a welfare state system that includes housing as a part of the universal welfare provision, and simultaneously a significant reduction of the subsidies to the private market and price regulations on the private housing market. The housing market has not been steered by the government since the early eighties, and the prospect of letting a more radical left wing take over this segment seems very unlikely in the political context today. Another radical government initiative could be to expropriate land for housing development, an option that would be legitimate in the cases of property neglect, particularly in central areas.

A radical strategy for more sustainable transport should further improve the public transit system and make it free of charge. A premise for this may be continued public ownership. At the same time one could reduce the freedom of the individual to rely on the personal car. This means less parking options, more taxes on fuel and the cars themselves, and limited lanes for private vehicles, where good alternatives to car use are available. Accompanying this, urban development should promote local living by integration of housing, workplaces and services.

A radical suggestion in economic policy could be to subsidise and stimulate different green initiatives. Innovation policy for scientific research and business development of sustainable businesses and initiatives are favourable.

A forced merging of municipalities would be a very radical strategy as there is a strong tradition for autonomous local planning, but it can be argued as a reasonable idea in the Oslo region. The city has grown out of its administrative borders

before, and has by far done it again today. A greater administrative unit would make it easier to plan and carry out important initiatives on for instance housing and infrastructure, in an environmentally sound way. However, this can over time be insufficient, as new functional regions can form over time, and because functionality within one sector looks different than in another. The real task is to find a way to work across these boundaries rather than changing them.

Reducing the number of ministries is another radical suggestion in the same direction, and has the potential of integration across sectors. A merging of departments or ministries is not a guaranteed success in terms of a more synchronized planning process, but can be so if the internal organization is good.

## The Scandinavian region

### Moderate strategies

In the first steps of action, the EU-funded organization COINCO North (Corridor of Innovation and Cooperation) and the political organ of The Nordic council<sup>1</sup> will play important roles in paving the way for future developments. COINCO North is currently working on analysing the market potential and the costs involved in building a high-speed railway connection. Besides exploring costs and benefits, the most important role for the COINCO North will be to coordinate the decisions made in Norway, Sweden and Denmark. COINCO North's future role should involve coordinating the primary efforts in all three countries. The EU just granted COINCO North 2,9 million Euros, which makes it possible to continue the strategic investigation that has been started (8millioncity.com).

The project is heavily dependent on a political commitment in all three countries, and it must be made sure that all are willing to work towards these goals. The indications given by the first investigations are very

important in creating a positive political climate. The Nordic council<sup>1</sup> could play a key role in this respect. Some of the council areas of cooperation can be directly linked to key themes of the Scandinavian region, such as innovation, creative industries, labour and employment, energy, education and research, and moving and commuting. The Nordic council is therefore a political organ that will be important in working towards a political agreement.

Upgrading of the existing intercity links will be an important first improvement of the physical structures. A common binding agreement must be made, where all three countries commits to upgrade the existing intercity links to modern standards. First attention must be on the bottlenecks which must be prioritized. In this initial phase special attention must be given to the intercity connections from Oslo to Halden, where there have not yet been built double railway tracks. The intercity connections must be more efficient than today, to reduce the travel time by train, and make larger shares of transportation of freight by trains possible. Although not as efficient as a high-speed train, upgrading of the existing links provides an alternative to driving on shorter distances along the corridor. The train links are therefore crucial to integration and cohesion.

One of many possible steps here could be to formulate a comprehensive transregional strategy on innovation, based on the national strategies for each country. Coordinating the innovation strategies can optimise the existing innovative environment through coherent strategic efforts among the collaborators, and can be a way to attract new innovative industries.

<sup>1</sup> The Nordic council was formed in 1952 and consists of members from Norway, Sweden, Denmark, Finland, Iceland, the Faroe Islands and Greenland. The Nordic council is the official inter-parliamentary body in the Nordic region and is a forum for political discussion concerning the region.

An important political initiative will be to arrange for an integrated labour market. It must be made easier to work and live in two different countries. This means developing shared rules for taxes, pensions etc. Today the welfare states of Norway, Sweden and Denmark have different rules and ways of doing social support, and no coordinating tools to give an overview of granted social benefits, which makes it possible to cheat, and perhaps difficult not to. Shared rules between the three different agencies of social support would make the system easier to navigate to the region's workforce and thereby remove a potential barrier to working in the neighbouring countries, as well as preventing misuse of the services.

A possible competitive advantage for the Scandinavian corridor is the common cultural background and the similar languages. The existence of a common cultural identity is a useful tool in trying to orientate the citizens of the region more towards the transnational Scandinavian level. The Nordic council and COINCO North should through both reports and popular publications try to attract attention to this. The Øresund connection has made Copenhagen feel much closer to Malmö and Sweden, even though few would say that they are citizens of the Øresundsregion, it has opened up for a larger degree of cultural interaction, and it has become easier to live in one country and work in the other. Over time this higher degree of cultural interaction will perhaps make collaboration more natural and easier.

### Radical strategies

The actions presented in the moderate strategy is not in opposition to the actions of the radical strategy. The radical strategy goes further in the vision of an integrated region in several aspects, but the main difference is the implementation of high-speed trains along the corridor.

Upgrading of the existing intercity links is a big investment, but it is definitely within the limits of each of Norway, Sweden and Denmark's national budgets. Building new high-speed tracks on the Oslo-Gothenburg-Copenhagen corridor is a much larger investment that will need external as well as internal investments. A binding agreement must be made between the three countries over financing, the time horizon and contracts with external partners. Many jobs would be created in the period of planning and building, and can therefore influence the economy in a positive way, if local companies and labour are being used.

The first elucidations of building high-speed trains, made by Atkins Ltd. commissioned by COINCO North, have made a forecast of annual passenger demand in 2024, 2043 and 2060. Atkins Ltd. thus expects an annual passenger demand in 2024 of: approximately 9,5 million passengers annually between Oslo and Copenhagen, approximately 13,1 million passengers annually between Oslo and Stockholm and approximately 18,4 million passengers annually between Stockholm and Copenhagen. Atkins Ltd. forecasts an increase by 30%-35% by 2043 and 50%-60% by 2060 compared to 2024, thus these elucidations shows a great potential for high-speed railway services, and also underlines the importance of connecting Stockholm to the region as well (Atkins 2012: 55). In the same report, Atkins Ltd. conclude that high-speed railway services will be a real alternative to flight-services, taking 60-80 per cent of the market share on the major city-city journeys. These numbers should be promoted internationally, to make the long term benefits of the railway clear. Chinese investors have shown interest in the project, and this could be an important step.

The potential for financial gain is not just related to the numbers of travellers. A range of actors would benefit from the

increased possibilities that a high-speed railway would provide, sometimes in an unpredictable way. An important potential is the promotion of the possibilities within education, research and innovation that lies in a closer region. As we have pointed out earlier, the region consists of a range of universities, research departments and international companies, that all would benefit from closer regional collaboration. Direct connections between the biggest port in Scandinavia (Gothenburg) and the biggest airport (Copenhagen Airport Kastrup) would also strengthen international competitiveness.

Along the new high-speed railway the increased connectedness would make new land more attractive for both homeowners and national and international companies. The region would thus feel 'smaller' and interlinked, which can benefit these 'new areas' economically. In the long run, this could lead to the establishing of new clusters outside of the existing ones. At the same time, this could be seen as a way to deal with the strong housing pressure that currently are on the big cities in the region, and on Oslo in particular. The total gains provided by these new opportunities are impossible to predict, leaving a space for vastly different expectations of the benefits of the project.

The financial crisis in Europe might make it hard to attract political commitment to big investments, such as a high-speed railway connection. This might weaken the prospects of financial commitment. But so far the crisis has not hit Scandinavia as hard as the southern Europe and if it is being realized nationally, that an integrated region would be less economically vulnerable than three loosely connected regions, this might strengthen the overall commitment to the project. Further, if funding from the EU can be granted to investments in physical improvements, it would decrease the national investments, and make it easier to form a financial agreement.

A possible threat is the strong Norwegian commitment to district politics. The Norwegian tradition of subsidising the rural areas and less populated regions offers a great challenge to the work towards a Scandinavian region. Investments made with national funds in the Oslo region and south eastern parts of Norway are considered controversial in a Norwegian political context and may make financial commitment difficult. The paradox here is that Norway is likely to be the country with the most to earn from an integrated Scandinavian corridor. The Oslo region is the smallest and most peripheral, and in addition it has some unrealised financial potential, due to Norway's lack of an EU membership. Yet, because of the strong tradition of doing district politics, a considerable political opposition to the project is likely to come from within Norway. Norway and the Oslo region need to promote its relevance as a partner to Sweden and Denmark. This should be achievable as the Norwegian economy is stable and sound.

It is important to underline that a central rationale for the project is fulfilling international climate obligations by making freight and travel greener. By connecting economical development to sustainability, the project would probably be more attractive across the political spectrum and in the population. A high-speed connection will move travellers from the existing inter-city links, and thus create new capacity for

freight, making it cheaper and more efficient. This is a greener alternative than today's road based transportation. Improvement of the intercity connection should therefore not be seen as an opposition to the high-speed railway, instead they should be seen as complementary. As well, there will be a need to strengthen local links along the existing tracks; a high-speed train cannot stop too often in order to maintain its efficient routes. The local trains provide a high level of availability along the corridor, ensuring local mobility and the opportunity to travel to the central stations for a transfer to the high-speed train.

A final and important action will be to connect the Scandinavian corridor to the wider European railway network. The building of the Femern Tunnel between Denmark and Germany is currently in progress and opens up for new collaboration. The so-called STRING-partners (The regions of Skåne, Copenhagen, Zealand, Schleswig-Holstein and Hamburg) are currently working on how to benefit from the closer connection between the Øresundsregion and the Hamburg region. The visions and the actions discussed by the STRING-partners are comparable to those of the Scandinavian corridor. The two regional visions can have mutual benefits in working together. A future Scandinavian corridor would not just bring Scandinavia closer together, but also connect it to the rest of Europe.

## 6. Concluding Remarks.

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## 6. Concluding remarks

We will conclude this paper by summarising our findings from working with planning for territorial cohesion at two regional scales. We have looked at population growth, housing, economic development and environmental sustainability in the Oslo region, and the integration of a future Scandinavian region. The problem statement that we have sought to answer is:

How can spatial planning promote territorial cohesion in Oslo on a regional and transregional level?

In order to answer this question, we started with a description of our two regional scales and conducted SWOT analyses to identify strengths, weaknesses, opportunities and threats for territorial cohesion at both the regional and transregional level. This made it possible for us to identify and discuss a range of concrete actions that can lead to stronger territorial cohesion at both scales, and deal with challenges facing the Oslo region in particular. We chose to divide our discussion of potential actions into moderate and radical strategies, and to discuss achievability through the lens of bureaucratic and political contexts. In this way we have considered our analytical framework; the three issues of housing, mobility and economy, all related to sustainability, up against the planning system in order to identify planning efforts to promote territorial cohesion.

Based on the analysis we suggest four approaches to planning that we believe would be helpful to increase territorial cohesion. First, we believe it is important to stimulate dialogue and constructive cooperation between different stakeholders across public and private sectors. Flexible interaction between different interests can achieve a planning process that is not path dependent and allows for creative solutions. Second, planning processes should have an interdisciplinary approach to have the

necessary professional foundation. Planning for territorial cohesion requires physical planners, human geographers, other social scientists, biologists, geologists, economists and other relevant disciplines. Third, overall plans for territorial development must have a longer time perspective than today's practice. A common time frame for plans is four years; that does not provide the necessary predictability for involved actors and may reduce willingness to commit to a plan. Fourth, some planning efforts would benefit from being decided on higher administrative levels in order to ensure coordination across time and space. However, making such plans legitimate and binding is challenging within the existing political and bureaucratic system, but would have the potential to overcome the shortcomings of e.g. volunteer-based inter-municipal cooperation.

The first three suggestions can be applied directly to both of the territorial scales which we have analysed through our project, while the fourth suggestion can be a democratic challenge both in the regional and transregional context. Norway has a strong tradition for local autonomy in political questions, and on the transnational scale this would mean giving away national planning sovereignty. Forums such as the Nordic council and COINCO North should therefore rather stimulate to political agreement and joint commitment, rather than be granted legitimate powers. The concept of territorial cohesion as a cornerstone in this planning project inspired us to plan for the spillover effects of the possible actions. Through our conceptual framework of economy, mobility and housing, all underpinned by a focus on sustainability, we exercised the thought experiment on how efforts in one sector influence the others.

The housing market and the labour market are closely interlinked. The Oslo region is in severe need of increased housing supply as well as affordable housing. This will benefit

the economy by attracting new labour. On two levels reduced constraints on mobility will affect the economy. Firstly, in order to enhance integration of surrounding areas of the capital into the housing and labour market, increased mobility is of crucial importance. These transport developments should favour public transit in order to be environmentally sustainable, secure local air quality and prevent congestion. Secondly, reduced constraints on mobility across regional and national borders opens up for more transnational collaboration and competition. This can stimulate the business climate in the Scandinavian region.

From working with this report we have made some reflections on the potential of this planning framework in the wider European context. In a time of imbalance between European regions the principles based on the concept of territorial cohesion might contribute to resolve issues that require planning across institutional and administrative borders. However one must keep in mind that there are a greater number of conditions determining the course of future developments than any planning tool can predict or influence.

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SPANISH GROUP

**Industrial policy and territorial cohesion in Aragon.**

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## 1.Introduction.

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ARAGON

## 1.1. INTRODUCTION TO THE TEAM:

The Spanish group is composed of five students from the Master's degree in Planning at the University of Zaragoza. This is a multidisciplinary Master's degree where people from different careers work together. The members of the group are:



**Lorena ABAD VELÁZQUEZ**, a Lawyer who works in the private sector, in a law firm dedicated to Urban Law. Lorena provides advice to citizens affected by administrative decisions and has been practicing in the Council of Zaragoza's department of Large Urban Projects (Expo Zaragoza 2008).



**David J. DOMÍNGUEZ SANTOS** is an International self-employed Dr. Architect, specialist in dynamic analysis and consultant of structures with a Master in Urban Planning. Teacher at University of Catalonia at the Architecture Department.



**Victoria GONZÁLEZ GÓMEZ** is an Architect that has worked within private sector. She has also been in touch with the public sector collaborating on buildings projects and planning. She started her career with an internship at the Planning and Urban Management Department of the City Council in Valladolid. She is now studying Sociology and is a Teacher of Graphic Expression at the University of Zaragoza.



**Álvaro SANTABÁRBARA MORERA** studied Architecture at the ETSAN in Pamplona. He collaborated with the Department of Projects and graduated in 2009 with the first award of Energy Efficiency in Building of Navarra. He also studied Urban Planning at the University of Zaragoza in 2011. After training at the architectural office CeroUno Arquitectos he founded Santabarbara Architecture in 2011. He is currently working in rehabilitation, new construction, consulting in installations business projects.

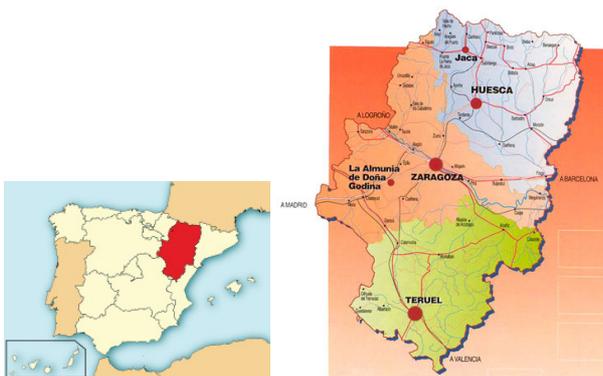


**Beatriz SANTOS SÁNCHEZ** has experience working within the public sector in Spatial Planning and Territory Management. She is responsible for territorial studies such as evolution of land uses, productive areas or infrastructures and equipments in Aragon's Government. She is currently working in the development of the Aragon's Territorial Strategy and has also worked in Cultural Heritage, supervising restoration projects and plans.

## 1.2. INTRODUCTION TO THE TOPIC.

### 1.2.1. Territorial Cohesion.

Aragon is an autonomous community (region) in the North-East of Spain (fig. 1). It has three provinces: Huesca, Zaragoza and Teruel, from North to South (fig. 2). Huesca borders with France in the North, through the Pyrenees, which work as a barrier. To the East, Aragon Borders with Catalonia and in the North, with Comunidad Valenciana in the East and South, with Castile-La Mancha in the South-West and with Castile-Leon, La Rioja and Navarra in the West. The South - West is defined by the Iberian System, another system of mountains historically and geographically working as a barrier inside Spain (fig. 3).



1. Aragon in Spain.

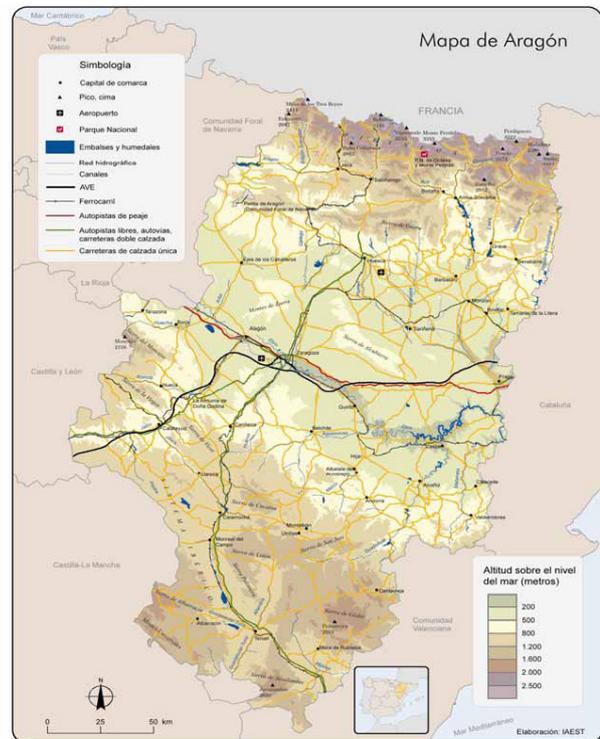
2. Political map of Aragon.

In the middle of those two mountain systems it is the Ebro and its valley, the most important and rich corridor in the North of Spain. It links the “Atlantic Arc” and the “Mediterranean Arc” that pass close to Aragon’s borders.

Aragon also forms part of the “continental diagonal” for country planning, linking different countries inside the European Union.

The surface are of Aragon is 47,719 km<sup>2</sup>, almost 10% of the extension of the Spanish territory. However, its population of 1.346.293 inhabitants comprises only 2.84% of the Spanish population. It has one of the lowest population densities of Europe, with 28.21 inhabitants/km<sup>2</sup>. Several areas only have 3

inhabitants/km<sup>2</sup> and so **depopulation** is one of the biggest problems, especially in rural areas.



3. Physical map.

Another key problem is that **territory is unbalanced**. While the city of Zaragoza harbors the 51% of the population, the second city by importance, Huesca, has a population 12 times smaller.

The **population is dispersed**. There are 731 municipalities, but only 20 have more than 5,000 inhabitants, whereas 526 have less than 500 inhabitants. Many of these small municipalities are risk disappearing due to population aging and lack of initiatives for economic development to avoid migration of young people. Living in these villages is hard, accessibility is very and many of them are in complicated geographical areas where infrastructure and communications are deficient. This contributes to socioeconomic inequalities in the territory.

The situation is completely different in the capital. The Ebro valley and its capital, Zaragoza, have an exceptional position. They are situated between the main Spanish cities: Madrid, Barcelona, Bilbao and Valencia, as well as being very close to the cities of the South of France. They have therefore absorbed a great part of the development of the region. Rural areas have the particular geography of the **Iberian System and Pyrenees**, which, with agriculture and **accessibility being very limited**, work as a **barrier**. Traditional policies of water management were based on construction of reservoirs in the Pyrenees, driving abandonment of the villages. The existence of a lot of protected natural spaces has also hindered their economic development. The urban system is unbalanced and the tendency towards depopulation in rural areas is enormous.

In **1998** Aragon approved its **Territorial Strategies**, according to which the autonomous community had to be developed. We want to point out **two issues** from it: **Big projects**, which allowed Logistic Sector (large scale delivery of goods) development, taking advantage of the strategic location of Zaragoza, Installation of a City of the motor in the South of Aragon, Improvement of the facilities of Ski in the Pyrenees; **and small scale policies**, such as industrial areas, recovering natural paths, promoting rural tourism, rehabilitation of the historical patrimony and abandoned villages.

Now, after 15 years, the Territorial Strategy needs to be adapted to the European Territorial Strategy. It is an opportunity to check whether its projects and policies have really corrected the tendency to depopulation and imbalances of the urban systems.

In the future we think new Territorial Strategies must be more concrete. They have to propose projects affecting not only Aragon, but also the borders, such as the possibility of a Central Connection with Europe through the

Pyrenees and renewal of the municipal structure.

We addressed several **questions**. Does Aragon's structural imbalance have a solution? Are some rural spaces of the region heading to a gradual disappearance? Have the strategies and their policies served to improve the situation? Have industrial policies repaired population tendencies? How has development of industry and logistics improved territorial cohesion in Aragon and how can they improve it in the future?

The starting **objectives** were to analyze the achievements of the Strategies of 1998 and territorial policies over this time, to analyze possible actions that the new Regional Strategy should propose according to the European Territorial Strategy and to correct the unbalanced urban system and the depopulation of the rural areas developing territorial strategies.

### 1.2.2. Industrial and logistical policies.

Zaragoza is the capital city and has the highest capacity for logistics management. It has the main communication infrastructures relating to transport, which ensures the connection between the different countries and with neighbouring regions. It is also a door to the European Union.

International railway transport is weak. Aragon has long been claiming for a Central Pyrenees Crossing, as part of a Trans-European Network. In the meantime, it would be necessary for this central piece to achieve full cohesion with the rest of Europe.

### 1.2.3. Governance.

Regarding the Territorial Strategy and Land Laws, there are too many people taking decisions (usually without clear guidelines about how they want the region to be in the future). There are just individual and sectorial desires in each. In Aragon, as in the rest of

Spain, most of the decisions are taken without all stakeholders taking part in the debate.

It is clearly necessary for new policies to be based on people really need to improve their way of life and have the required services without being unsustainable. There must also be a clear analysis to understand what enterprises need to stay or come to Aragon to develop a good economic system.

In that sense it is really important that people participate, not only in making proposals and demands but also taking part in the evaluation of public policies. In this field the electronic administration has a special importance, which has to continue the modernization process of its information systems and technology infrastructure in order to set up a new culture of public service management.

An efficient, high-quality, and well-oriented intervention of the government and authorities is necessary to achieve a new and adequate way of governance. The interaction between civil, economic and social stakeholders and its

influence in the development of the territory must be taken into account.

In this context, Local Authorities have an important role because of proximity to citizens in the area where its policies are implemented.

Planners have to take part from the beginning, regarding the territory as a complete amount of layers: social, geographical, cultural, urban....

## 1. Description of Aragon.

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## 2. DESCRIPTION OF ARAGON.

Aragon has a lot of natural space, great landscapes and significant art heritage; usually linked with these landscapes and accompanied by very different ethnographic knowledge according to the region. There are many World Heritage monuments (UNESCO): Mudejar Art of Teruel (1986) improved to the whole Mudejar of Aragon (2001), Santiago Way (1993), Ordesa and Monte Perdido National Natural Parks (1997) and Prehistory Cave Art of Mediterranean Arc (1998).

People have been living in this land for thousands of years and all over the territory we can find very significant Prehistoric paintings.

The current Autonomous Community territory has historically been a crossing point in the Iberian Peninsula, linking the Mediterranean Sea with the Cantabrian Sea. There have also been Romans, that established after III<sup>rd</sup> century B.C. many important cities, such as Caesar Augusta (current Zaragoza) or Bilbilis (Calatayud); Visigoths came after them, on late 5<sup>th</sup> century.; being invaded by Muslims on 8<sup>th</sup> century. They stayed here till 1212, leaving part of their

great culture, such as buildings, water canals and pottery techniques, reflected on later art called Mudejar.

Aragon was really born as nationality in 808 and during all the Middle Ages conquers a lot of territories, such as Catalonia, Sicilia or Sardinia. In 1469 the King of Aragon marries Queen of Castile and this way the territories of future Spain were linked till now.

On XIX<sup>th</sup> century Aragon was invaded by French troops. Zaragoza suffered a terrible siege and was nearly destroyed, inspiring Goya's most significant designs.

During the Spanish Civil War Aragon was a Republican Site and the Ebro Battle, taking place here, was the definitive one to give Franco power.

Since 1926 Ebro Valley is legally a Watershed, and the policies are taken by all regions with rivers pouring on Ebro River.

Huesca University was founded on 1354 and Zaragoza in 1583. And here studied for example: Santiago Ramón y Cajal.

### 2.1. ARAGON IN SPANISH-EUROPEAN CONTEXT:

#### EUROPE

Aragón forms part of the "continental diagonal" for country planning in the European Union; one of the Trans-European Networks.



4. Situation of Aragon and Zaragoza in Europe.

Next to this transnational main line, close to Aragón borders pass the "Atlantic Arc" and the "Mediterranean Arc" which are connected by the Ebro river corridor.



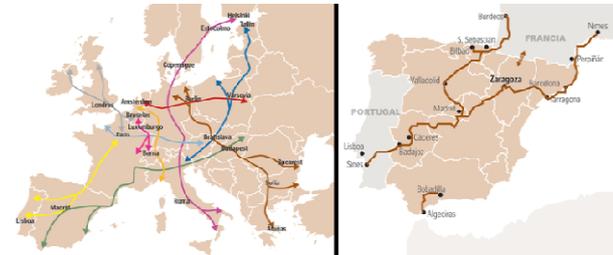
5. Situation of Aragon in Spain.

## SPAIN

Aragón is located in the most important corridor in the North of Spain: Ebro river Valley. Its total surface is 47,719 km<sup>2</sup>; 9,4% of the extension of Spanish territory. However, its population, 1,346,293 inhabitants comprises only 2.84% of the Spanish population. It has one of the lowest population densities of Europe of 28.2 inhabitants/km<sup>2</sup>.

Within the peninsula, Aragon, is crossed in the middle by the Ebro Valley (Ebro River is the largest river in Spain and the 2nd longest). It has become an important area of development, more and better connected

than most other communities and surrounded by other rich autonomous communities, such as Catalonia, Valencia, the Basque Country and Navarra.



6. Main Corridors in Europe and Spain.

## 2.2. POPULATION.

### MAIN DATA:

- AREA: 47,720 km<sup>2</sup> (10% Spain's territory).
- DENSITY: 28.2 people/ km<sup>2</sup> (2.84% Spain's population).
- POPULATION: 1,342million (2011).
- N.I. Capital: 0,65 million (2011)
- LARGE SETTLEMENTS:
  - Zaragoza: 674,725 inhabitants
- MEDIUM SETTLEMENTS
  - Huesca: 52,443 inhabitants
  - Teruel: 35,288 inhabitants
- OTHER CITIES:
  - Calatayud,
  - Utebo,
  - Ejea,
  - Monzón,
  - Barbastro,
  - Alcañiz,
  - Fraga,
  - Jaca.



7. Political map of Aragon: Comarcas.

### TERRITORIAL IMBALANCE AND DEPOPULATION:

Aragon has a total population of 1,342,926 inhabitants; 72.1% in the province of Zaragoza, 16.9% in Huesca and 10.9% remaining in the province of Teruel. In the city of Zaragoza live more than 660,000 inhabitants. The population

of Aragon is very unevenly distributed (Figure 8 & 9), so that most of the population is concentrated in the three provincial capitals (56%). When compared with distribution in the

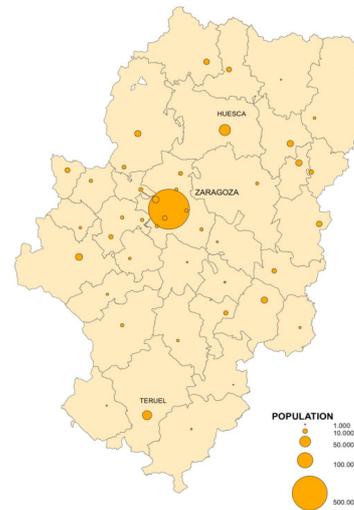
rest of Spain, the population in the provincial capitals is just over 30% (Table 1).

During the last 10 years, as reflected in the population pyramid, there has been a slight increase in population but below the national average. Last year the population in Aragon declined (-0.1%).

POPULATION (year 2011)

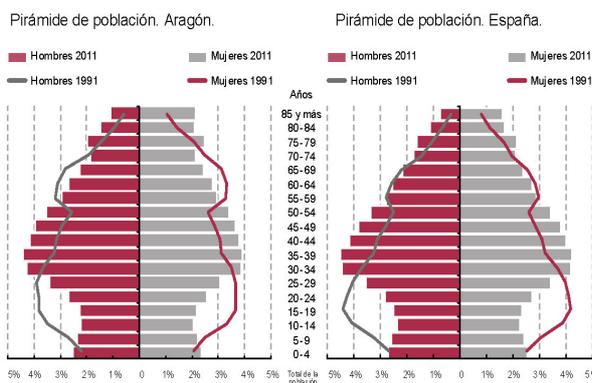
	Aragón		Spain	
	Population	%	Population	%
Total	1346293	100	47190493	100
Provincial capitals	762456	56,63	15225385	32,26
Municipalities that are not capitals	583837	43,37	31965108	67,73
<100 people	9583	0,71	63540	0,13
101 - 500 people	85570	6,36	676994	1,43
501 - 1000 people	62945	4,68	753696	1,6
1001 - 5000 people	181475	13,48	4493962	9,52
5001 - 10000 people	88006	6,54	3914878	8,3
10001 - 20000 people	135421	10,06	5119308	10,85
> 20000 people	20837	1,55	16942730	35,9

population, while the most of the rest of the Community remains a population desert. The second city of Aragon, Huesca has a population 12 times less than Zaragoza.



9. Population: Cities and villages by number of inhabitants.

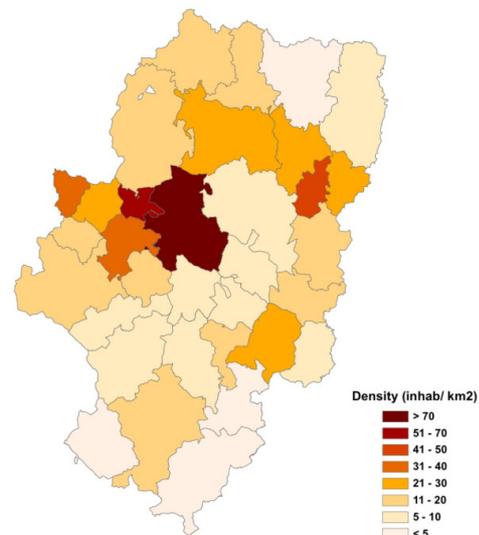
Table 1. Distribution of the population in Aragon and Spain



8. Distribution of the population by age and sex (men/women) in Aragon and Spain, year 2011.

As seen in the maps, depopulation is one of the characteristics in nearly every region of Aragon apart from Zaragoza and the Ebro Valley. Some peripheral regions such as Maestrazgo, Gudar-Javalambre, Albarracín in South Teruel or Sobrarbe in North Huesca have only 3 people/ km<sup>2</sup>. (the ones in white on map 10).

This territorial imbalance is very clear (fig. 9 and 10). The region of Zaragoza has 326,97 people/ km<sup>2</sup> and its capital harbors 51% of the

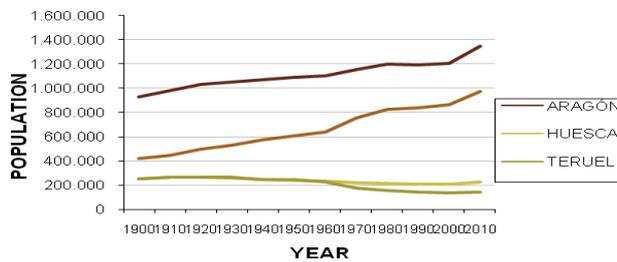


10. Population: Density (inhabitants/km<sup>2</sup>).

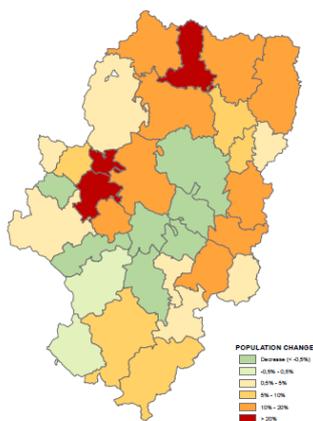
**POPULATION TRENDS**

Population trends to a more unbalanced territory, while Zaragoza's metropolitan area growing by 15% and closest regions to its western side growing even more; reaching 25 and 30% growth. Regions situated in the central corridor, such as Belchite or Daroca, have seen their growth decreased showing

-6 % growth. On the other hand, areas such as the Pyrenees have grown between 10 and 25% (fig. 11 and fig. 12).



11. Population evolution in Aragon and its provinces.



12. Population changes in last 10 years.

### 2.3. HOUSING.

#### MAIN DATA:

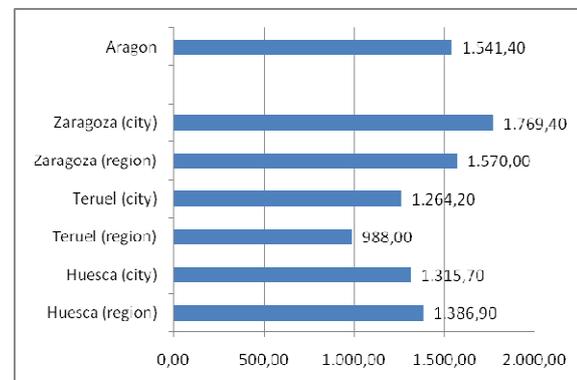
- Medium House price: 1.541,40€/m<sup>2</sup>
- Medium house size: 95.12m<sup>2</sup>
- Medium mortgage credit signed up: 112,797.00€
- Medium mortgage credit by m<sup>2</sup>: 1,563 €/ m<sup>2</sup>
- Mortgage interest rate: 3.60%
- Monthly mortgage instalment: 576.70€/month (40% PCI)
- Mortgage duration: 295 months (24.58 years)
- Per Capita income in Aragon (2009): 25.098€ per/year.

### POPULATION EVOLUTION

The biggest problem is that the existing population is aging. More than 250,000 people (20%) are over 65 years old, while the population under 15 years is only 184,000 (14%). This is a negative trend and forecast to continue for the following years.

	Aragón				Spain			
	Total	Men	Women	%	Total	Men	Women	%
<b>Total</b>	<b>1.346.293</b>	<b>671.286</b>	<b>675.007</b>	<b>100</b>	<b>47.190.493</b>	<b>23.283.187</b>	<b>23.907.306</b>	<b>100</b>
0 a 14	184.668	95.118	89.550	13,72	7.014.178	3.606.741	3.407.437	14,86
15 a 34	328.374	169.353	157.021	24,24	12.212.040	6.245.028	5.967.214	25,88
35 a 54	414.799	215.363	199.436	30,81	14.721.193	7.468.915	7.252.278	31,20
55 a 64	151.643	75.249	76.394	11,26	5.148.725	2.512.291	2.636.434	10,91
65 a 84	225.575	101.628	123.947	16,76	6.995.846	3.101.894	3.893.952	14,82
85 y más	43.234	14.575	28.659	3,21	1.097.711	347.720	749.991	2,33

Table 2. Distribution of the population in Aragon and Spain

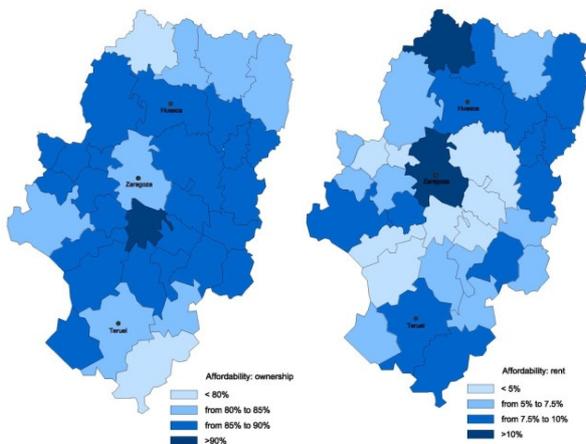


13. House price in Aragón (€/m<sup>2</sup>).

**AFFORDABILITY:**

A significant number of families own the house where they live and nearly a fifth of families owns a second home.

Looking at the evolution of the last ten years, housing delivery has grown steadily at more than 500,000 homes per year. Rental prices have also been high in Spain (Spain is among the countries with the lowest number of houses rented in Europe). This growth has been favoured because of the large "housing boom" existing for years before 2008. This growth was interrupted in 2008 due to the economic crisis that decreased growth of houses to under 100,000 homes per year, five times less than what existed in previous years. This crisis was partly caused by the high price of housing and the high bank loans for them. Since 2008, the price of housing has been declining exponentially, adapting to actual house prices and not the excessive prices seen in previous years.



14. Affordability: Ownership / Rent.

	Housing		2 years old		> 2 years old	
	Aragon	Spain	Aragon	Spain	Aragon	Spain
2001	657.555	564.167	93.388	21.033.759	18.486.638	2.547.121
2002	672.438	579.503	92.935	21.551.426	18.989.236	2.562.190
2003	667.679	595.468	92.211	22.059.220	19.475.233	2.583.967
2004	669.563	606.947	92.616	22.623.443	20.007.502	2.615.941
2005	713.854	620.210	93.644	23.210.317	20.556.980	2.653.457
2006	727.517	633.625	93.892	23.859.014	21.169.348	2.689.666
2007	740.896	647.025	93.871	24.495.844	21.763.527	2.732.317
2008	759.921	661.948	97.973	25.129.207	22.353.170	2.776.037
2009	774.204	nd	nd	25.557.237	nd	nd
2010	784.186	nd	nd	25.837.108	nd	nd
2011	788.168	nd	nd	26.018.179	nd	nd

Table 3. Housing prices: Free housing

	Housing		2 years old		> 2 years old	
	Aragon	Spain	Aragon	Spain	Aragon	Spain
2005	862.53	926.40	1.666.83	1.724.15	1.556.08	1.777.75
2006	941.30	997.23	1.935.75	1.913.30	1.758.08	1.956.10
2007	1.000.73	1.045.20	2.038.50	2.032.33	1.831.83	2.062.98
2008	1.050.66	1.116.88	2.080.93	2.069.10	1.762.83	2.067.60
2009	1.040.05	1.112.00	1.937.00	1.923.45	1.607.65	1.910.93
2010	1.066.60	1.148.68	1.882.73	1.848.30	1.552.75	1.841.38
2011	1.109.33	1.160.73	1.760.43	1.758.28	1.454.30	1.728.75

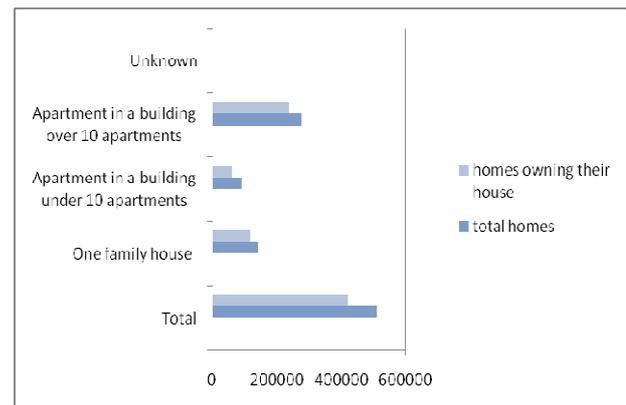
Table 4. Housing prices: Protected housing.

**QUALITY:**

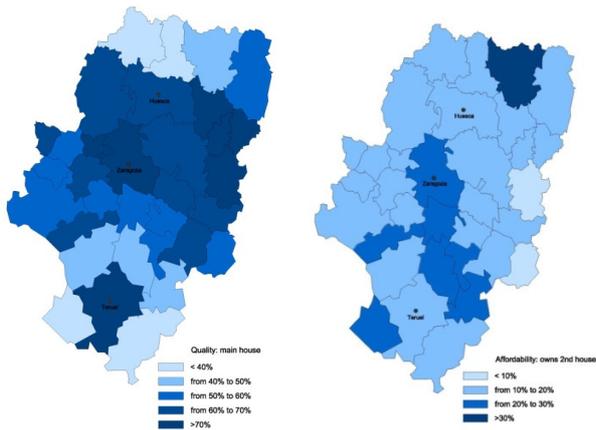
Most families own the house where they live (table 5). Most main houses are situated in Zaragoza area and all along Ebro corridor. A large amount of families own a second house, usually situated in the rural areas (fig. 14).

	total homes		homes owning their house	
	Aragon	Spain	Aragon	Spain
<b>Total</b>	510.118	17.114.397	421.126	14.025.575
One family house	142.206	5.786.451	119.946	5.005.289
Apartment in a building under 10 apartments	91.057	3.258.894	62.031	2.352.840
Apartment in a building over 10 apartments	276.822	8.039.648	239.149	6.652.902
Unknown	33	29.403	0	14.544

Table 5. Kind of homes by type and ownership in Aragon and Spain.



15. Kind of homes by type and ownership



16. Quality: main house / Second house.

There is still a big percentage (more than 20%) of homes suffering from problems that reduce the quality of life for the family. One of the biggest problems in Aragon seems to be noise, coming from neighbours or outside, with violence and the insecurity in second place.

	total homes		percentage in total	
	Aragon	Spain	Aragon	Spain
<b>Total</b>	510.118	17.114.397	100,0	100,0
Lack of natural light in any room	22.828	932.037	4,5	5,4
Noises produced by neighbour or exterior	59.097	3.215.539	11,6	18,8
Pollution, dirtiness, environmental problems	26.855	1.819.099	5,3	10,6
Violence, insecurity	38.446	2.260.288	7,5	13,2
None of the others	404.958	11.555.128	79,4	67,5

Table 6. Homes: problems suffered by house.

### 2.4. INFRASTRUCTURE.

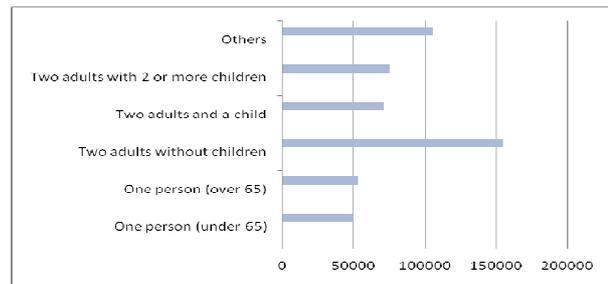
Aragon is situated in the middle of the main Spanish corridors with Europe. Infrastructure is one of the greatest problems.

### FAMILY SIZE:

In Aragon homes are usually composed of two adults, but those with just one adult are not rare. Big families in the same house are not typical any more.

One person (under 65)	50.132
One person (over 65)	52.957
Two adults without children	154.876
Two adults and a child	71.498
Two adults with 2 or more children	75.279
Others	105.376
<b>TOTAL</b>	<b>510.118</b>

Tabla 7: Homes in Aragon



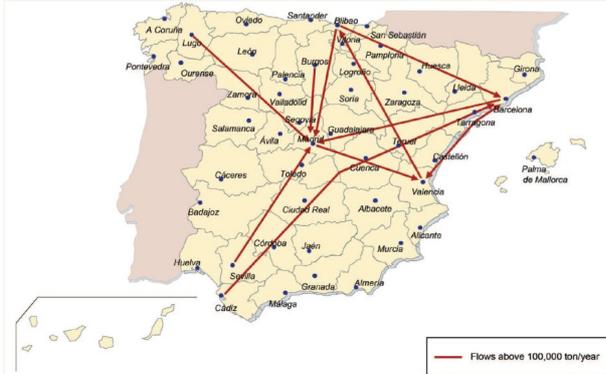
17. Kind of homes by type and ownership in Aragon



19. Links between Zaragoza and main cities in Spain and Europe.

Located in the centre of Spain's most prosperous quadrant, Aragon accounts for 60% of Spanish GDP and 50% of the country's population. The community is just 300 km by freeway from Barcelona, Madrid, the Basque Country, Valencia and France.

involved very high investment costs. That said, the total volume of traffic is very low, because the population served is relatively small and the competition from air transport is higher than in other countries, given Spanish geography and urban structure.



20. Freight streams over 100.000 tons/year.



21. High-speed Train

**RAILWAY**

Its extensive network of infrastructures and highways was rounded off by the high-speed train which connects Zaragoza to Madrid and Barcelona in 1 hour and 15 minutes. This has helped strengthen Zaragoza's position as a strategic business centre between these two strategic locations.

The biggest deficit of Aragon's infrastructure is in the railway area. It is a community where transport is outdated, expensive and slow transport compared to other media such as the car and the bus. Only Zaragoza is well connected to the two main provinces (Barcelona and Madrid), by the strategic geographical location of the same. Instead the rail with Huesca and Teruel is quite poor.

	1985	1995	2008	2009	2010
<b>Double track</b>					
Aragon	107	105	444	444	444
Spain	2.699	3.519	5.018	4.983	5.495
<b>Electrified track</b>					
Aragon	442	507	909	907	907
Spain	6.721	7.591	9.116	8.936	9.439
<b>Total lines operated</b>					
Aragon	967	998	1.326	1.324	1.324
Spain	14.804	14.308	15.550	15.330	15.837

Table 8. Main data of Infrastructure: Railway evolution.

The **Spanish High Speed Train (AVE)** is not compatible with freight traffic so far but has become the rising star of Spanish infrastructure policy. The development of the AVE has followed political criteria and has not paid attention to the social return on this investment. The policy of AVE extension has

The **interoperability of the Spanish and French systems** is crucial for the development of an international strategy between both countries' rail operators; including marketing alliances, or the development of international services. Another element significance is the relation between rail operators and terminals (logistic centres, ports, etc.), the connection of important industrial parks for goods train and implementation of Maritime Terminal in Zaragoza.



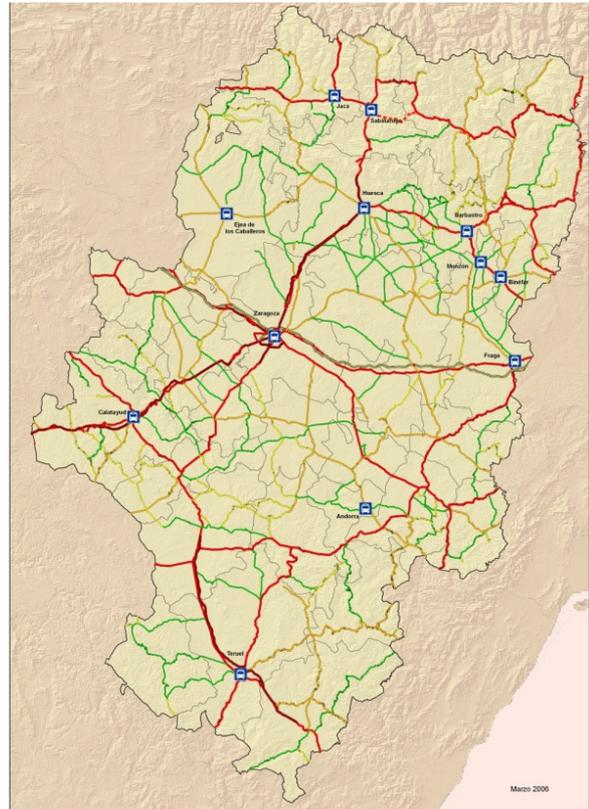
22. Railway lines.

**ROADS**

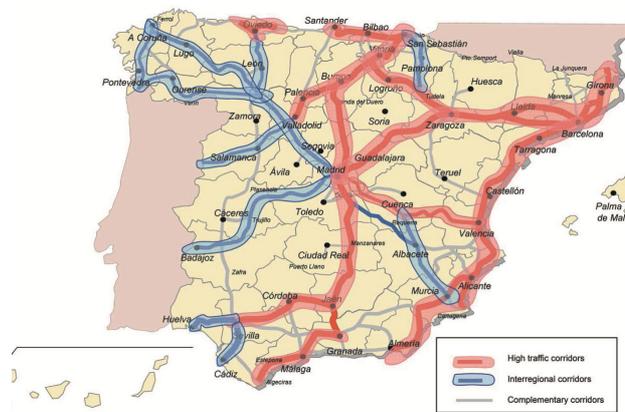
Road Network (Km)	1995	2005	2008	2009	2010
Total	10.101	11.320	11.417	11.432	11.483
Highways of a road less than 5 m wide	9.712	10.668	10.685	10.690	10.702
from 5 to 6.99 meters wide of 7 m or more in width	1.992	3.184	3.093	2.964	3.238
Dual carriageways	4.586	3.907	3.412	3.467	3.411
Free motorways	3.134	3.557	4.180	4.259	4.053
Toll roads	73	120	67	67	76
	158	378	508	519	548
	158	154	157	157	157

Table 9. Main data of Infrastructure: Roads and highways evolution.

For the last 10 years **roads** have been improved significantly. There have been increases in the miles of highway, including all provincial capitals of Aragon and other neighbouring cities (Valencia, Madrid, Barcelona, Pamplona, Bilbao). Even so, there are still many areas for improvement of the roads. The province of Teruel presents great difficulties, not only because of the absence of good means of communication (a highway connecting Zaragoza with Alcañiz and its MotoGP circuit and Tarragona, or another **highway** that loops through Teruel from east to west would be necessary), but also because of the deplorable conditions of some existing roads that must be improved.



23. Road system in Aragon.

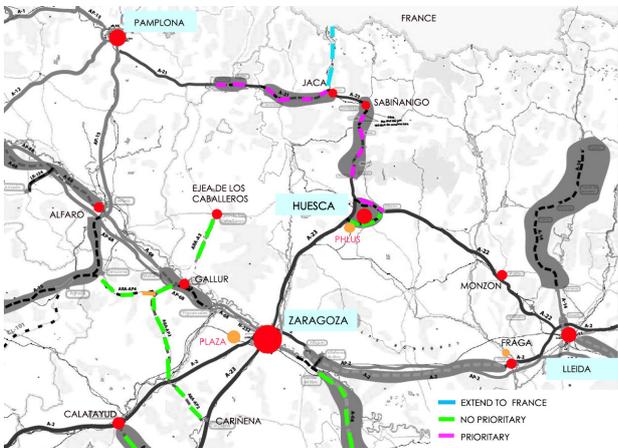


24. High traffic corridors and highway.



25. A-23: Main corridor for the transport of goods by road

The A-23 **motorway** is a high capacity road connecting Sagunto, on the Mediterranean coast just north of Valencia, and Jaca (North Aragon). The project was developed during a period of high and sustained economic growth and is 80 % complete. The last 20% is the continuation up to France.



26. Priority plan for communication.

The motorways A-23 and A-21 are a priority for Aragon since they would reduce distance with France. Other highways such the as A-24, around south of Huesca province, and the motorway linking Cariñena, Gallur and Ejea de los Caballeros are not such a priority for territorial cohesion.

### THE MARITIME TERMINAL OF ZARAGOZA (MTZ)

The **MTZ** is an inland port concept developed for international maritime trade, with rail facilities of its own in a land communication hub. Since 2007, MTZ has had its own railway deport. This intermodal transportation benefits logistic operators, importers and exporters in central Ebro Valley. It was an initiative of the Port of Barcelona and Mercazaragoza. Small and medium enterprises can use it as a port for exportation; for this reason is necessary to promote its use, so trade will increase by train and increase the capacity of exportation of the companies. MTZ requires looking for **connections with PLAZA and other ports** such as Valencia, Bilbao, Santander, Castellon.



27. Links between The Maritime Terminal of Zaragoza and other ports.

## AIRPORTS

Aragon Airports	Zaragoza	Huesca
Altitude above sea level	262,92 m	539,06 m
Distance to town	10 km	9 km
Service Area	120,54 ha	152,54 ha
Runways	2	2
Passenger area	8,45	0,86
Type of airport operator	Public	Public
	AENA	AENA

Table 10. Main data of Infrastructure: Railways.

Aragon has 2 **airports** in Zaragoza and Huesca and one minor created last year in Teruel, whose main function is the transport of goods to the logistics area (PLATEA). Also in reference to the first two, passenger traffic has

not relative importunes in comparison with the rest of Spain. Only Zaragoza airport has grown quite significantly when speaking about transportation of goods, becoming one of the most important in Spain, multiplying its productivity along the last 10 years, caused largely by the logistics platform (PLAZA) existing, where there are Spanish industries as important as Inditex, among others.

## 2.5. ECONOMIC FUNCTIONS AND TOWN CENTRES.

### MAIN DATA:

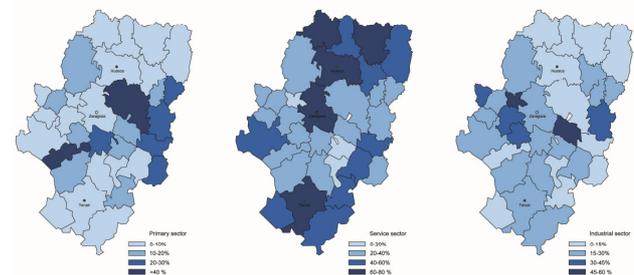
	Aragon	Huesca	Teruel	Zaragoza
Gross Domestic Product (x 1000€)	33.103.115	55.580.984	3.578.835	23.942.296
GDP Per Capita (€)	25.098	25.046	24.531	25.197
Disposable Gross Income (x 1000€)	22.776.237	3.924.712	2.469.093	16.382.432
DGI Per Capita (€)	17.269	17.613	16.925	17.241

Table 11. Main data of economy.

The Aragonese economy has five main features: It is small but prosperous, advanced, diversified, open and competitive, and dynamic. 59% of the Aragonese economy is based on the service sector, 20.9% is dedicated to industry, 12.3% to the construction sector, 4.3% in agriculture and 2.9% in energy-related activities.

The main industry sectors are metallurgy, transport, miscellaneous manufacturing, mechanics, paper, food, chemicals and rubber, electronics and optics.

Within the services sector there are included business activities, followed by retail and hospitality, government, health, transport and communication and financial education.



28. Sectors: Primary / Secondary / Tertiary

The economy has several strengths, mainly: the territory, human capital, technological capital and a dynamic management, good cooperation between agents and the possibility of new opportunities. Aragon has more than 30,474,000 potential consumers (73% of Spanish, plus 8 million in southern France) and a potential market of more than 28,240 million euros. This is impressive given that Zaragoza is the fourth city in turnover and the fifth volume of people in Spain.

Regarding human capital, Aragon has an important educational offer: two universities, six campuses, 31,000 students, and 159 vocational schools. In the field of technology, Aragon has a very wide range of institutes and research centres related to various subjects like water, logistics, nanoscience, agri-food and health, among others.

The strategic sectors of the economy are Aragonese automotive, logistics and transport, renewable energy, business services, agribusiness and tourism.

The richest areas are the Pyrenees and Zaragoza.

**MAIN ECONOMIC ACTIVITIES**

- AGRICULTURE SECTOR: Only 5.5 %.
- INDUSTRIAL SECTOR: Decreased to 23%.
- CONSTRUCTION SECTOR: Increased to 10.5%
- SERVICE SECTOR: Increased to 70.5 %

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
<b>Agriculture sector</b>	5,49	5,34	5,6	5,67	5,63	5,11	4,92	5,31	5,57	5,38
<b>Industrial sector</b>	26,85	26,88	26,04	26,11	26,35	24,49	24,16	25,8	27,3	23,26
<b>Construction sector</b>	8,04	8,35	8,43	8,24	9,11	9,17	9,65	10,9	11,17	10,55
<b>Service sector</b>	59,62	59,43	59,93	59,98	58,91	61,23	61,27	65,88	70,98	70,34

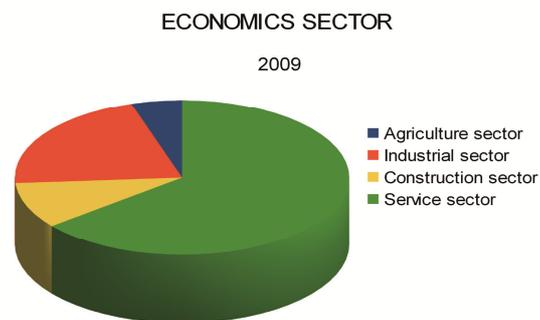
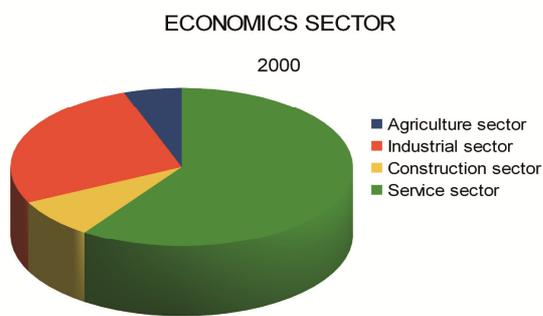
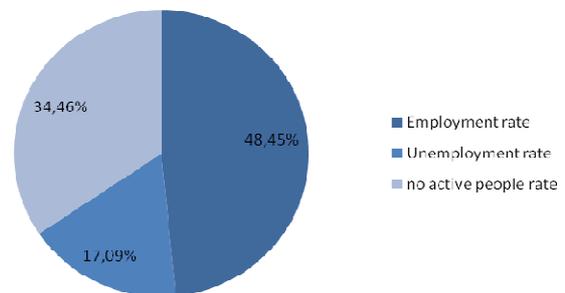


Table 12. Economic sectors evolution in Aragon 2000-2009.

The rate of unemployment in Aragon is below the national average.

	Aragon	Huesca	Teruel	Zaragoza
Active people	648,85	106,00	67,90	474,93
Employed	537,93	91,93	58,10	387,90
Unemployed	110,90	14,08	9,80	87,03
No active people	461,33	80,55	53,03	327,70
Employment rate	48,45%	49,28%	48,04%	48,33%
Unemployment rate	17,09%	13,33%	14,40%	18,33%

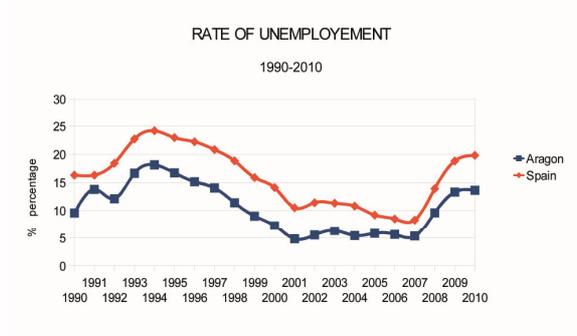
Table 13. Employment market in Aragon (2011). (x1000 people)



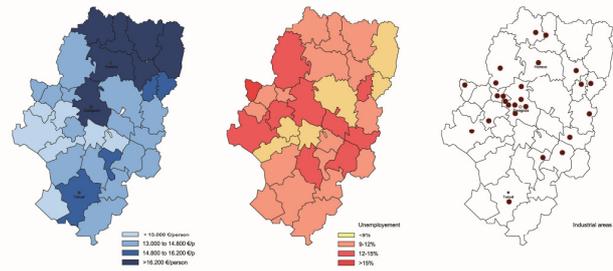
29. Rates of employment.

The major problem of the economy in Aragon is the number of unemployed people (nearly 538,000 people are working for over 572,000 unemployed or no active people reflected in Table 12). The average salary

(19,697€/year) is well below the average European wage, a problem increased when realising that prices have risen disproportionately (66% since the introduction of the euro) compared to wages. This problem comes from the severe economic crisis engulfing Spain.



30. Rate of unemployment: evolution in Aragon and Spain.



31. DGI in Aragon / 30. Unemployment in Aragon./ 31. Main industrial areas in Aragon.

## 2.6. PLANNING CONTEXT.

The Spanish Planning System has developed during the 20th century and changed considerably in the last thirty years.

Until 1978 the State had complete authority on urban and regional planning and it was in charge of legislation and planning through two instruments: The Land Laws and several Plans (National Plans, Territorial Coordination Plans and General Urban Plans).

In 1978, the Spanish Constitution gave the Autonomous Communities the possibility to assume competences in urban and regional planning. Throughout these thirty years they have been taking these responsibilities to now when the State has no competence in territorial planning, only in areas of general interest such as ports or airports. Instead the Autonomous Communities regulate the planning system and even assume some management skills (final approval of certain development plans). In order to do that, they have developed their own laws and regional planning policies.

Therefore, in Spain the State has no competences in spatial planning and doesn't take part in regional planning. There are no territorial national plans but the State

participates in some sectoral issues that have a significant effect such as hydrology planning or coasts. It also regulates land through the State Land Law 2008.

At a lower level, Local Authorities have no competences on territorial planning but they have power to implement the regional planning legislation and create their own local planning ordinances and General Urban Planning Schemes for their municipalities, respecting national and regional legislation. With these instruments they propose the town/city model that must be close and according to the sustainable development requirements going for the regeneration of the existing city.

In the particular case of Aragon the current legislation on urban planning is the **Aragon Town Planning Act 2009** and the Regional Government approved the **Strategies from 1998 Law** that make up the framework to develop and implement territorial politics and regional planning which principal pillars have been industrial logistical policy.

Regional planning must be adapted to reflect a European Spatial Development perspective and it's necessary to adopt new strategies to achieve this. The Regional Government has therefore decided to draw up the **Strategic Territorial Act of Aragon**.

In addition to these Strategies there are other Partial Guidelines like the ones of the Pyrenees, which develops the regional planning scheme of this area.

The Autonomous Communities have competence in regional planning and they develop its legislation and implementation. In Aragon, the Strategies from 1998 Law set up a regional planning scheme, which is developed through Partial Guidelines (these Guidelines could be about a specific area or an activity with influence in the territory: infrastructures, equipment, natural space, etc.)

### 3. SWOT Analysis.

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### **3. SWOT ANALYSIS.**

#### **3.1. SWOT OF PLANNING SYSTEM.**

The SWOT gives an overview of the opportunities and threats, obtained from the analysis of the first and almost unique regional planning instrument in Aragon, the **Strategies from 1998 Law**, and the strengths and weaknesses that we have noticed after its 15 years of validity.

#### **STRENGTHS**

- It's the **first regional planning scheme** in Aragon and from this scheme other Partial Strategies have been developed.
- It has a complete memory with a **territorial analysis** including the main problems that should be deal in the planning Strategies.
- The Strategies have worked out in some issues: the creation and promotion of Zaragoza **Logistic Platform** has impulse the economic activity and placed the city in an international position.

The Strategies' approval supposed an inflexion point in Aragon regional planning, for the first time a regional planning scheme is formulated and approved. Furthermore, from this scheme other Partial Strategies have been developed for some areas.

The document has a large memory where main territorial aspects of the region are analysed in detail: European framework, environment, population, city and community equipment system, infrastructures, economic activities and cultural heritage, including the main aspects that have to be consider in each case.

The Strategies have worked out some partial issues. This is the case of Zaragoza Logistic Platform or the airport of this city, which creation and promotion have meant an impulse of economic activity and managed

to place the region and its capital in on an international position.

#### **WEAKNESSES**

- The Strategies **didn't** manage to **coordinate the action** guidelines of each Regional Government Department.
- The **short** content has complicated its implementation and it didn't have a hierarchy for its actions.
- The Strategies **didn't manage to conduct an economic policy** or economic balanced development.
- It **didn't have a link with local planning.**

The lack of national planning, which makes up the framework for regional planning, causes a lack of unity in the different territorial policies that are developed in different region of the country. As each region develops its own planning without bearing other regions' planning in mind, this sometimes creates conflict between bordering regions.

The lack of coordination between different regional authorities/administrations causes ignorance of the actions that each level is promoting and trouble getting good effects. In that way, the Strategies didn't manage to coordinate the action guidelines of each department.

The shortness of the Strategies content has complicated its implementation since their orders were too general. In addition to that, they didn't create a hierarchy for the application of some policy.

The Strategies didn't manage to conduct an economic policy or improve the economic balance development.

This regional planning instrument hasn't got a link with local planning.

## OPPORTUNITIES

- The revision of these Strategies is the opportunity to draw up a new Scheme that can set up a territorial and economic development policy and **improve the territorial cohesion of Aragon.**
- Take advantage of PLAZA Logistic Platform to reinforce the role of Zaragoza and **promote the economic development of the region.**

At the light of what happened during these 15 years, the revision of this document is the opportunity to correct the errors and draw up a new instrument that achieve setting up a good territorial and economic development policy and help improve territorial cohesion of Aragon.

Take advantage of PLAZA Logistic Platform to reinforce the place/role of Zaragoza, promote economic development and improve territorial cohesion.

## THREATS

- **It didn't have a real influence on territorial cohesion**, which could call into question the efficiency of regional planning.
- The **lack of coordination between administration** makes difficult to implement regional planning

The poor influence of the Strategies in territorial cohesion could call into question the validity and efficiency of regional planning.

The lack of coordination between administrations makes it difficult to get complete and adequate regional planning and proper implementation.

## 3.2. SWOT OF INDUSTRIAL AND LOGISTICAL SYSTEM.

### INTRODUCTION

This SWOT gives an overview of the opportunities, threats, strengths and weaknesses obtained from the analysis of the environment in which the infrastructure of Aragon is offered to business, regarding national and international industry and logistics.

### STRENGTHS

- Large amount of **land available for development** of new projects.
- **Promotion of Research and Development.**
- **Institutional support and involvement.**
- **Largest logistics platform in Southern Europe.** Logistics Platform of Zaragoza (PLAZA) is the largest platform extension in southern Europe, with potential to become the benchmark for logistics in the area. Huesca Logistics Platform (PLHUS) and Teruel Logistics Platform (PLATEA) intend to follow in the footsteps of PLAZA, but haven't actually achieved it.
- **Road connection with main Spanish cities**, which concentrates the majority of trade in goods and which are connected to Aragon by highways and toll roads.
- **Intermodal logistics platforms connecting provincial capitals:** The three provincial capitals, Zaragoza, Huesca and Teruel, have developed areas of logistics activities and opportunities for road-rail connection in most of them.
- **Zaragoza Airport fastest growing** freight in recent years in Spain, has established itself as regards the state level as a distributor of goods with significant investments in recent years to double its annual capacity.

- **The capacity and technological potential.**

- Because of low population density in the region, there is a lot of **land available for development of new infrastructure**, and with it **new projects**. There is also a great amount of already urbanized land in many industrial and logistic areas all over Aragon.

- For the Government of Aragon it is a strong commitment to help resource & **promote research and development**. They are the basis of future development and employment.

- **The institutional support and involvement.** The regional government is present in most initiatives to boost logistics in Aragon to provide support. The Government of Aragon has promoted many of the current projects to develop industrial and logistical parks and has cooperated with most private investors in the development of the rest.

- **The infrastructure is constantly expanding depending on the needs.** The existence of certain industrial areas whose growth is driven by the needs of their users and their requests, making centres are formed to the client demands. That is, Aragon has not only an infrastructure capable of increasing its activity, but to increase in a demand-driven way.

- **Aragon has the largest logistics platform in Southern Europe.** Logistics Platform of Zaragoza (PLAZA) is the largest platform extension in southern Europe, with potential to become the benchmark for logistics in the area. The Huesca Logistics Platform (PLHUS) and Teruel Logistics Platform (PLATEA) intended to follow PLAZA footsteps, without actually achieving it.

- Also, **there are intermodal logistics platforms connected in provincial capitals.** The three provincial capitals, Zaragoza, Huesca and Teruel have developed areas for logistic activities and opportunities for road-rail connection in most of them.



32. Actual main corridors, linking intermodal logistic platforms.

- **Aragon has road connections** (highways and toll roads) **with main Spanish cities**, which concentrates most of commodity exchange.



33. Zaragoza's main road connections.

- **Zaragoza Airport has experienced more growth in freight transport in the last years than any other in Spain.** Even the airport has consolidated, at the state level, as a distributor of goods with significant investments in recent years, enough to double its annual capacity.

- Finally, **the capacity and technological potential** is increasing in Aragon, specially guided and helped by regional government. Technology centres, universities and research centres which

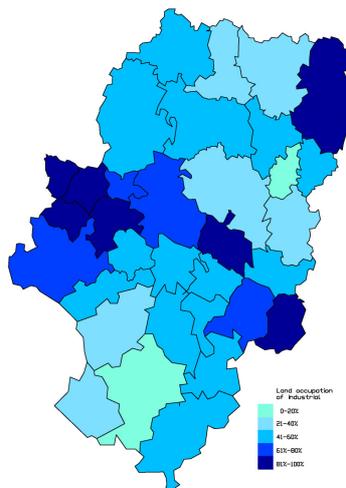
encourage development, logistics and transport. Technologies such as RFID, data capture by dynamical systems or geographical positioning systems are developed specifically for each company or logistics infrastructure in the various research centres of Aragon.

**WEAKNESSES**

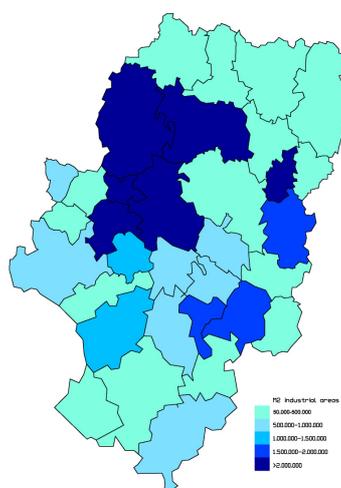
- **Excess of offer versus demand** of logistics infrastructure
- **Degree of development of intermodality**, primarily motivated by being a hinterland that has no seaports, as well as the need to connect the road and rail infrastructure in the process of finalization or union with other national or international-way.
- **Lack of construction of certain infrastructure**. Multiple aspects, such as the

current economic situation, have led to the construction of certain infrastructure planned have not been carried out. Connections are of great importance for the development of logistics in Aragon.

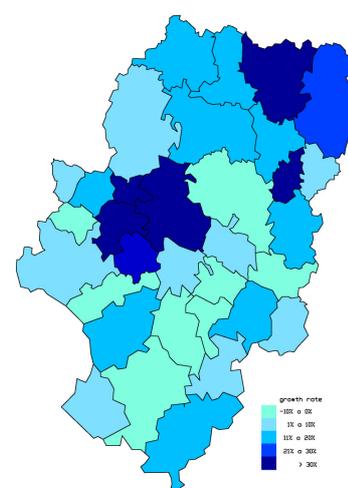
- **Lack of consolidation of existing platforms**. While the main logistics platforms in Aragon are in a good degree of development, there are still aspects to finish.
- **Habits in the way of operation**. There is a significant root in the consolidated modus operandi in each typology of company that prevents the implementation of solutions that a priori may seem risky.
- **Power of logistical decision-business outside of Aragon**. A high percentage of logistics companies established in the Community have their headquarters outside our borders.



34. Occupation of land in existing industrial parks.



35. Surface of industrial parks.



36. Growth rate

**There is too much logistical infrastructure provision and not enough demand for it.** This factor is presented as a short-term weakness, but as strength at a medium to long term if able to take the chances of capturing demand in the environment of the area of influence of the autonomous community of Aragon.

On the other hand, with **current intermodality**, is difficult to change the transport mode due to the lack of alternative modes or even lack of empowerment of intermodal solutions coexisting with the road.

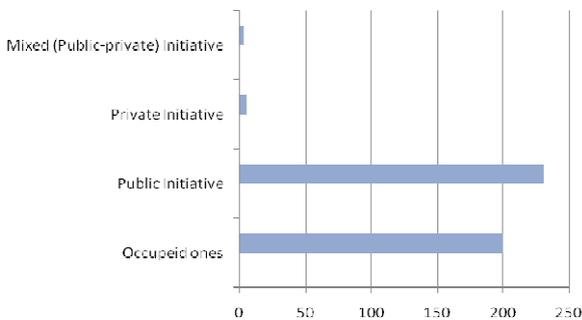
The **degree of intermodality development** motivated mainly because it is an inner region and therefore lack of seaports, as well as the

need to connect the road and rail infrastructure in the process of completion or bonding with other national or international routes.

There is a **lack of construction of certain infrastructure**. The current economic climate, the construction of certain planned infrastructures has remained unfinished; it was not possible to carry them out. These connections are of great importance for the development of logistics in Aragon in medium and long-term future.

Table 14: Industrial Parks

Occupeid ones	200
Public Initiative	230
Private Initiative	5
Mixed (Public-private) Initiative	3
Municipalities <1000	49
Municipalities 1000-5000	60
Municipalities 5000-10000	8
Municipalities 10000-20000	10



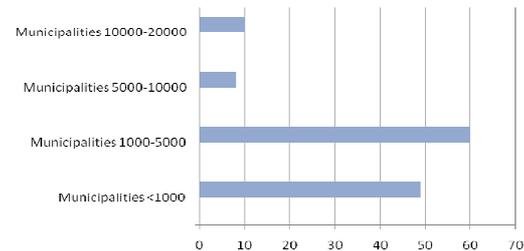
37. Industrial Parks: Initiative.

**Also many existing platforms haven't been consolidated.** Although the main logistics platforms in Aragon are in a good degree of development, there are still many underdeveloped.

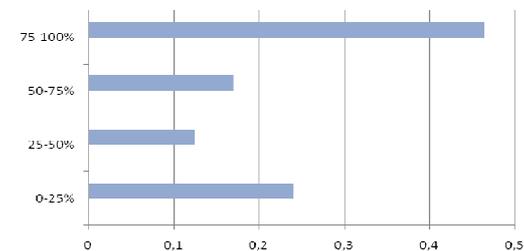
Percentage of industrial parks occupied from	Rate
0-25%	24%
25-50%	13%
50-75%	17%
75-100%	47%

Table 15. Industrial Parks: rate in relation with percentage of occupation.

Another weakness can be found in the **conservative mode of operation** of companies that prevents the implementation of risky and innovative solutions.



38. Industrial Parks: Occupation depending on municipality size



39. Industrial Parks: rate in relation with percentage of occupation

The **power of industrial and logistical decisions** is in most cases made **out of Aragon**. A high percentage of logistics companies established in the Community have their headquarters outside its borders, so many important decisions are taken elsewhere.

## OPPORTUNITIES

- The **Central Crossing through the Pyrenees**. Achieving this project would be a huge development potential for rail transport.
- **Strategic location of Aragon**, to be adjacent to the communities where the greatest potential economic of the country as internationally.
- Aragon **trade** is most of all **with the EU27**. The majority of trade of goods made in Aragon, around 80, takes place between the EU-27.
- **Potential infrastructure and adjacent communities**. The adjacent autonomous communities of Aragon, along with it, have the highest gross domestic product of

Spain. This is a major driver for attracting new business to the transport and logistics sector.

- **Increased global trade.** The growing trade between countries will lead to greater use of logistics activities worldwide.

One of the greatest opportunities for Aragón would be the **Central Crossing through the Pyrenees**, the realization of this project would be a huge potential development for the rail and would help to have full cohesion with the rest of Europe as a logistics centre, in order to expand beyond our national borders.

Another opportunity is the **strategic location of Aragón** in Spain as a whole because it is adjacent to the communities where the economic potential of the country and internationally is greater, as a limit in the peninsula border with the rest of European Union countries by land. Aragón is a community easily accessible, conveniently located halfway between Madrid and Barcelona, Bilbao and Valencia, between the Cantabrian and the Mediterranean Sea, and all over Europe.



40. Aragón

connections with Europe and Africa.

**The trade** of Aragón is most of all **with the EU27**, because the largest merchandise trade that takes place in Aragón, around 80%, takes place between the EU- 27.

The growing global trade between countries all over the world will lead to greater

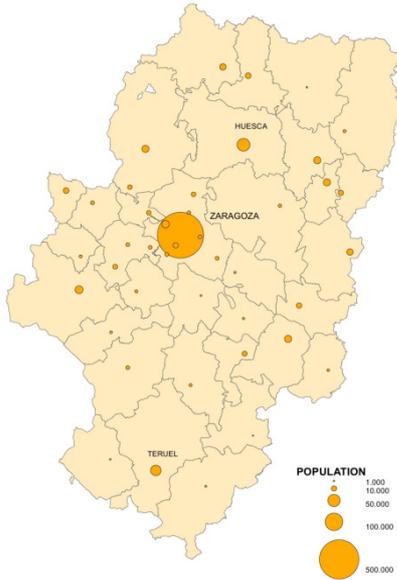
use of logistics activities and an increase in international trade relations.

**Environmental regulation** is another opportunity, because the government in every country is driving the introduction of new emission control protocols that make railway transport a more attractive alternative for achieving the objectives.

## THREATS

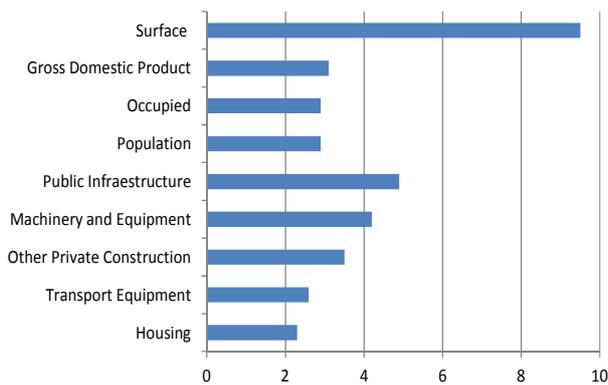
- **Territorial dispersion.** Aragón has a high concentration of population around main urban centers (1.8% of the municipalities accounts for 68% of the population).
- **Deficient infrastructure connection by railway.** There is a lack of direct connection with main lines of the country. There is a claim for implementation in order to avoid handling problems accessing the terminals.
- **Problem of interoperability and operational in communication and connection with neighbours,** mainly because the changes that must be performed at border crossings for communication with the adjacent countries are difficult and some of them take a long period.
- **Prioritization of railway transport for passengers instead of for goods.** Transportation of merchandise is subject to passenger rail corridors, which means high traffic times for merchandise.
- **Low economic weight of Aragón in Spain.** The Aragonese economy represents 3% nationally.

One of the threats affecting the territory of Aragón is the **territorial dispersion**. Aragón has a high concentration of population around the main urban centers (1.8% of the municipalities account 68% of the population). In contrast, 91.5% of the Aragonese municipalities have fewer than 2,000 inhabitants.



9. Population: Cities and villages by number of inhabitants.

The **economic weight of Aragon in Spain**. The Aragonese economy represents 3% of the country. The existence of the most significant degree of capital around us (Madrid, Barcelona, Valencia and Bilbao) may hinder the development of infrastructure in the Community.



41. Weight of Aragon in Spain: percentage (%)

The **current level of development of freight transport** is necessary to be introduced as a threat, since there is a need to connect the road and rail infrastructure with other national or international routes.

The **low use of rail transport** in Aragon drives to a lack of flexibility in the mixed train operation and the insufficient number of lines today.

The **railway connection infrastructure is not enough for current freight**. Aragon has sufficient infrastructure to meet the current demand for rail transport, but the lack of direct connections to the main lines of the country create problems of access.

There is the **problem of interoperability and operational in the borders with national and international neighbours**, by the modifications to be performed at border crossings for communication with the adjacent countries and communities. Every decision taken means a great negotiation and a lot of time.

**Current priority in rail transport is for passengers instead of for goods**. Currently, transport of goods is subject to passenger rail corridors, which means high freight transit times.



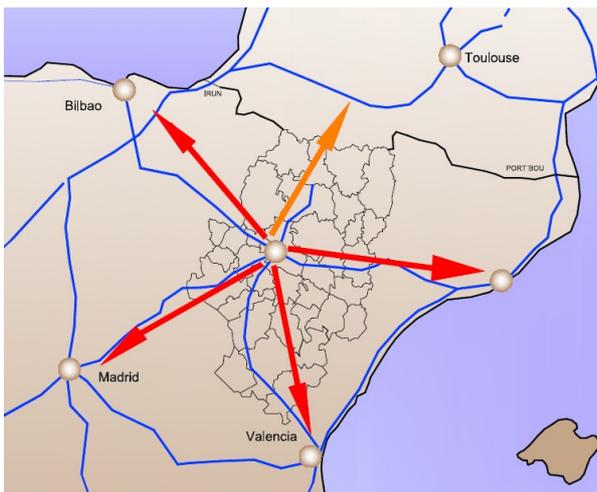
### 3.3. SWOT OF ACCESSIBILITY AND MOBILITY.

#### STRENGTHS

- The **airport of Zaragoza** is a well equipped airport with very low congestion, which has made it possible to achieve an important role for cargo transport.
- Aragon has a **strategic location** between main transport routes across Spain: Madrid-Barcelona, Atlantic-Mediterranean corridor and to France. It is the most important characteristic of the location.

The geographic situation of Aragon is one of its strengths. Aragon is situated in the most industrialized quadrant of Spain. This means it is less than 2 hours and 30 minutes from the cities producing 60% of Spanish GDP with 25 million consumers.

It connects the most important logistics, industrial and demographic centres of the Iberian Peninsula, as well as some of the most active European commercial ports. It provides a link between North Africa and Europe.



42. Map of main current railway infrastructures and proposed ones.

The **airport of Zaragoza** is a well equipped airport with very low congestion, which has made it possible to achieve an **important role**

**for cargo transport.** In 2011 48,647 tonnes of cargo were moved (14.3% more than in 2010) with a clear dominance of textile products, representing 49% of transported goods.

#### WEAKNESSES

- The **lack of efficiency of rail transport.**
- The **lack of efficiency of secondary connections.**
- The **lack of a comprehensive analysis of the specific characteristics of each city**

**The lack of efficiency of rail transport** is perceived as a problem, especially with the Spain-France connection. Currently, the main problem concerns railway transport between Spain and France.

**The lack of efficiency in secondary connections:** Nowadays, plans of infrastructure are designed to grand international connections. You can travel to most of the largest Spanish towns by train within hours. Investment in secondary connections will also be important in the context of an integrated regional transport and communications strategy covering urban and rural areas. This should ensure that the regions benefit from the opportunities created by the major networks.

**The lack of a comprehensive global idea, in particular one about the specific characteristics for each city:** Metropolitan area of Zaragoza has 800.000 people, but Huesca and Teruel have 50.000 and 30.000 people respectively.

This is the reason of the failure of the logistics platforms apart from Zaragoza, as PLATEA (South Aragon) and PLHUS (North of Aragon), with low occupation level.

## OPPORTUNITIES

- The **Trans-Pyrenean corridor by railway** across Irún and Portbou is on the limit of saturation so it needs a response.
- **Change of the model of planning strategies** and territorial policies.

The **Trans-Pyrenean corridor** by railway across Irún and Portbou are nearby the limit of saturation. One of the most favorable solutions consists on the construction of a new railway link of high capacity across the Central Pyrenees.

The Central Corridor of the Pyrenees represents the 16th project of Trans-European transport networks. The studies show the impact on logistic and industries on two dimensions: a regional one on both sides of Pyrenees, and a trans-Pyrenean European one of large territory (from Portugal to North Europe).

**Change of planning model strategies and territorial policies:** Because transportation projects have long effects it is necessary for the evaluation of costs and benefits. The aim of the procedure is a benefit/cost ratio that compares the total expected benefits with the total predicted costs.

This would include considering the robustness of the predictions of cost and benefits, and various scenarios. This model is useful to determine the feasibility of project from an economic standpoint.

## THREATS

- Public sector can't pay new infrastructure.
- Public-private partnerships and completely private solutions are one set of solutions. Several models are already well tested:
  - BOT (Build- Operate- Transfer), where the private sector builds and operates a facility or system for a period of time, but then transfers it back to government after a period;
  - BLT ( Build-Lease-Transfer), it is leased for a period for operation.;
  - ROT (Rehabilitate- Operate- Transfer)

The public sector has paid for the development of transportation systems. Government policies have strongly influenced the national planning or regional planning. Now, The **Public sector can't pay for new infrastructure**, the alternative is private financing.

Public-private partnerships and completely private solutions are one set of options. Several models are already well tested:

- BOT (Build- Operate- Transfer), where the private sector builds and operates a facility or system for a period of time, but then transfers it back to government after a period;
- BLT (Build-Lease-Transfer), it is leased for a period for operation.;
- ROT (Rehabilitate- Operate- Transfer)

## 4. Index of Actions.

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## **4. INDEX OF ACTIONS:**

### **4.1. INVENTORY OF POSSIBLE ACTIONS:**

#### PLANNING SYSTEM

- Coordination of bordering regions planning: create a national planning instrument.
- Coordinate the action guidelines of each Regional Government Department (in Aragon).
- Coordination between different administrations.
- Adapting the regional planning to European Spatial Development Perspective.
- Draw up a regional planning instrument which contains concrete actions and a clear hierarchy of them.
- Connect regional planning with local planning.

#### INDUSTRIAL AND LOGISTICAL SYSTEM

- Organize into hierarchy industrial and logistical areas: create a strategic plan.
- Take advantage of PLAZA Logistic Platform to promote the economic development.
- Promotion of Research and Development and helping good practices implementation.
- Coordinate and centralized activity and I+D investment.
- Promote medium cities.
- Organize into a hierarchy the projects for each region.
- Sign collaboration agreements with other important Logistic Areas.
- Give incentives to enterprises with logistical interest through fiscal profits.
- Construction of a new railway link of high capacity across the Central Pyrenees: The Central Crossing through the Pyrenees.

- Enlargement of the Zaragoza's airport to increase capacity.
- Opening Canfranc Tunnel.
- Enhance other road and railway axes.
- Give incentives to railway sector.
- Force good transport by train when arriving to a certain freight volume.
- Study new models of public-private partnerships.

### **4.2. ACTIONS TO IMPROVE SPATIAL PLANNING AS A TERRITORIAL COHESION INSTRUMENT**

- A. Drawing up a National Planning Instrument that sets up the general guidelines.
- B. Adapting the regional planning to European Spatial Development Perspective.
- C. Formulate concrete actions and an economic development policy, with special stress on the elaboration of an industry and logistic strategic policy.
- D. Coordination between different administrations
- E. Connect local planning with regional planning.

#### **A. Drawing up a National Planning Instrument that sets up the general guidelines.**

As we analysed in the previous phase, in Spain the non-existence of a national planning causes a lack of unity in the different territorial policies that are developed in different regions of the country. Each region develops its own planning without bearing other regions' planning in mind and sometimes conflicts appear between bordering regions.

The main reason for that problem is the competencies' distribution. In Spain, National Government has no competencies in Territorial Planning; the Autonomous Communities have these competencies so it would be necessary to change legislation and current laws in order to allow National Government to approve a National Plan.

In order to eliminate this weakness it would be necessary to draw-up a national planning instrument that establishes some general guidelines for all the territory. A global strategy must be taken in account: water resources, infrastructures such as roads and railways and general urban planning, specially those topics concerning several regions.

This new instrument could get a vertical coordination between planning documents.

## B. Adapting the regional planning to European Spatial Development Perspective

New Regional Strategies have to be developed according to an European Spatial Development Perspective. Regional planning must respect the general guidelines and specify the main actions that have to be implemented by the regional authorities.

In the particular case of Aragon, the Strategic Territorial Act of Aragon must adapt to the European Territorial Strategy and the Territorial Agenda of the European Union 2020, which sets up the policy framework to support territorial cohesion in Europe as a new goal. Some territorial priorities can contribute to achieve this goal:

- Promote polycentric and balanced territorial development not only at regional level but also at the macro-regional, cross-border and national level.
- Encouraging integrated development in cities, rural and specific regions making cities sustainable and attractive places to live, work, visit and invest in.

- Territorial integration in cross-border and transnational functional regions, which require proper policy coordination between France and Spain.

- Ensuring global competitiveness of the regions based on strong local economies, the development of innovation and specialisation strategies can play a key role.

This New Strategy should coordinate the action guidelines of any department that has an affect or impact on the territory and these departments must collaborate in the elaboration process but also in its implementation. In order to achieve that, Territorial Strategies should contain concrete objectives, not general ideas.

The planning process should have an interdisciplinary approach and requires professionals such as physical planners, human geographers, biologists, geologists, architects or economists.

## C. Formulate concrete actions and an economic development policy, with special stress on the elaboration of a strategic industrial and logistics policy.

Strategies from The 1998 Law are too general and its implementation has been really difficult. That is why the New Strategy should formulate concrete actions and a clear hierarchy for the application of some policies. Furthermore, it must draw up an economic development policy prioritising development areas and taking advantage of PLAZA Logistic Platform to reinforce the place/role of Zaragoza, promote the economic development and improve the territorial cohesion. Formulate a new special planning for industrial policy in order to avoid current weakness due to existence of a lot void or under-used industrial and logistic platform, consequence of a lack of integral vision policy.

We suggest reinforcing Zaragoza's role in Spanish context, as an attraction hub at National level, till now it has worked this way. On the other hand, at Regional level it has been thought that it would help to redistribute and give importance to other smaller cities near it, but it is a contradiction because we have to put more efforts into alternatives.

#### **D. Coordination between different administrations**

Another important aspect is the coordination between different levels of administration. It is necessary to make up a Sectorial National Commission with Regional Ministers that approve the National Planning Act, supervise its performance and coordinate national sectorial policies. It is also essential to have a similar organization at the regional level.

A National Observatory and Regional Observatory in urban planning would be necessary to adapt and control legislation and processes at the regional level in connection with the National one.

Most policies at each territorial level can be made significantly more efficient and can achieve synergies with other policies if they take the territorial dimension and territorial impacts into account.

#### **E. Connect local planning with regional planning:**

Territorial dispersion is a problem to promoting medium size cities, organizing the projects for every "subregion" into a hierarchy. Plans have to be previously thought at a regional level.

Organising into a hierarchy leaves clear which are the most important problems and you can prioritize one action over others in order to invest money and efforts. One of the

problems we have seen is that in Spain we have taken all the problems at the same level and a lot of small and secondary solutions have taken a lot of money and efforts.

That is why we consider that several medium cities have to be prioritised over others to improve general development.

#### **4.3. ACTIONS TO IMPROVE ECONOMIC DEVELOPMENT CAPACITY: INDUSTRIAL AREAS, ACCESSIBILITY AND MOBILITY, ESPECIALLY IN LOGISTIC AREA IN ORDER TO PROMOTE TERRITORIAL COHESION.**

- A. Conclusions from SWOT analysis.
- B. Objectives.
- C. Create a Strategic Plan.
- D. Accessibility.
- E. Mobility.
- F. Alternative: "Build Operate Transfer": The Private Investment Possibility: Public-private partnerships.

#### **A. Conclusions from SWOT and other analysis.**

We have analysed industrial and logistical areas and the conclusions are clear. Firstly: although having industrial land ready to use and enterprises, small municipalities continue losing population. The existence of these areas is not enough for population continuity. In the two last decades only medium municipalities (those with more than 10,000 inhabitants) have worked in Aragon.

Nearly all municipalities with less than 2,000 people have reduced their population unless situated in a transport corridor.

The worst place to invest in new industrial parks is municipalities with population between 5,000 and 10,000 inhabitants as they have the lowest land occupation.

Communication has to be encouraged in the corridors, both main and secondary ones.

The axes we propose to encourage, following existing synergies are:

- Main corridors:
  - Valencia – Teruel – Zaragoza – Huesca - Francia: The road is already quite good, but the railway system is incomplete and deficient.
  - Bilbao-Logroño-Zaragoza: In this corridor the road is very good at the moment but the train is very slow and doesn't work well.
  - Madrid-Zaragoza-Barcelona: Road system is in a good state and the railway is good.
- Secondary corridors:
  - Huesca-Fraga-Lérida: Highway has to be finished and there is no railway corridor at all.
  - Zaragoza-Alcañiz–Castellón: The road is in a regular state and railway doesn't exist.

The idea is to link big cities and medium cities, those having a population between 10,000 and 20,000 inhabitants, and convert them into capitals of their region, leaving small municipalities alone. There are only 10 municipalities with these characteristics.

Private and private-public investments have shown their efficiency with industrial parks with occupation level around 70%, while public actions have reached only occupation level around 54%.

## B. Objectives.

The Government of Aragon has to promote and create measures to incentive enterprises to come to and stay in Aragon. So, the design of a new Strategy has to include guidelines to encourage the continuity and improvement of this industrial tissue.

Grants and credits with very low interest: although when receiving grants or low interest credits, enterprises working in an area return indirectly the richness they get, thorough the taxes, new and more jobs and salaries, purchases and many other indirect benefits to the territory.

New and different sources of funding: The analysis made to industry parks and logistic areas and current situation have shown that public funding can't only be for big projects. Private investors with particular interest in many sectors would have to cooperate or act independently with public system to make infrastructures and services that otherwise would be impossible to be assumed by the regional or national government.

New business lines: Although the logistic sector has worked quite well in Aragon, and we propose to continue in this, the aim is to create synergies to diversify activities and profit from the research and development created.

## C. Create a Strategic Plan.

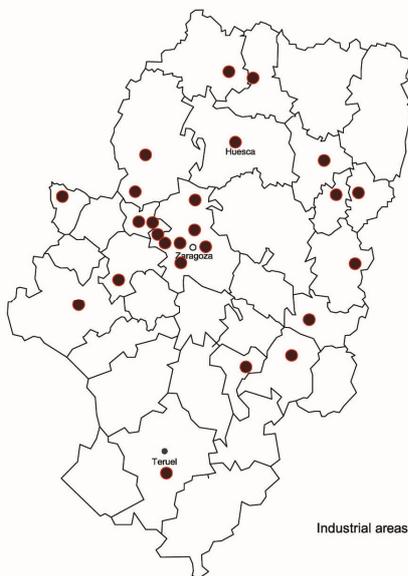
There is an excess of industrial and logistic areas, especially in the platforms not situated in Zaragoza. There is a lack of consolidation of existing platforms and certain infrastructures are uncompleted.

In order to improve economic development, a serious and deep **study** is needed to explain why the **platforms and industrial areas** have not worked, apart from in Zaragoza. Many of them are void or have a very low occupation levels: **Study** industrial and logistic areas, **organizing** them **into a hierarchy**, selecting those similar to activities taking place in the area where, **emphasizing** those related with concrete and adequate activities. All these previous actions have to be made following a **strategic plan**.

There is a large amount of available land for new projects. As Aragon, especially

Zaragoza, is the largest logistics platform in Southern Europe. Logistic and industrial areas already finished have to be **consolidated**, using active policies to promote logistic activity and create a methodology useful for any organization interested (public or private).

Another action must be to **make it easier for the companies to install** on Aragon's territory in priority areas (especially in rural areas) emphasized according with the study, by subventions, taxes helps and facilities and helping with **correct publicity** of the wide range of land offer for industrial and logistic purposes to potential companies, following the plan cited before.



43. Main industrial parks.

Our industrial and logistic net is formed by a lot of small companies that have no long-term plans. There must be work undertaken to make investors and businessmen aware of the advantages and benefits of a **coordinate and centralized activity and I+D investment**, and then an advising and awareness process must be carried out.

As a summary, actions would be: Look for international level synergies thorough joint programs or collective collaboration agreements with other logistic areas outside national territory, helping good practices

implementation, innovation process development and business collaboration.

#### D. Accessibility:

Zaragoza Airport had the fastest freight growing in recent years in Spain: **Enlargement of the airport** to increase capacity. PLAZA has direct and easy access to the airport and the communication with the rest of the platforms is good. **Connect Zaragoza** by train or road main cities in Aragon, where goods traffic takes place and put intermodal logistic platforms connecting **county capitals**, enhancing them. Study, organize into hierarchy and act in the different ways of transport, nodes and so on.

One of the weaknesses of Aragon's character is national as well as international borders (with France, Catalonia, Navarra, Valencian Community, La Rioja, Castille-leon).

**The Central Crossing through the Pyrenees** would be a high capacity freight railway. It would boost specific spots, as logistic platforms or dry ports.

**Opening Canfranc Tunnel**, closed since the 1950's on its French side would be an easy short-term solution.

#### E. Mobility:

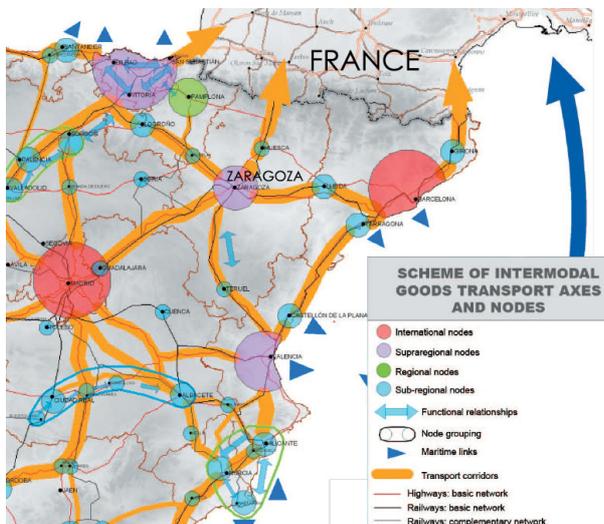
There is a necessity to enhance other road and railway axis. Main flows in Spain have to pass by Zaragoza, as a node between Madrid-Barcelona, Bilbao, Valencia. New axis to take account must boost a regeneration of secondary urban systems. As it is imposible to put every secondary spot as target, we propose **three main corridors**:

- Valencia-Teruel-Zaragoza-Huesca-Francia.
- Bilbao-Logroño-Zaragoza.
- Madrid-Zaragoza-Barcelona.

And **two secondary corridors** to create synergies between transport and industry, solving territorial dispersion problem:

- Huesca-Fraga-Lérida.
- Zaragoza-Alcañiz-Castellón.

**Integral railway sector development**, as a complete industrial sector and economic development axe. Give railway sector incentives as it is done usually to the industrial sector. Force good transport by train when arriving to a certain freight volume.



44. Scheme of intermodal goods transport axes and nodes..

**Intermodality** is decisive in the structuring of the nodes:

- **Air-Land intermodality:** Promotion of Air Cargo Centres and Airport Logistic Centres: Zaragoza, Huesca and Teruel.
- **Rail-road intermodality:** the creation of the right network of rail nodes, and road access to stations, and the concentration of logistics platforms integrated into rail terminals.

#### F. Alternative: “Build Operate Transfer”:

**The Private Investment Possibility: Public-private partnerships.**

Public-private partnerships and completely private solutions are one set of solutions. Several models are already well tested:

- BOT (Build- Operate- Transfer), where the private sector builds and operates a facility or system for a period of time, but then transfers it back to government after a period;
- BLT (Build-Lease-Transfer), it is leased for a period for operation;
- ROT (Rehabilitate- Operate- Transfer)

Build Lease Transfer or Build Operate Transfer (BOT) is a form of project financing, wherein a private entity receives a concession from the private or public sector to finance, design, construct, and operate a facility stated in the concession contract.

BOT offers attractive business benefits over the traditional system of construction, rapid scaling of operations, lower costs for administration and reduced time to operations.

In order to attract private capital, a toll road project must have strong project economics and contract structure which result from a combination of the following elements:

- Public vs private risk,
- Sponsor’s ability,
- Financing structure
- Financial markets environment.

Aragon is not able to finance its entire needed infrastructure, but the BOT approach is an option to be considered. The sponsors financing might not be available. However a host government, which wishes to promote BOT projects, must understand and be willing to accept the complexity and time-consuming nature of the process. The BOT approach appears to be a useful possible alternative to the conventional financing and operation of infrastructure projects.

## 5. Conclusions.

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## 5. CONCLUSIONS

Aragon has problems of depopulation and imbalance between the centre and the borders. The 1998 Territorial Strategies haven't worked, because they were just guidelines and they didn't focus on anything. The problems can be solved, at least partly, with concrete Territorial Strategies, prioritizing some projects to develop them and creating synergies. They can help other parts of the territory to develop, so they can move to a less unbalanced territory.

We propose to continue the logistic platforms and industrial parks system. We have seen this system doesn't work for small municipalities, as it doesn't help to fix population, but it works when linking cities around 10,000 inhabitants, maintaining or increasing population. We propose to focus on three main corridors and two secondary corridors. These proposed corridors are: Valencia-Teruel-Zaragoza-Huesca-Francia, Bilbao-Logroño-Zaragoza, Madrid-Zaragoza-Barcelona as main corridors, and Huesca-Fraga-Lérida, Zaragoza-Alcañiz-Castellón, as secondary corridors, creating synergies between transport and industry, solving territorial dispersion problems in the area. The key is the link with Zaragoza and the most important economic areas in Spain. Many areas near them are very rich in agrarian and mined products, and there are a lot of renewable energy installations being developed in the areas surrounding Zaragoza, such as wind and solar energies.

To allow these developments there have to be improved transport links; road and high roads in these corridors work enough well, but a regular freight railway transport would be a great solution. Due to the economic climate, we have thought a system similar to BOT one has to be taken in account.

Regarding the Territorial Strategy and Land Laws, we can see the Governance problem is that there are too many people taking decisions and usually without clear guidelines about how they want the region to be in the future. There are just individual and sector desires. In Aragon, as in the rest of Spain, most of the decisions are taken without all stakeholders taking part of the debate.

It is clearly necessary for new policies develop to know what people really need to improve their way of life and have the required services without being an unsustainable situation, in order to improve current unbalanced situation between Zaragoza and the rest of the region. There also must be a clear analysis to understand what enterprises need to stay or come to Aragon to bring up a good economic system.

Planners have to take part from the beginning, regarding the territory as a complete amount of layers: social, geographical, cultural, urban.

## 6. Discussion of potential scenarios.

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## 6. DISCUSSION OF POTENTIAL SCENARIOS.

If things continue the same way Aragon will become more unbalanced every day, with a great core (Zaragoza) taking advantage of the situation and focusing the investments, population and activities, and several medium hubs that can't reach enough power to take their own decisions and make investments in their territory and hinterland. The further from Zaragoza, the more unbalanced the territory is.

In Zaragoza the density of population is so high, the consumption of energy, water and resources is huge in comparison with the rest of territory, while in the hinterland is just the opposite.

We have proposed to continue the logistic platforms and industrial parks system. We have realized in our analysis that this system doesn't work for small municipalities. But, it works when linking cities with medium population where it helps maintaining or increasing population through employment and housing.

Our proposal is to focus on three main corridors and two secondary corridors. For us the corridors are territorial areas linked by infrastructures – such as energy resource systems or water resources, industrial areas already done-, communication –roads, railway, airports, but also internet and TIC possibilities- and services, everything needed to make them work in common and create synergies.

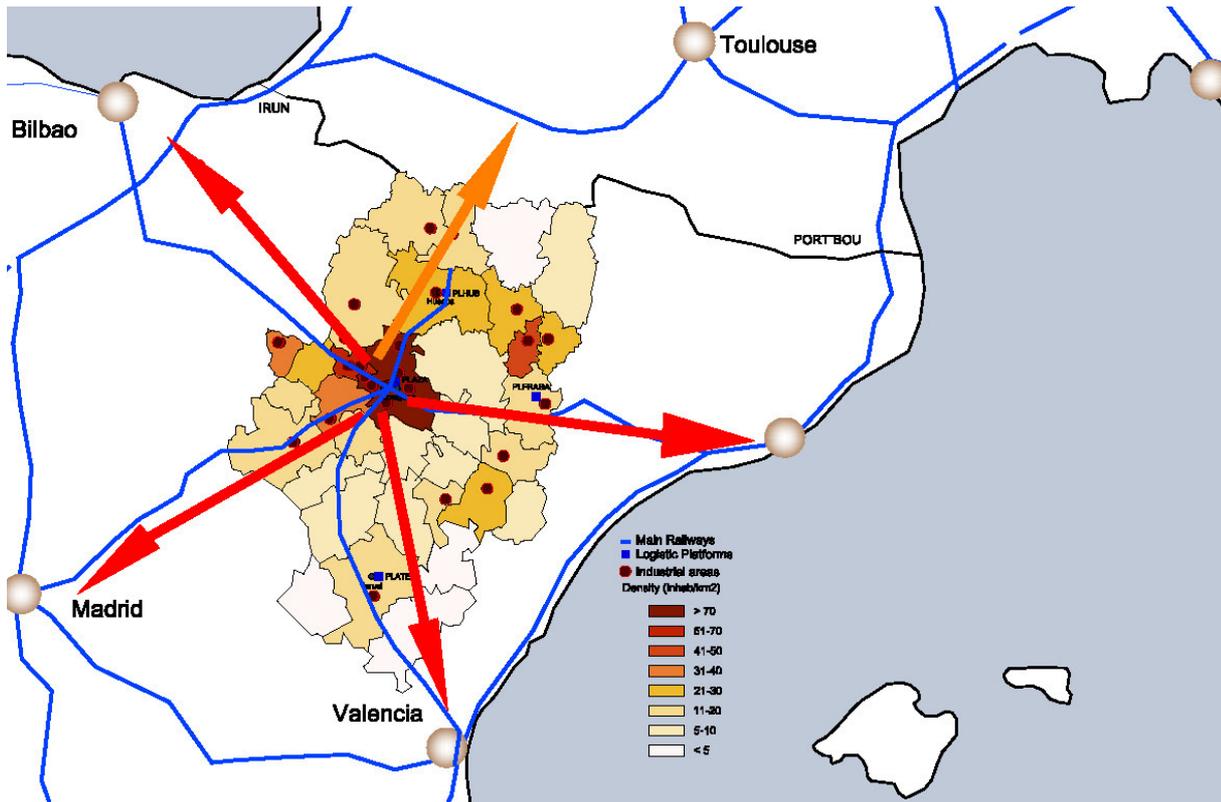
These proposed corridors are: Valencia-Teruel-Zaragoza-Huesca-Francia, Bilbao-Logroño-Zaragoza, Madrid-Zaragoza-Barcelona as main corridors, and Huesca-Fraga-Lérida, Zaragoza-Alcañiz-Castellón, as secondary corridors.

Following these corridors we think it would be possible to arrive to our desired scenario, by creating synergies between transport and industry, solving territorial dispersion problems in the area. So these synergies and the fact that they follow the lines between Zaragoza and most important economic centres in Spain, these corridors are supposed to attract investments that before were scattered among the whole territory. As many areas near them are very rich in agrarian and mine products, and a lot of renewal energy installations have being developed in the areas surrounding Zaragoza and following these corridors such as wind and solar energies, raw materials and energy supply are assured.

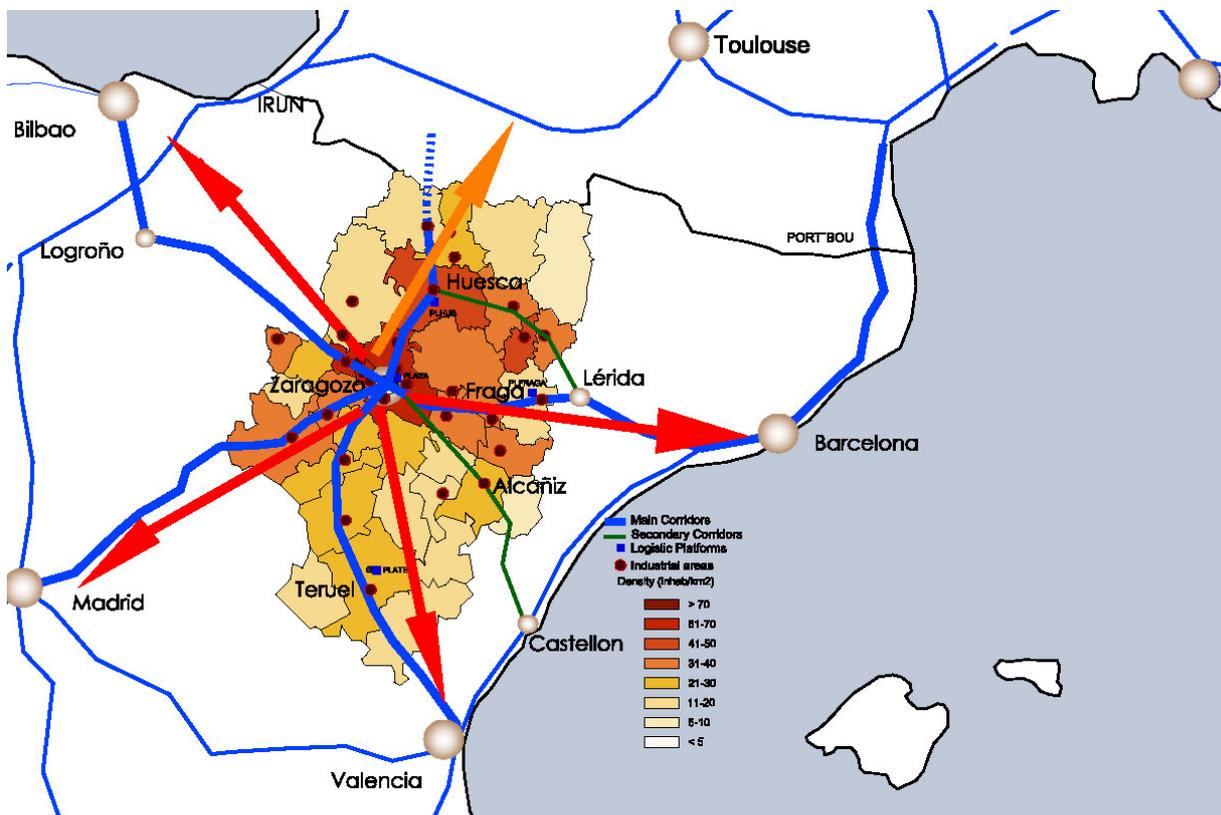
The improvement of transport methods, and implementation of a freight railway transport, along with existing roads, would bring economic development to the areas, and from them it can be spread out to the nearest areas to the corridor and so on. This way there would be job, more economic activities, and better and more housing and services for people not leaving in Zaragoza.

It would little by little equilibrate the territory when speaking about demography, economy and quality of life and so on.

In our scenario, we would advice to take in account people's needs, as well as companies' ones. It would be necessary to discuss in each particular time each decision and accept their suggestions. If they are not taken into account it won't work, as long as we are making plans nobody needs or wants.



45. Current scenario.



46. Desired scenario.

## 7. Reflections (on discussion and feedback/Brussels meeting)

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## 7. REFLECTIONS (on discussion and feedback/Brussels meeting)

At the beginning of the workshop, the chosen topic for the group was the analysis of Territorial Strategies and the territory of Aragon in order to discover the causes of the imbalances of Aragon. With this purpose the study was divided in several elements: the study of rural areas in North and South Aragon in one hand and, in the other hand, the logistical and industrial areas and mobility and their success. The issues was not really clear. While regarding other groups' works and feedbacks the job was driven to just Territorial Strategies and studying logistical and industrial areas and mobility in Aragon. These last issues are one of the keys to understanding the differences between developed and undeveloped areas in Aragon. They partly explain why Zaragoza is so strong compared with the rest of the territory and which areas could successfully operate in the future.

Our proposal for the industrial and logistical corridors, leaving the rest on their own seemed to disturb some of people as they found it a loose of money and a contradiction with the concept of balanced territory: why this withdrawal? Why not use them all? Why just develop some of them? Our answer was that because otherwise we risk losing every area as they are not profitable and would never be without public support. There is no public money anymore and we need to choose.

Some groups were disappointed with our analysis about the high-speed train as they it was supposed to have been really successful and they had proposed projects for their region based on the construction of these railways. For us the high-speed train has meant richness and jobs for Zaragoza city, but has meant more territorial unbalance when regarding whole Aragon territory and activities. A lot of people have lost the possibility of regular trains passing by their small villages and goods transport is weak.

It has been a rewarding experience to exchange points of view, experiences and organization systems. Territories around Europe are organized in such different ways that it would be impossible to think of a global strategy for them all. We can however find some answers to our problems in the way others solve them. For years countries, cities and regions had been planning and designing strategies for their territories to follow, but they have been so general. We propose specific plans, instead of general guidelines in the confidence that these can help small territories and plans to work. Strategies have to be done, but in a realistic and concrete way.

Research in the groups has led many times to the problem of the border relationships between territories in many countries. Strategies in the future can't be closed. It is really important to make plans with neighbours and even if regions are not really inside the plan-making country or Europe, we have to manage this situation. Administrations have to work together to reach the best solution. In this global world our relationships outside the limits of our boundaries are not a zero-sum-game, but a positive way to deal with problems.

Planning is a complex matter carried out by many different professionals. These professionals are different from one country to the other, although the main decisions are finally taken by politicians. In the case of Spain, plans are developed by architects and lawyers while in other countries the weight of decisions around territory is taken by geographers, economists and sociologists. This has consequences in the conception of the planning system.

The role of different administrations and politicians changes radically in each region and country. The number of people taking decisions about a small territory is inefficient. It is interesting to pay attention to small

communities and make policies in a bottom-up way but, on the other side, also big communities claim for more independence to take decisions on their own territory to develop their activities. A general overview of problems and concrete proposals is what Strategies have to establish, as well as leave clear who takes decisions in each specific topic.

Group members discussed the convenience of showing the results of our jobs to people from outside the groups, especially to people really concerned by them and not usually taking part in planning works. As the book "Fifteen Steps towards Territorial Cohesion"

suggested, plans have to be thought and designed with and for stakeholders. Many times we forget territorial planning is about people, not just the economy, and maybe the way they want to live and plans made for them are not coordinated. They are more concerned about planning than they realize and they can suggest solutions planners can't imagine as they are not always involved in territory, its way of live and real situation. It would be great to show these jobs on the ground and not leave them just as academic issues, so our conclusions and ideas can be shared with the rest of society. We want our job to be open and generate public discussions.

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LONDON GROUP:

**Delivering a liveable city for a changing population.**

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This Report sets out the initial scope and findings of the UK Working Group as part of the inaugural European Council of Spatial Planners – Conseil Européen des Urbanistes (ECTP-CEU) 'Young Planners Working Group'. It collates information presented during a series of virtual workshops held during 2012 with counterpart groups across Europe.

The purpose of the workshops was to build knowledge and understanding of the methodology and technical working of territorial planning across Europe with particular regard to the principles of territorial cohesion. A SWOT (Strength, Weakness, Opportunities and Threats) analysis approach was adopted in each case to frame the spatial analyses. The UK Group applied this to the example of London and its environs in order to explore and evaluate the concept of territorial cohesion from a city-regional / functional area perspective.

The ECTP-CEU workshop engagement comprised three main stages, which form the basis of this Report. The remainder of the Report is therefore structured as follows:

- Phase 1: Description of London – describes the Greater London area evaluated;
- Phase 2: SWOT analysis – presents the strengths, weakness, opportunities and threats;
- Phase 3: Index of Actions – identifies main actions in respect to Governance, Housing and Transport to facilitate territorial cohesion;
- Conclusions – comments on using the '15 steps' process and feedback from the Brussels workshop.

This Report is informed by Jan Vogelji's methodological guide *Fifteen Steps towards Territorial Cohesion* (2010). Whilst the workshops have provided the opportunity to undertake some of the steps in this process it has not yet been possible to complete every stage. In particular, it remains for the Report to influence the preparation of an action plan and inform changes to statutory procedures. The Group has, however, begun to engage with key stakeholders to this end.

## INTRODUCTION TO THE TEAM

The UK Group are drawn from a range of backgrounds and work for national and local government (public sector) and developers (private sector), with backgrounds in planning, urban design, economics and transport.



**Philip BENTLEY** has experience in both the public and private sectors. He is currently working on a number of masterplanning projects and development strategies. He is particularly interested in the tensions that exist between London and the rest of the UK and role that planning can play in promoting equality.



**Jonathan DOUGLAS-GREEN** works in the private sector, having previously worked in the public sector for a Local Planning Authority. He provides advice on planning applications for infrastructure projects. These have included the water and transport related projects in London in addition to the proposed high-speed rail line from London to Birmingham.



**Rachel FERGUSON** works in the private sector and provides strategic planning advice on mixed use developments, regeneration projects and estate renewal in Central and West London. She has a strong interest in sustainable urbanism and community engagement through work and academic studies.



**Zoe GREEN** works in the private sector and provides international and UK-based planning advice. She provides planning policy review, data analysis and evidence-based assessments for a wide range of projects and has led projects for various London boroughs. She has also provided advice to various governments on large-scale land release and the development of new settlements. She has published on urban planning in the UK and overseas.



**Thaddaeus JACKSON-BROWNE** has worked in the public and private sectors and has particular experience of securing monies for public transport infrastructure improvements and land acquisition for major infrastructure schemes. He has recently begun training in 3D Computer Aided Design and Building Information Modelling.



**Rachel Andrea KITZBERGER** works in the public sector with expertise in planning policy development, Sustainability Appraisals, climate change mitigation and adaptation, flood risk and sustainable construction. She is responsible for research and evidence-based studies such as Infrastructure Plans and the Local Authority Community Infrastructure Levy as well as community engagement.



**Harry MANLEY** works as a planning consultant in the private sector, following a brief period studying in Lyon. He focuses on Central London and is involved with a variety of development projects. These range from residential and mixed-use schemes to more technical commercial proposals. This often involves dealing with detailed issues such as heritage.



**Jonathan MANN** provides private sector consultancy advice tailored to the use and development of property. Focussed on Central London and with experience of large-scale residential-led mixed-use schemes he specialises in unlocking opportunities to secure planning permission. From design to delivery he advises various public and private sector clients on planning strategy, sits on several professional committees, publishes and speaks both in the UK and overseas.



**Don MESSENGER** works as a private sector consultant and has been involved with a number of planning and development projects across Central London. He has a wide experience of producing planning reports for sites to inform their disposal, as well as preparing and assisting in the management of planning applications. This includes advising various sensitive planning issues.

## Introduction to the Topic

This section describes the English planning system and provides an overview of the decision-making context in which development proposals are brought forward. In England, there is a hierarchical framework of guidance and plans covering national, regional and local planning (see Figure 1). London is the only area to have a regional tier.



Figure 1: Overview of the English Planning System

## The National Planning Context

- Introduction of a planning system: The Town & Country Planning Act 1947 established the modern system of town planning in the UK. It introduced the requirement for 'planning permission' whereby a Local Planning Authority (usually the district or borough council, such as a London Borough) is responsible for deciding whether a proposed development should be allowed.

- Introduction of a plan-led system: The planning system experienced a number of reforms during the second half of the twentieth century. These were consolidated through the Town & Country Planning Act 1990 and related Acts. This marked a significant shift and introduced the 'plan-led' system. This plan-led approach requires all Local Authorities to produce Local Plans that set out what kind of development can be built and where. The concept of legal agreements ('planning obligation agreements') was also formalised, whereby developers can be required to mitigate any negative impacts through either financial contributions or contributions 'in kind'.

- Today's Planning System: The Planning and Compulsory Purchase Act 2004 made substantial changes to the development plan system in England. It introduced 'Local Development Frameworks' (LDFs) whereby each Local Planning Authority is required to prepare a portfolio of documents outlining how planning will be managed for that area. LPAs must have regard to these when deciding applications in their area. The Act also introduced Regional Spatial Strategies that were produced by Regional Assemblies. These Regional Spatial Strategies covered strategic issues, such as housing, transport and employment development for the region.

- Recent Amendments: Following the 2010 General Election the English system underwent significant reform. This was promoted by the Coalition Government to stimulate the economy and cut bureaucracy. It was formalised by the Localism Act 2011, which introduced a new level of planning at the neighbourhood level. It also established a 'duty to cooperate'; revoked Regional Spatial Strategies (except in London) and formalised the Community Infrastructure Levy, which is a new system to collect funding for infrastructure.

- National Planning Policy Framework: The National Planning Policy Framework (NPPF) was published in March 2012 as part of the Coalition Government's reforms. It consolidates the majority of all previous national planning guidance into a single, much shorter document. It gives guidance to LPAs on how to prepare their local plans and on making decisions on planning applications. It is not a National Spatial Plan; such plan does not exist for either England or the United Kingdom. By contrast, Wales and Scotland do have national spatial plans.

■ Further change? The Government has stated their intention to further reform the planning system, which they still consider to be causing unnecessary delays to development projects which could benefit the economy and create jobs. For example, the Growth and Infrastructure Bill proposes a fast-track consideration for large-scale commercial

projects, such as business and retail parks, which will allow decisions to be taken within 12 months.

### Planning in London



Figure 2: The London Boroughs

■ London: The city is the only part of England to still have a regional policy and plan. Regional policy was abolished elsewhere in the UK because it was prepared by unelected Regional Assemblies and was therefore undemocratic. London has an elected Mayor and is a larger functional area. It has therefore retained this tier of policy. Regional planning in London covers the area shown in green in Figure 2, above. This comprises the 32 London Boroughs and the City of London. It does not include the counties shown in white, which sit outside

Greater London. See Section 3 for a detailed description of the territory.

■ The Mayor of London: Elected by residents and sets the region's vision for improvement. The Mayor develops strategies and policies to deliver this for London; covering transport, planning, housing, the economy, regeneration, culture, health and a range of environmental issues. The Mayor has the power to set the annual budget for the Greater London Authority ('GLA') (see below) and other groups he works with.

The Mayor's planning objectives and policies are set out in the London Plan (2011). The current Plan is the third iteration of the document, which has been updated approximately every four years. The current Mayor of London is Boris Johnson (Figure 3), who has been serving since 2008 and is now serving his second term of office.



Figure 3: Boris Johnston, Mayor of London

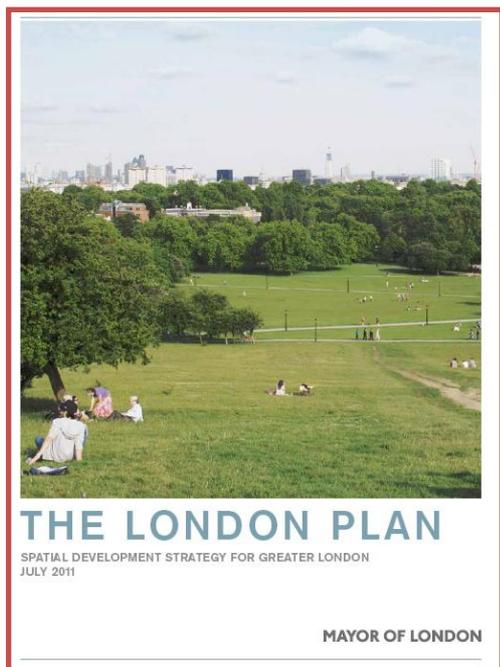


Figure 4: The London Plan (2011), GLA

Members that hold the Mayor to account by examining his decisions and actions to ensure he delivers on his promises.

- The Greater London Authority (GLA): The strategic authority for London, formally established in 2000 alongside the new Mayor of London position. It comprises employed staff, who regardless of the political background of the Mayor support their work and help their office deliver their strategies. The GLA also supports the London Assembly in their role of scrutinising the work of the Mayor.

- Local Planning Authorities (LPAs): These sit below the regional level in London. Within London there are 32 London Boroughs and the City of London (Figure 2). Each is a Local Planning Authority and carries out statutory planning functions such as developing plans, policies and making decisions on developments. Each LPA prepares a Local Development Framework (LDF) to set out the policies against which decisions are made. Each LPA is responsible for an average 160,000 people; this is considerably larger than the local scale in European counterparts<sup>3</sup>.

- Neighbourhood Planning: Since the introduction of the Localism Act in 2011 there is an additional and even smaller scale of planning within England. Some parts of London now have communities ('neighbourhood forums') preparing neighbourhood development plans for designated areas. These 'very local' plans deal with matters of detail, which are important to those communities and, once adopted, form part of the local plan for that Local Authority area.

- The London Assembly: Elected by residents and consisting of 25 Assembly

<sup>3</sup> There are 36,679 Communes with an average of 2,000 habitants per commune; in Germany there are 12,141 municipalities with an average of 7,000 per municipality; there are 2596 municipalities in Switzerland with an average of 3,000 per municipality.





## Inner London

- The London Boroughs of Camden, Hackney, Hammersmith and Fulham, Haringey, Islington, Kensington and Chelsea, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets, Wandsworth, Westminster and the City of London.
- An area with a population of 3,200,000 people (GLA, 2011).
- An area of strong local and regional policy.

## Outer London

- The London Boroughs of Barking and Dagenham, Barnet, Bexley, Brent, Bromley, Croydon, Ealing, Enfield, Greenwich, Harrow, Havering, Hillingdon, Hounslow, Kingston upon Thames, Merton, Redbridge, Richmond upon Thames, Sutton, Waltham Forest.
- An area with a population of 4,900,000 people (approximately 60% of Londoners) (GLA, 2011).
- 40% of London's jobs are located in Outer London (GLA, 2011).
- An area of strong local and regional policy.

## Edge (outside) of London

- Those areas outside of London, such as the counties of Essex, Surrey, Kent. These are the areas where there is no longer any regional planning in place (those indicated white in Figure 2).
- An area with only local policy and national guidance.

## LONDON IN THE UK CONTEXT

### Key facts and statistics

- The political, economic, social and cultural capital of both England and the United Kingdom.

- An area of approximately 1,579 square kilometres.
- A population of 8.17 million people.
- Home to over 15% of England's population; an average density of 5,174 people per square kilometre.
- Comprised of 3.27 million households.

### London in the wider context

- The area has strong links with the surrounding areas, facilitated through integrated transport linkages, particularly railway lines serving the city's 'commuter belt' communities.
- The area is physically constrained from outward expansion by the Metropolitan Green Belt, a historic planning designation.

### Living in London vs. commuting into London

- There are 722,000 people living outside the Greater London area who travel into London for work (see Appendix 2).
- The biggest 'pull' for people travelling into the area is Central London. Heathrow Airport (West London) is also a major attractor of long distance trips.
- There is continued growth in property costs causing many households to relocate to cheaper areas outside London.
- There is increased strain on commuter rail lines into London terminals and increased traffic during popular journey times.
- Regional policy promotes minimal car parking provision for new strategic developments in Inner London, particularly where there is a high public transport accessibility level (PTAL). Families with cars are therefore increasingly likely to live in outer London or at the edge of London.

## LONDON IN THE WIDER CONTEXT (EUROPEAN AND GLOBAL)

### World City

- London is ranked second in the 2012 World Cities Index (Kearney, 2012). This ranks metropolitan areas against elements such as Business Activity; Human Capital; Information Exchange; Cultural Experience and Political Engagement.
- London is a leading financial centre alongside Frankfurt, New York, Shanghai, Beijing and Hong Kong.
- There is increasing competition from European capital cities and world cities as tourist and business locations, creating a significant need for London to provide increased aviation capacity.
- There remains instability in the global financial market. This has destabilised the European single-currency area and weakened the value of Pounds Sterling. The result has been increased investment of overseas money in London property.

### Position in Europe

- Environmental and land constraints are, in conjunction with social and political considerations, holding back airport expansion at London's primary aviation hub (Heathrow). This has created speculation as to whether other European cities will overtake London in numbers of air travel passengers.
- Proposed reform of the European banking sector could also result in a shift of emphasis away from the City of London and to other centres such as Frankfurt.

## POPULATION

### Existing population

- The current population is 8,100,000 people.
- This is approximately 15% of the population of England (53,000,000 people) (see Appendix 4 for UK distribution map).

### A growing population

- The population has grown every year since 1988 (see Appendix 1).
- The population increased by 12% over the ten years from 2001-2011.
- London has experienced the largest population growth over the last 10 years in comparison to other English regions.
- The area has both inward migration and a rising birth rate.

### A changing population

- London's population is younger than anywhere else in the UK.
- The number of people over the age of 65 will increase by 34% by 2031, totalling 1.17 million people.
- 10% of the population are disabled and/or physically impaired.
- There are an increasing number of households, particularly single-person households.
- Levels of poverty and inequality are increasing as the gap between rich and poor widens.

## HOUSING

### Key issues

- There is a national housing disparity. Spatially, this is in the form of a north-south divide wherein northern house prices are falling and those in the south are rising. Following the economic downturn, the regional divide has begun to increase rapidly.
- House prices in London are over double the national average.
- There are significant variations in house prices within London itself.

### House prices in London compared to the UK

- There is considerable upward pressure on house prices with a national increase of approximately 8% over the three years to April 2012. This pressure is greatest in Central London, where house prices in the City of Westminster increased by 32% over the same period.
- There is a clear spatial divide in house prices at both the national and regional level. Whilst the ratio of house price to earnings is typically between 3:1-7:1 in northern England, this rises to 8:1-22:1 in London (Figure 6).
- Geographically within London the north and west of the city have the greatest price to earnings differences, whilst this is lower in the south and east of the city (Figure 6).
- London's boroughs are increasingly diverging as a result of the global economic slowdown, which has led to both increased local unemployment and international investment in prime property. Overseas investors, for example, purchased £5.2 billion of London's residential property during 2011.

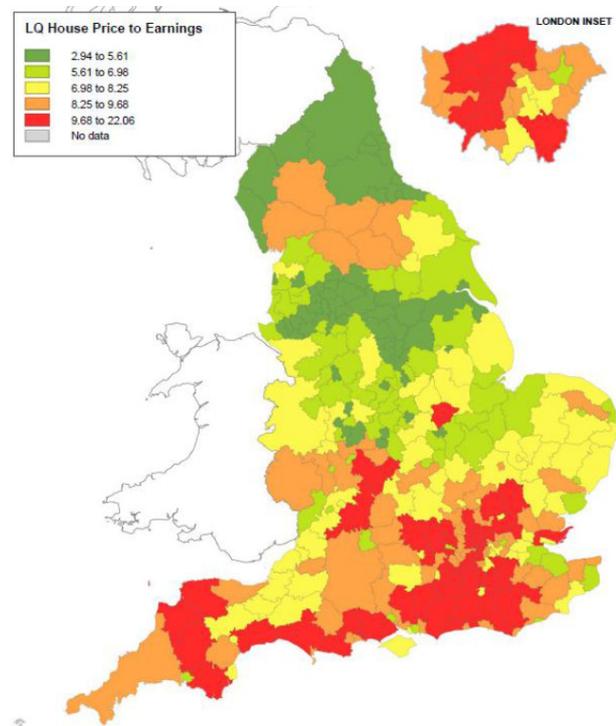


Figure 6: Lower Quotient House Price To Earnings' by Local Authority Area. HCA, 2010.

## INFRASTRUCTURE

### London-wide transport

- London has a complex and extensive transport network, including the oldest underground railway in the world.
- The M25 Motorway is a 188 km motorway that encircles Greater London. It is Europe's second longest orbital road and one of the busiest and most congested parts of the British motorway network.

### London's airports

- London is served by 5 major international airports: Heathrow, Gatwick, London City Airport, Stansted and Luton. There is significant pressure for these to expand.

### London's international and national rail connections

- There is an extensive railway network covering Greater London, which also serves surrounding commuter belt communities.
- Disused freight railway lines have been modified into light passenger railway systems such as the Docklands Light Rail (DLR) and parts of London Overground. This has helped to regenerate previously deprived districts such as the London Docklands in East London.
- There is a network of major central London railway terminals including Kings Cross, Euston, Victoria, Paddington, Liverpool Street and London Bridge. These are connected to other modes such as the London Underground, buses, taxis and coaches.

### Future / planned infrastructure

- High Speed Rail already links Ebbsfleet and Ashford to the centre of London and elsewhere in Europe such as Lille, Brussels and Paris. This is known as High Speed 1 ('HS1').
- There are approved plans for a high-speed link to Birmingham (West Midlands region). This is to be known as High Speed 2 ('HS2').
- Crossrail will be a major new high speed railway linking East-West London.
- Thameslink is an existing rail connection with planned upgrades to increase capacity. This runs along the main north-south corridor from Bedford to Brighton via central London (Farringdon, Blackfriars and London Bridge).
- Other infrastructure upgrades will also improve the capacity on modes including Overground and London Underground (see Figure 7).

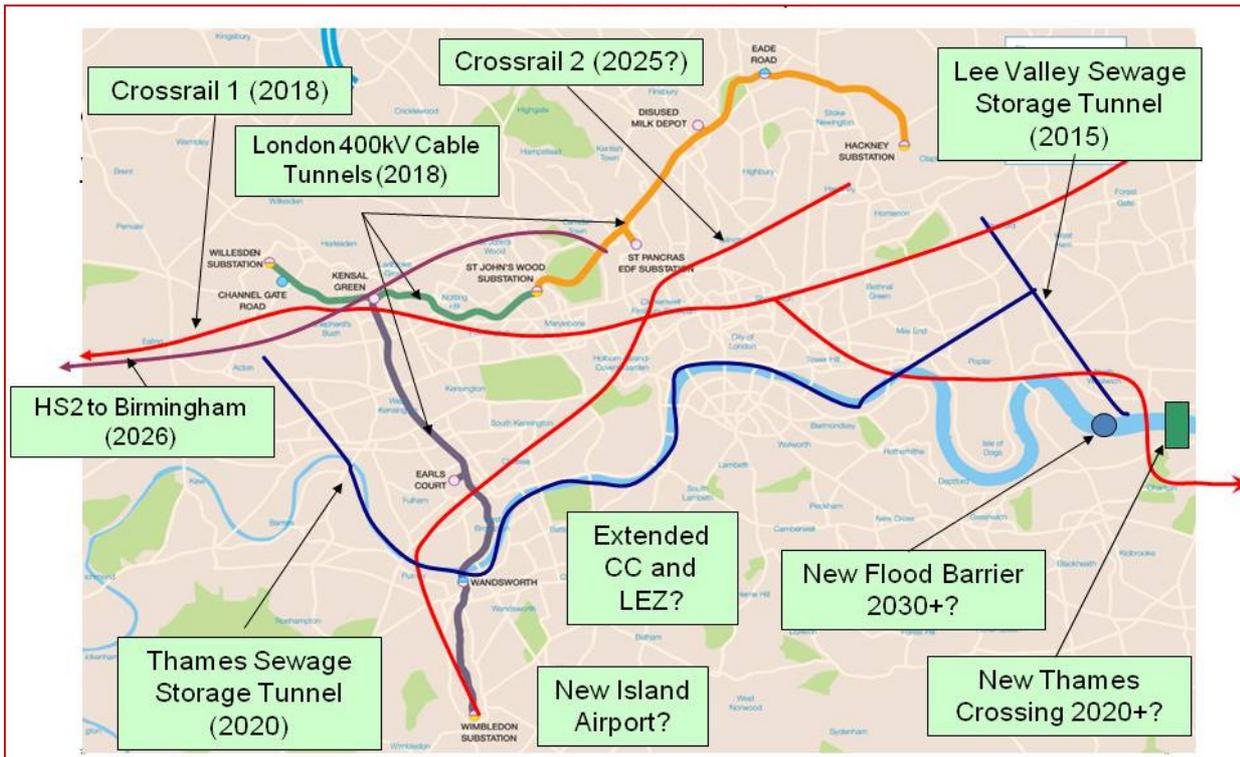


Figure 7: Future Infrastructure in London

**ECONOMIC FUNCTIONS AND TOWN CENTRES**

**London's Economic Hubs**

- London is a major world financial centre for international business and commerce. It attracts a highly skilled workforce and is one of the three 'command centres' for the global economy, along with New York City and Tokyo.
- Major business activities are concentrated in the following district areas:
  - The West End – provides a concentration of tourism activities, including retail, theatres, bars and restaurants;
  - The City & Canary Wharf – supports finance, legal and banking and media businesses;
  - The East End – supports creative industries, design, art and fashion.

**London's Strategic Town Centre Economic Network**

- London's town centres are classified according to their existing role and function and include five broad types in the London Plan (see Appendix 6). These are:
  - International centres – London's global retail destinations;
  - Metropolitan centres – support over 100,000sq.m of retail floorspace;
  - Major centres – support over 50,000sqm of retail floorspace;
  - District centres – support between 10,000-50,000sq.m of retail floorspace;
  - Neighbourhood and local centres – provide up to 500 sq.m. of retail floorspace.

- Improving transport connectivity beyond the Inner London core is facilitating the transformation of some of the Outer London town centres, such as Croydon into key important business centres in the own right. These destinations are particularly important for supporting small and medium-sized enterprises (SMEs) and are considered necessary for maintaining the local area's economic health.

3. Phase 2: SWOT Analysis.

### **3. Phase 2: SWOT Analysis**

This Section presents the outcomes of the SWOT analysis of the planning system for London. It sets out the identified Strengths, Weaknesses, Opportunities and Threats of the planning system for Central, Outer- and the Edge (Outside) of London. These are then developed into a combined SWOT of planning in London to analyse the current and potential territorial cohesion for the area in context.

The SWOT approach provided an important tool with which participants could build a consensus about the strengths, weaknesses, opportunities and threats of the planning system in London and establish the spatial implications for territorial cohesion within and beyond London.

To enable discussion, individual SWOTs were initially carried out for different areas of London, where the planning system and other sectors are known to vary (the difference across the territory is set out in the Territorial

Description at Section 2). London was broken down by geographical area (also see Figure 5 above) as:

1. **Central London** – where regional and local policy is strong;
2. **Outer London** – where regional and local policy is strong;
3. **Edge of London / Outside of London** – where there is no regional policy, only local policy and national guidance.

Each area was considered in terms of the impacts, both positive and negative, that the current planning system presents. This formed the basis of a SWOT, which transcended spatially similar locations and represented a group consensus against which potential responses could be considered.

## Central London SWOT

### Strengths

- Regional policy promotes territorial cohesion between LPAs;
- London Plan provides each borough with a housing delivery target and promotes delivery<sup>1</sup>;
- The Mayor has additional powers to facilitate delivery;
- Design guidelines/standards imposed at a regional level;
- In the absence of an up to date LDF/Local Plan, the London Plan can be used for over-arching principles;
- Major infrastructure projects that extend across borough boundaries are funded through London-wide initiatives including the Community Infrastructure Levy and Crossrail charge;
- The GLA reviews selected schemes strategically against wider priorities for the region.

### Weaknesses

- National and regional reliance on Central London adds political pressure;
- High planning standards and development taxes impact on viability and restrict delivery;
- The planning system is highly political. Local politics can be unpredictable;
- There is a lack of planning knowledge amongst elected decision makers;
- There is little 'real' power for planning to solve problems such as the housing gap;
- There is often a tension in priorities and policies between the regional and local level;
- The main focus is to concentrate growth and investment within London.

### Opportunities

- Neighbourhood planning can respond to local influence;
- More cross-border collaboration;
- London has a healthy property market improving scheme viability;
- The GLA have the power to make decisions on strategic applications;
- New infrastructure will enhance the city;
- There are still large areas of publicly owned land, which Local Authorities could develop for affordable housing;
- The London Legacy Development Corporation (LLDC) is responsible for the regeneration legacy from the London 2012 Olympic Games.

### Threats

- New Mayoral and borough planning obligations, including CIL, increase financial burden on developers;
- Neighbourhood planning could be detrimental to the application of local and regional policy;
- Regional planning has been removed outside London;
- High demand creates pressure for delivery.

<sup>1</sup> London boroughs' Local Plans should accord with the London Plan housing targets.

## SWOT of Outer London

### Strengths

- Regional policy promotes territorial cohesion between LPAs through the London Plan;
- The Mayor has additional powers outside traditional planning, particularly in respect to Housing,<sup>1</sup> to facilitate delivery;
- London Plan provides each borough with a housing delivery target;
- In the absence of an up-to-date Local Plan, the London Plan can be used for over-arching principles;
- The London Plan places emphasis on Outer London, with a focus on the economy and transport. This builds on a Report by a special Outer London Commission, which was set up by the Mayor.

### Weaknesses

- Regional Outer-London policy focused on economic growth and transport. Potentially less joined up approach to housing.
- Policy has not halted decline of Outer London retail and commercial centres;
- Political focus has neglected Outer London but this has been changing in recent years;
- Continued under-investment in orbital transport links leading to congestion;
- Where poor local decisions are made, the Mayor is less likely to intervene in decisions outside Central London.

### Opportunities

- More cross-border collaboration as new 'duty to cooperate' obliges LPAs to work together;
- Some boroughs are already sharing the costs of education, waste collection etc. This could also be used for affordable housing in 'partner boroughs';
- Policy should continue to recognise the strong potential of Outer London for housing growth;
- GLA has the power to intervene on planning decisions, which affect the whole of London;
- Opportunity to capitalise on investment, incentives and planning powers in East London due to the legacy of the 2012 Olympic Games;
- Promotion of growth in emerging green and technology industries;
- New transport infrastructure will improve connectivity.

### Threats

- Removal of regional planning in London;
- New Mayoral and borough planning obligations, including CIL, increase financial burden on developers;
- Increasing promotion of housing growth puts pressure on competing land uses and provision of open space;
- Pressure for conversion of employment sites and offices to residential use decreases supply and increases costs with economic impact;
- Less localised employment in Outer London increases commuter journeys and pressure on transport;
- Outer London could lose Mayoral focus with a future change of Mayor.

<sup>1</sup> Since April 2012 the Mayor of London has had additional power in respect to Housing. He has directly received £3 billion of funding (from Central Government) to allocate and is accountable for the capital's affordable housing programmes. He has responsibility for a £1.6 billion development budget (from 2012-2015) and around 350 hectares of public land. The funding is designed to support the Mayor's commitment to build 55,000 affordable homes by March 2015 and to bring 45,000 existing social homes up to current standards.

## SWOT of Edge-of-London / Outside of London

### Strengths

- LPAs have increased autonomy. They are free to plan on the basis they see most appropriate. Policy could be more representative of local aspiration;
- LPAs are required to meet identified need (residential, economic etc.) according to an evidence base;
- Increased democracy as planning decisions are only made at the local (not Mayoral) level, except for strategic projects.<sup>1</sup>
- LPA collaboration on issues such as Waste Strategies.
- The London Plan encourages Outer London borough's to work with authorities and agencies in neighbouring regions on issues of cross-border significance.

### Weaknesses

- Lack of coordinated and collaborative plan-making and decision-taking decreasing territorial cohesion;
- Emphasis on the local level creates imbalances between LPAs;
- Where LPA policies are out-of-date, there is no current regional policy to take precedence;
- Less ability to address 'large than local' issues such as housing;
- No pressure to meet development targets;
- LPAs surrounding London tend to take a more conservative approach;
- The planning system is highly political. Local politics can be unpredictable and decisions may not always be focussed on planning matters.
- Members have more freedom to vote against the recommendations of LPA Officers without the threat of Mayoral intervention.

### Opportunities

- More cross-border collaboration as new 'Duty to cooperate' obliges LPAs to work together;
- 'New Homes Bonus' could incentivise Members on LPA Planning Committees to approve more residential schemes (as this will create revenue);
- Local Enterprise Partnerships (LEPs) link LPAs and businesses better informing plan-making;
- LPAs are incentivised to keep their Local Plans more up-to-date or lose decision-making powers;
- Areas near new Crossrail Stations could benefit from increased connectivity.

### Threats

- New infrastructure fails to benefit Edge-of-London boroughs and improved connectivity results in house price inflation;
- 'Free-riding' as areas adjoining London benefit from improvements to connectivity but make no financial payment to cover the cost and avoid regional development targets;
- Increased importance of local issues exacerbates differences between LPAs;
- Economic growth prioritised over environment under Government's pro-growth agenda impacts negatively upon the countryside in the Edge of London;
- Where Local Plans are out-of-date planning applications will be decided in line with national policy, undermining local autonomy.

<sup>1</sup>Where a planning application goes to appeal it is taken out of the hands of the LPA and an Independent Inspector decides the outcome. Where a planning application departs substantially from policy it is referred to the Secretary of State (National Government) to decide whether to allow a decision or intervene.

## Summary SWOT for London

### Strengths

- Regional policy promotes territorial cohesion between LPAs;
- The Mayor has additional powers outside traditional planning to facilitate delivery;
- Quality standards are set in regional policy with scope for local flexibility;
- Major transport infrastructure projects and affordable housing are part funded by the private sector.

### Weaknesses

- Development is focussed on Central London;
- Little wider thinking that links to the national/international perspectives ;
- Lack of a National Spatial Plan to support territorial cohesion between London and areas beyond;
- The planning system is highly political; local politics can be unpredictable and not always planning focussed;
- Tension between planning officers and elected decision makers at regional and local level;
- Elected status of regional government (Mayor and GLA) means priorities can change;
- Different priorities between regional government and local government can create tension;
- Regional and local government setting charges on development independently; development in London will be exposed to both.

### Opportunities

- More cross-border collaboration as new 'Duty to Cooperate' obliges LPAs to work together;
- New level of neighbourhood planning will allow local people to be involved in planning;
- New Local Enterprise Partnerships (LEPs) will link local authorities and businesses;
- 'New Homes Bonus' could incentivise Members on LPA Planning Committees to approve more residential schemes (as this will create revenue);
- Transport infrastructure continues to improve connectivity, including beyond London.

### Threats

- Removal of regional planning in London would lead to loss of targets and standards;
- Neighbourhood planning could be detrimental to the application of regional and local policy;
- New planning obligations may increase the financial burden on developers and reduce viability;
- Increasing promotion of housing growth in national and regional policy puts pressure on other land uses such as open space;
- Pressure for conversion of employment sites and offices to residential use reduces supply and increases costs.

The SWOT analysis revealed the extent to which planning policies can have significantly different effects as a result of stakeholder and political expectations and objectives. The implications of this are that the system is democratic and responds to the public consensus, as established through policy, but often fails to deliver the overarching development objectives at later stages of consideration and decision-making. The result is a particular need to engage early with all stakeholders and political representatives to build consensus around a scheme. There is, nonetheless, a potential 'bottle neck' to delivery when this dialogue is unproductive. Such problems may result from individuals seeking to influence the planning process for their own objectives and, additionally, a lack of understanding

regarding the process itself. There is, for example, a considerable difference between 'meeting local need' and 'meeting need locally'.

Another consideration that underpinned each SWOT was the matter of viability. This has become increasingly paramount in light of current economic conditions, but also has historic influence. There is a lack of understanding about viability analysis and evaluation amongst the public and professionals, which makes the matter not only emotive but risks significant misunderstanding. This has the potential to result in irrational decisions that go against the wider public interest. These matters are particularly clear when evaluating matters of affordable housing, which represents a large 'cost' to schemes but holds a social benefit.



#### 4. Phase 3: Index of Actions

This section describes and presents the outcomes of moving from the SWOT analysis to identification of main actions, and scenarios for the future if the agreed actions were implemented. The actions are grouped thematically as collections of potential responses, which address the three key themes of Governance, Housing and Transport.

#### Inventory of Approach

The SWOT analysis was an important tool for building consensus about the various spatial tiers within and across London. This led to the identification of common themes, which related to governance, housing and transport.

Subsequent to the SWOT, a series of Group workshops were held to identify, challenge and defend possible actions with a view to understanding and clarifying the relative merits of each potential option. The review sessions were informal and 'off-the-record'. Whilst the UK Group was not able to undertake an intensive consultation with stakeholders, it comprises representatives from the public and private sectors; acting in a professional capacity on behalf of developers, institutions and residents in London.

The Group first created an initial inventory of possible actions for building upon the strengths, mitigating weaknesses, exploiting opportunities and safeguarding against threats (Stage 1). In nearly all instances, more than one solution was proposed to address specific concerns.

The Group was encouraged to take a 'devil's advocate' positions to challenge the consensus, whereby members would make a case for a proposal that they did not personally support. The purpose of this was to test the relative merit of proposals and ensure they were robust. The sessions drew upon the

Group's experiences (both as practitioners and residents), whereby it was possible to critically analyse the drivers of development in the context of potential obstacles and opportunities. As part of this process the initial inventory of possible actions was reduced to a selective list. The remaining actions were those considered to be both deliverable and effective in political, financial and social terms (Stage 2).

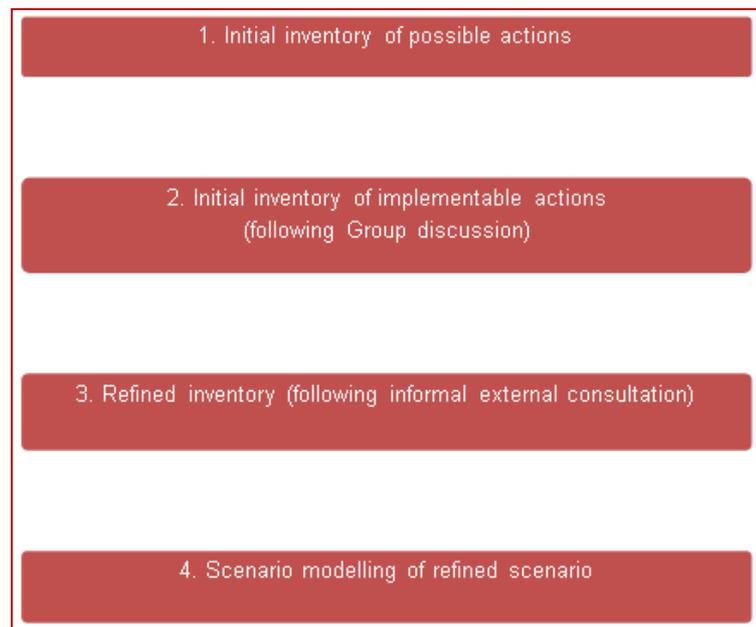


Figure 8: Process of moving from SWOT to recommendation actions

The reduced inventory was taken forward and informally tested through targeted engagement with opinion leaders. This included members of both private and public sector bodies and the community (Stage 3).

The results of this engagement were fed back and discussed again within the Group. As part of this process, the agreed objectives and targets were translated into comprehensive scenarios (Stage 4). These seek to imagine what London and its planning system would look like in ten years time following the successful implementation of the Group's recommendations. This brought about

further amendment and helped provide a more complete understanding; refining the responses and helping them better mediate the potentially conflicting demands of different stakeholders. The process of moving from the SWOT to actions and recommendations is illustrated in Figure 8.

The resulting recommendations are the product of extensive review, critique and participation. They represent a commonly agreed vision of spatial planning in London and address key considerations under the 'umbrella' of the three specific issues determined to be most important: Governance, Housing and Transport.

### **Actions to improve Governance**

Issues around governance of London's planning system were identified through the SWOT analysis. In particular, the matter of coordination and cooperation between planning authorities in respect of strategic matters was considered important to facilitate territorial cohesion. On balance, the relationship between the regional planning authority (GLA) and LPAs was considered positive. The SWOT also highlighted the Group's concerns in relation to the sometimes distorting and erratic influence of politics on planning decision-making.

Recent and planned changes to the planning system, and the impact that these are likely to have, were a particular concern. These will remove the regional tier of planning policy for areas outside London's administrative boundaries and it is considered that this might lead to a lack of coordination between different areas. This has clear implications for the territorial cohesion of London and its surroundings. Actions are therefore recommended to try and ensure that London's development is planned in the

context of the influence that London has on the rest of the UK and its wider international context.

### **Index of actions and recommendations for governance:**

- **Action 1: Duty to cooperate**
- **Action 2: A Regional Planning Inspectorate to improve decision-making**
- **Action 3: Certificate in UK Planning for elected officials with a decision-making responsibility**
- **Action 4: Edge of London Commission**
- **Action 5: Integrated cross-border working**

### **ACTION 1: DUTY TO COOPERATE**

The 'duty to cooperate' is a legal requirement established by the Localism Act 2011. It requires LPAs to engage constructively, actively and on an on-going basis with their counterparts and other relevant bodies/statutory consultees during the process of plan-making. The 'duty to cooperate', as set out in the Localism Act, only relates to strategic matters; these are defined as those that would have a significant impact on at least two authorities, for example housing and infrastructure. Some strategic matters will affect local authorities which are not necessarily neighbours, such as airports and waste. The core aim of this requirement is to ensure that 'sustainable development' takes place and better allows for territorial cohesion by joint-working and reduced emphasis on administrative boundaries.

**Implementation:**

The 'duty to cooperate' is now a statutory requirement. As such, LPAs are now required to work proactively with each other throughout the process of plan-making. It is envisaged that LPAs will build their own capacity to work collaboratively in this manner, without the more formal structures that are offered by regional plans.

The Localism Act states that LPAs must 'engage constructively, actively and on an ongoing basis'. It is considered that LPAs will become more effective in carrying out meaningful engagement with each other as they build expertise and experience in this area. The arrangements would be formalised and go beyond simple consultation. The 'duty to cooperate' cannot be undertaken retrospectively. The new arrangements would ensure that authorities' priorities and investment plans for strategic infrastructure and other issues that are best managed at a wider than local level are aligned. Joint-working would help to maximise opportunities for both public and private sector funding. This will have positive implications for territorial cohesion and will mean that in London (particularly the Edge of London) cross-boundary issues are more carefully approached.

To demonstrate that LPAs are fulfilling their duty to cooperate, there will be a formal requirement for a detailed 'Statement of Cooperation' to be submitted as part of the evidence for new planning policy documents at the local level. This will show how a LPA has worked with each of its neighbours and any other relevant body to ensure territorial cohesion. The cooperation and engagement would not just be between officers at the relevant authorities/bodies; evidence would also need to be submitted to demonstrate that local politicians and councillors have also been involved and engaged in the process.

2022 Scenario: 'Authorities are collaborating and demonstrating how they have worked with each of its neighbours and other relevant bodies on matters of strategic importance to ensure territorial cohesion through 'Statements of Cooperation'. These statements form part of the evidence base for new planning policy documents and planning decision-making. There is improved joint-working and reduced emphasis on administrative boundaries, which will support long-term sustainable economic growth and increased housing delivery.'

**ACTION 2: A REGIONAL PLANNING INSPECTORATE TO IMPROVE DECISION-MAKING**

A Regional Planning Inspectorate would be established to ensure that decisions taken by London's LPAs are made in the interest of the wider London region. LPAs within London are currently required to consult the Mayor on planning applications of potential strategic importance, whereby the Mayor provides a statement of compliance with the London Plan. Once a LPA has determined the application, it is required to refer it back to the Mayor, who has powers to take control of strategic decisions and either agree with the LPA's decision, directly refuse an application or take over the application for his own determination. However, the Mayor rarely intervenes and this involvement is often politicised. In addition, the Mayor is a statutory consultee on applications made to LPAs outside London that could have an impact on strategic planning matters in the capital.

It is recognised that local politicians with decision-making powers in each borough can sometimes make decisions that are blinkered by local or party-political interest and fail to consider the wider regional or national benefits of a development proposal. In the past, some LPAs have refused permission for strategically significant proposals that would deliver agreed London Plan objectives,



often for political or parochial reasons, or because the Plan is simply ignored or misinterpreted. This has often resulted in significant delays and extra costs to the development process, meaning that London is not getting its new homes, workplaces and regeneration fast enough.

The Regional Planning Inspectorate would re-evaluate the merits of such decisions where the applicant appealed for a review of the decision in light of wider benefits having not been properly considered. They could overturn decisions that have been made locally where adequate reason exists. This would replace the Mayor of London's current power to take control of strategic decisions and help reduce the impact of political influence on individual planning decisions, making sure they are made in the interest of territorial cohesion and with regard to the strategic needs of London's overall economic and social development.

**Implementation:**

The Planning Inspectorate would expand its existing function and take on a new regional role with additional funding from central Government. In London, five sub-regional teams would be set up to ensure consistent decision-making in the Central, North-East, North-West, South-East and South-West of the capital. The review process of a LPA decision would come at no cost to the applicant and developer, and the new intervention process would also apply to applications and decisions made outside of the London region but which could have an impact on the capital.

The Regional Planning Inspectorate would work closely with the Mayor of London to ensure the Mayor's objectives as set out in the London Plan will be fulfilled. The Regional Planning Inspectorate would have powers to direct approval, with appropriate safeguards, to ensure the overall needs of London are integrated into the planning process.

2022 Scenario: 'A new 'Regional Planning Inspectorate' is responsible for sub-regions in the NE, NW, SE, SW and Central London to provide a tier of intervention where there is doubt that decisions are being made in the wider interest of London or where there are tensions between local planning authorities and the Mayor of London. The new arrangements and powers will make it less likely that local planning authorities refuse or fail to determine strategic planning applications that meet the requirements of the London Plan.'

**ACTION 3: 'CERTIFICATE IN UK PLANNING LAW & PRACTICE' FOR ELECTED OFFICIALS WITH A DECISION-MAKING RESPONSIBILITY**

The 'Certificate in UK Planning Law & Practice' would be a qualification in the technical aspects of the UK Planning system, similar in scope and content to the qualification that is currently provided for candidates for Royal Town Planning Institute (RTPI) associate membership.

Planning officers have to recommend whether a planning application should be refused or granted permission (with conditions). The current review process of Government guidance on planning matters will lead to a dramatic reduction in the volume of guidance, which may leave officers and Members of the Planning Committees to rely upon their own judgment.

Whilst there is a complementary relationship between councilors and officers, this relationship can occasionally prove difficult, particularly where officers feel that councilors have not taken sufficient account of the relevant local development plan and planning policy guidance. In such instances, councilors may reject a planning application despite a recommendation for approval from the officers. This can lead to lengthy subsequent appeals, with the risk of costs



being awarded against the Council if no good reasons for the decision have been given.

It is proposed to require Members of the Planning Committees to hold a 'Certificate in UK Planning Law & Practice'. These qualifications would establish a basic understanding of planning for those elected politicians that sit on LPA Planning Committees in a decision-making role; this qualification should be compulsory for all Members. This would ensure that elected Members are educated about planning matters to a standard at which they can make decisions in a way that is both impartial and founded on a good working knowledge of the main issues. It would also help to ensure a degree of consistency within and across administrative boundaries, which in turn would improve territorial cohesion at these levels.

The compulsory qualification will ensure decisions taken by the Committee will be in line with national policy (now principally represented by the NPPF), regional policy (i.e. the London Plan) and the local development plan and its policies. Committee Members will understand that the policy framework sometimes places constraints upon councillors' ability to reflect local community interests. The Certificate in UK Planning Law & Practice will provide Members the necessary background to ensure that national objectives, such as in relation to economic growth and housing targets, are pursued.

#### Implementation:

The new programme that leads to the Certificate in UK Planning Law & Practice would consist of individual units, covering planning history and legislation, development plan, development control and management as well as the development process, whereby all units would be aimed at elected officials and (future) Members of LPA Planning Committees.

The new qualification would be administered by LPAs in partnership with universities that run RTPI accredited courses, whereby the main teaching method would be via distance learning to allow full flexibility for Members taking the course. The course content and material would be designed to allow completion within six months part-time study or maximum within one year. They would be funded by LPAs. Existing Planning Committee Members would be expected to attain the Certificate within one year of implementation; any newly elected officials joining a Planning Committee would have to gain the Certificate either prior to becoming a Member of the Committee or within latest one year of joining the Committee. Once this new qualification requirement has been implemented, one year on, at any one time, a minimum of two thirds of the Planning Committee must hold the Certificate.

2022 Scenario: 'Local authority Members sitting on local Planning Committees all hold a 'Certificate in UK Planning Law & Practice', demonstrating that they have an understanding of the principles of town planning and the processes of the UK planning system. There is greater consistency in decision making within and across administrative boundaries.'

#### **ACTION 4: EDGE OF LONDON COMMISSION**

A new 'Edge of London Commission' would be set up to help coordinate plan-making and strategically important planning decisions between Outer London boroughs and their neighbouring, edge/outside of London districts. It would have a particular focus on issues that relate to strategic matters, in particular infrastructure and housing. This highly experienced and focused Commission

would provide expertise and advise on important issues at the edge of London to ensure both Outer London as well as the areas outside of London can play their full part in the capital's economic success.

It would work to build relationships between these LPAs, and act as a forum for ongoing dialogue, thus also helping local authorities to fulfill their new requirements under the duty to cooperate (see Action 1 above). It would also be a statutory consultee in relation to all relevant planning documents and major planning applications. As such, it would help to deliver territorial cohesion through encouraging ongoing discussions regarding strategic issues and, moreover, ensure that these discussions have an impact through monitoring and commenting on planning proposals.

**Implementation:**

The Edge of London Commission would be administered and funded by the Greater London Authority (GLA). It would consist of a committee, with two seats for each Outer-London Borough, Edge-of-London district and the GLA, whereby one seat should be for an elected member and the other seat for a senior officer from the authority. The authorities themselves would appoint the relevant elected official and senior officer, who would represent their interests on the committee.

In addition, the Edge of London Commission would include one representative each of the business community, the development industry and voluntary sector. Moreover, the Edge of London Commission can draw upon support from relevant organisations, such as English Heritage or the Environment Agency, as well as support from universities, depending on the topics and matters to be dealt with and discussed by the Commission.

The committee would meet on a monthly basis, but sub-committees could be formed and meet on an ad hoc basis to discuss urgent or more specific matters. Its members would be appointed every two years and be supported by permanent administrative staff, funded by the GLA.

2022 Scenario: 'The 'Edge of London Commission' encourages dialogue between Outer-London boroughs and districts on the edge of the London region to create an integrated approach to matters of strategic importance, such as economic centres, growth hubs, housing, waste and energy strategy.'

**ACTION 5: INTEGRATED CROSS-BORDER WORKING**

A 'National Spatial Plan for England', similar to that which exists for Scotland and Wales, would be prepared to set the guiding vision for development in England over the next 20 years. Historically, in England, national planning guidance now in the form of the NPPF, but also previous policy statements and guidance, are generally lacking a spatial dimension.

A National Spatial Plan would identify growth areas as well as key strategic infrastructure needs to ensure that each part of the country can develop to its full potential. It would set out the indicative timing, broad location and scale of all key national infrastructure projects on a national level. This would be the first ever Plan for England that would embrace all rail, roads, ports and airport projects, including connections between major economic centres, proposed growth areas and infrastructure hubs, and its links to surrounding cities and towns. The preparative work for the National Spatial Plan would examine national spatial inequalities (i.e. the north-south-divide) and address issues of economic balance between London, the



Greater South East and the rest of the country. It would also address issues of housing shortages and increasing population on a national scale.

It would also be the coordinating document, which links and directs the investment of various Government departments, with a view to supporting the areas outside London and the rest of the UK and sharing the benefits of economic growth. The National Spatial Plan would be the spatial expression of the NPPF and would sit alongside the NPPF. It would be a material consideration in the determination of all planning applications in England. All other planning policy documents would have to demonstrate conformity with the National Spatial Plan.

The abolition of regional organisations outside of the capital will mean that the Mayor of London and the GLA will have no regional-scale bodies to interact with outside of London. This action and recommendation of establishing a National Spatial Plan would, in conjunction with other actions proposed in this report, fill a vacuum and provide a vital link between London, the areas surrounding the capital as well as the rest of England.

### Implementation:

The RTPI is promoting a Plan for England, which shows data spatially (Figure 9). This information could form a useful starting point for preparation of a National Spatial Plan that collates such baseline information and also looks forward, setting a vision for the whole country and identifying what is required to meet and support territorial cohesion.

The Government Department for Communities and Local Government (DCLG) would lead the production of the National Spatial Plan for England, working in consultation with Local Economic Partnerships (LEPs), LPAs, the RTPI and other professional

organisations. The National Spatial Plan would be prepared and consulted upon nationally, similar to the NPPF. Central Government would fund its production and would commit to a review of the National Spatial Plan on a minimum five-year basis.

2022 Scenario: 'Using the 'National Spatial Plan for England', London is better linked than before both in economic, social and environmental terms to the rest of the country. It addresses social and economic inequalities across the country and not only supports growth outside of the capital, but also ensures that London's continuing prosperity is underpinned by a strong and competitive country as a whole. An integrated approach now strikes a balance between territorial competition and cooperation.'

### Actions to improve Housing

London's increasing population and decreasing average household sizes, combined with growing international investment interest has continued to create an imbalance between housing supply and demand. In 2012, almost 50% of all new flats were purchased before they were built. This trend is accelerating in London and has led to an affordability crisis. The average mortgage deposit for first-time buyers in London is predicted to rise beyond £100,000 by 2020.

The issue has significant implications for territorial cohesion, given that housing supply and affordability are markedly more acute in London than the rest of the UK. An effective response needs to understand the wider geographic context and utilise areas that are ripe for development to deliver the needed additional housing.

**Index of actions and recommendations for housing:**

**Action 6: Creation of Housing Delivery Zones**

**Action 7: Maximisation of publically owned land to deliver affordable housing**

**Action 8: Affordable Housing Infrastructure Levy**

**ACTION 6: CREATION OF HOUSING DELIVERY ZONES**

Areas which are well located for development with good public transport accessibility and a need for investment bid to become 'Housing Delivery Zones'. These areas would benefit from relaxed and simplified planning controls and additional financing and investment to kick-start development. The Zones crossing LPA borders are actively encouraged to apply to boost action in neglected border areas.

**Implementation:**

The London Plan and proposed National Spatial Plan will identify broad areas for growth. LPAs and private landowners in these areas will be able to nominate sites to central Government for consideration and allocation of such Zones. It will be important to ensure these Housing Delivery Zones have potential to provide excellent public transport accessibility, good access to jobs and are in viable locations. This would include large areas of derelict or underutilised land in London and new growth corridors within the South-East of England based around key transport nodes<sup>7</sup>.

A national planning delivery body would coordinate Housing Delivery Zones. They would work with Government to develop simple and transparent planning policy for the Zones and determine major planning applications. This will ensure housing delivery is maximised and national, regional and local

politics do not slow or prevent the optimisation of sites or territories.

**The flexibility of planning laws may include:**

- Allowance for very high density development, subject to appropriate minimum space and design standards being satisfied; and
- Flexibility on the type of housing and car parking provision. This would have regard to accessibility but also to meet market demand and values required to ensure development comes forward.

Government measures and Tax Relief may include:

- Relaxation of Stamp Duty. This is a Government tax on the purchase of residential properties and removing this within Housing Delivery Zones could aid the affordability of new housing for purchasers.
- Government subsidies and community projects to support new residents and help with the process of community-building. This would ensure the longevity of developments and help establish them as successful places in which to live.

<sup>7</sup> The Greater London Authority already designate Opportunity Areas and Areas for Intensification. There are 33 Opportunity Areas identified by the Mayor as having significant capacity for new housing, commercial and other development linked to existing or potential improvements to public transport accessibility. Typically they can accommodate at least 5,000 jobs or 2,500 new homes or a combination of the two, along with other supporting facilities and infrastructure. Intensification Areas are built up with good existing or potential public transport links identified as being able to support redevelopment at higher densities, with significant capacity for new jobs and homes but at a level below that which can be achieved in the Opportunity Areas. Housing Delivery Zones will be specifically residential focused, offer increased incentives to kick-start development and seek to identify new sites both with and on the edge of London, outside traditional Opportunity Areas and Areas for Intensification.

2022 Scenario: 'Relaxed and simplified planning controls in sustainable locations, identified by a national planning delivery body, LPAs and private sector developers working in collaboration, encourages the development of high-density residential developments at neglected brownfield sites. The delivery of increased housing, and coupled with tax reliefs, assisting in making the new housing affordable.'

2022 Scenario: 'Developers are entering joint-ventures with LPAs to redevelop poor quality, underutilised sites or those surplus to requirements. Higher density developments are occurring on brownfield sites, which include an integrated mix of market and affordable housing.'

<sup>8</sup> Estate renewal is currently taking place in a small number of Boroughs, such as Camden. Our proposed action would ensure that policy makes this a requirement of all London boroughs.

### **ACTION 7: MAXIMISATION OF PUBLICALLY OWNED LAND TO DELIVER AFFORDABLE HOUSING**

Publically owned land occupied by low density (residential and industrial) uses is redeveloped by LPAs in partnership with private developers at higher densities for residential uses, including a large component of affordable housing<sup>8</sup>. Increased housing, including affordable is provided, whilst existing poor quality, deteriorating housing is replaced by new housing, which meets modern standards and requirements.

#### **Implementation:**

The planning system enforces LPAs to review their property portfolio and to assess which sites are underutilised or surplus to requirements. Sites identified as being suitable for higher density development are advertised on a publically accessible database and brought to the market.

Developers bid to enter into a Joint-Venture with the LPA to develop at high density, with their bid subject to provision of a high amount of affordable housing. No net-loss of affordable housing occurs.

### **AFFORDABLE HOUSING CONTRIBUTIONS MECHANISM**

A London-wide funding mechanism is introduced to collect and pool funds from affordable housing from viable developments and used to deliver affordable housing schemes on LPA or GLA owned land and within Housing Delivery Zones.

Increased affordable housing provision could result through locating it on more economically viable sites. It could also be spent on bringing poor quality housing back to liveable standards and promoting re-use.

Funding will be shared across boroughs to enable LPAs not benefitting from private-sector investment to still benefit from revenue for affordable housing. This takes a regional approach and focuses on addressing affordability as a 'larger than local' issue.

#### **Implementation:**

The GLA set a small tariff on all viable developments in London through a similar mechanism as the Community Infrastructure Levy to be used towards a shared London affordable housing fund. The on-site affordable housing requirement will be reduced and supplemented by a fixed charge for offsite affordable housing.

Viability Assessments will continue to assess the ability of private developments to contribute to affordable housing. They will be accompanied by Assessment comparing provision on-site and the alternative financial contribution. This will ensure the viability of residential schemes is not affected whilst enabling a two-tier approach to affordable delivery.

The funding collected across London would be pooled to the GLA. The GLA would identify sites, either Council owned or within Housing Delivery Zones, suitable and available for such refurbishment or redevelopment.

Scenario for 2022: 'The benefit of new affordable housing funded through private sector development is shared across the Capital. New provision and refurbishment is no longer restricted to only those areas experiencing large private investment. Provision is increased by providing affordable housing in more economical areas.'

**Actions to improve Transport and Access**

Transport plays a key role in linking London's economic, cultural and social offerings, to other areas of England, the United Kingdom and the world. London is also able to accrue benefits, such as access to a diverse workforce, through these same transportation links. The SWOT identified the use of 'planning gain' as a key funding mechanism for major transport projects as a 'strength' of the London planning system.

There are significant transport opportunities for both inner and outer London. Crossrail, currently the largest infrastructure development in Europe, will be key to improving London's connectivity. It has also been identified as generating an additional £55 billion in property value within the city (Crossrail Impact Study, 2012). The new railway will run along an East-West axis, providing

improved connectivity from areas outside of London and to Heathrow International Airport. Construction work is currently underway and there are ambitions to develop Crossrail 2 on a North-South axis across the capital. The continued use of the Mayoral CIL could provide the future funding for this.

Whilst Crossrail investment is concentrated on the South East region, the analysis identified further opportunities for improving existing transport and access options for services from elsewhere in Britain.

Compared with European counterparts, the concept of high speed rail has been relatively unexplored in both economic and social terms. Phase 1 of High Speed Rail 2 (HS2) was approved during 2012 and there are now significant opportunities to take advantage of the proposed route, transforming the connectivity of London to Birmingham and elsewhere.

**The index of actions and recommendations for transport and access both share a common scenario:**

- **Action 9: Funding streams for new Infrastructure**
- **Action 10: Connecting into London's new network**

**ACTION 9: FUNDING STREAMS FOR NEW INFRASTRUCTURE**

Key infrastructure schemes typically fail to come forward by virtue of a lack of political support of funding. The Community Infrastructure Levy (CIL), introduced through regulations passed by the Government in 2010, provides a mechanism where contributions from private development can fund public infrastructure projects. By April 2014, Local Authorities will be required to



choose whether they will adopt CIL. Within London contributions are received in addition to these borough-level CIL charges from the Mayoral CIL which operates regionally. This Mayoral CIL is currently directed to provide additional funding for Crossrail.

**Implementation:**

The London Mayoral CIL has ambitions to raise £300 million towards the cost of Crossrail. As the project will have an influence on areas outside of London, particularly localities to the west and east of London, additional funding should come from a wider CIL source. This will also assist future funding for the Crossrail 2 project.

**ACTION 10: CONNECTING INTO LONDON'S NEW NETWORK**

The development of new transport infrastructure within London has generated a requirement for improved connectivity with existing modes of transport both within London and the rest of the country.

The introduction of Crossrail will only be successful for London if it effectively links into existing infrastructure. The introduction of High Speed 2 will require a strategically located interchange for the connectivity opportunities to be realised.

2022 Scenario: 'Travelling across and through London is no longer an issue. The new station at Old Oak Common provides numerous options for travelling into London or connecting to one of the UK's major airports. Within the capital, Crossrail carries the majority of London's residents, workers and visitors across the city to key growth areas in the East and West. Preparations are underway for the next stages of transport development and funding is in place through private developer contributions for the first phases of Crossrail 2.'

**Implementation:**

Through the use of CIL funding, new transport interchanges are created at ground and subterranean level. These will enable seamless connections throughout London from the existing London underground network and surface transport to the Crossrail network. A new station will be developed in West London at Old Oak Common providing an interchange between HS2, Crossrail and existing over ground railways. Connections are also provided between HS1 and HS2 via Stratford International in East London. These stations will benefit from connections to major airports and access to the European high speed rail network via the HS1 'channel tunnel' link running via Lille to Brussels, Paris and beyond.



## **5. Conclusions**

The balanced spatial development and growth of regions is underpinned by economic, social and environmental cohesion. This Report sets out the concept of territorial integration through the case study of Greater London and includes a detailed analysis of key Working Group findings. The approach to this analysis has been informed by Jan Vogelji's methodological guide *Fifteen Steps towards Territorial Cohesion* (2010). A SWOT approach was used to identify the strengths, weakness, opportunities and threats of London functional area and its planning context.

Whilst the Fifteen Steps approach has provided a useful methodological basis for discussion, it has also been limiting in its application. It has oversimplified the approach and therefore failed to respond to or fully address the complexities faced. Territorial cohesion is therefore considered to be a notion which should most appropriately be considered as a conceptual framework. As such, to ensure it is effective, participants adopting this approach should seek to focus on outcomes rather than the process ('steps').

The principles of territorial cohesion are already embedded in the UK planning system but could be expanded upon further through stronger communication and cross-sector policy integration. In London, this may require those involved in the planning process to focus less on London as defined within current regional policy and place a greater emphasis on its functional characteristics. It is evident that many of the problems facing regions require a joined-up and multi-tier approach involving cooperation between individual, organisational and institutional stakeholders.

Our outputs from this process are presented as number of actions and recommendations to develop the key areas of Governance, Housing and Transport. The preferred scenario would be to implement each one of the recommendations, either on a piecemeal basis or as part of a wider and more direct package of reforms. They are not intended to be a recipe or route-map for success but provide the building blocks from which to progress debate over regulative change and establish a proactive dialogue in which this can occur as part of a wider process of engagement and consultation. To this end, the proposals seek to enhance the weight attributed to policies, which have already been established through a democratic process, encourage greater involvement with the planning system at the appropriate moment and equip those involved with the knowledge and expertise to make informed and reliable decisions.

London: Delivering a Liveable City for a Changing Population was presented to the Secretariat ECTP-CEU, Brussels Europe Liaison Office (BELO) and the European Union's Committee of the Regions in Brussels on 6-7th December 2012. Initial discussions have also been held with Government representatives, politicians, professional and inter-disciplinary organisations to understand how the conclusions can be taken forward at the local and regional level.

The findings have been well received by the Committee of the Regions and ECTP-CEU. The plenary session that followed the presentation provided an opportunity for the Group to challenge the Committee to develop the ways in which planning stakeholders can 'facilitate tangible, meaningful and lasting change'.

Colin Haylock, President of the Royal Town Planning Institute and in attendance for the plenary sessions stated 'I was enormously

impressed... The working methods adopted and the personalities and professional capabilities involved have brought a freshness of view and a perspective unconstrained by established thinking. This has produced well-argued approaches and ideas which seriously challenge current thinking and activity in highly important areas of planning'. The findings are currently being developed further in conjunction with the Future of London think tank alongside other private and public sector stakeholders.



## 6. Bibliography

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