

DRAFT ISTANBUL ADDENDUM TO THE NEW CHARTER OF ATHENS JUNE 2012

CONTEXT

1. This Addendum to the New Charter for Athens 2003 (NCA03) reaffirms its vision for towns and cities and their regions, which will:
 - retain their cultural richness and diversity, resulting from their long history, linking the past through the present to the future;
 - become connected in a multitude of meaningful and functional networks;
 - strive for greater complementarity and co-operation;
 - contribute decisively to the quality of life of their inhabitants and users;
 - integrate the man-made and the natural elements of the environment.
2. The New Athens Charter 2003 is a vision for the whole of Europe, not only EU with its 27 countries and 400M people but also the Council of Europe area with its 47 countries and 800M people, the Vision also included a framework for implementation directions for all planners for a more coherent approach to creating a network of cities in Europe connected through time, at all levels and in all sectors of society. This Addendum updates the programme of action that is required to deliver our Vision for European cities.
3. This Addendum takes account of the recent major changes in the context within which planning takes place. Within the European Union and Council of Europe¹ it is also now accepted that spatial planning is central to the solution to the global challenges of rapid urbanisation, growing poverty and climate change. The ECTP-CEU was therefore co-signatory to the *Vancouver Declaration*² following the 2006 World Urban Forum
4. The NCA has therefore been part of a *New Vision for Planning* based a planned, sustainable, inclusive and integrated approach to urban development. There is still much to be done before this Vision will be achieved. Spatial planning still tends to be experienced by non-planners as fragmented, non-inclusive and the battle ground between the vested interests of developers and communities. This is especially the case in countries where outdated plans deny security of tenure to informal settlements.
5. In June 2012 the General Assembly of the ECTP-CEU therefore reaffirmed the New Charter of Athens (NCA) 2003. In endorsing the continued validity of the mission and messages set out in the NCA the ECTP-CEU wants to draw upon the experience of its application since 2003 and respond to the challenges and opportunities for more effective spatial planning in Europe that have arisen since then. It has therefore agreed this *Istanbul Addendum* to the provisions of the Charter.

¹ http://ec.europa.eu/europe2020/index_en.htm

² <http://www.globalplannersnetwork.org/pdf/06declarationenglish.pdf>

The Challenges for Spatial Planning

6. The Challenges in the NCA 2003 are being reinforced by the emerging *New Economic Geography* for Europe which has profound implications for the planning of towns and cities. This can be summarised as follows together with their implications for the Charter:

- a. **Challenge 1: The Growth of the 'Urban Economy'** is reinforcing the role of Europe's towns and cities, particularly the metropolitan regions as the main drivers of the European economy.

The *Economic Crisis* of 2008 has meant that the Lisbon Targets for jobs and growth have not been met with resulting consequences for urban development, for example because of internal and external migration pressures. We must guard against deregulation with its risk of speculative short term approach to development regardless of the suitability of the location. As result, an even greater priority should be given to a plan-led approach to urban economic agenda.

The related pressure on *Public Spending* on welfare, the quality of life and public services threatens the deliverability of spatial plans. This, amongst other things, creates the risk of the loss of expertise in planning, the failure to deliver required infrastructure (or not at an adequate cost/benefit), and plans being allowed to get out of date, which then become barriers to *Territorial Cohesion*.

This requires a change away from approaches based on the top-down aspatial processes at a European level and weakly regulated urban development at a local level which played a role in creating the crisis. **Implication for the Charter:** NCA2003 needs to reflect the economic role of towns and city regions and the role of spatial planning in securing this.

- b. **Challenge 2: Growing Agglomeration Economies** are extending the spatial extent of functional urban areas.

City regions are changing. The single city region is no longer the norm. The increased levels of *connectivity* in Europe (in terms of real time) is resulting the emergence of networks of interconnected cities, growing commuting distances, increasing, the building and running costs of the required infrastructures specialisation of secondary cities and 'unplanned' forms of *polycentricity*. This is related to the fact that the scales at which various activities operate is increasingly variable in terms of labour markets, housing systems and social activity (e.g. retailing and leisure activities).

This complexity has been increased with the *Enlarged EU* which has changed the geographical balance of Europe. The challenge is to make practical sense of the territorial cohesion competence, which includes notions of diversity and multi-level governance;

Implication for the Charter: NCA2003 needs to reflect the growing importance of the complex polycentric metropolitan regions of Europe and the importance of inter-city cooperation.

- c. **Challenge 3: There is emerging a new 'Economic Geography'** in Europe. There is a new '*Rural Paradigm*'³ associated with rural development and the emergence of a 'New Rural Economy', with greater connectivity to nearest urban hubs for services, but also to global networks.

There is also a changing balance between cities and their hinterlands and between the traditional EU *Core and Periphery*: capital cities in peripheries have performed well, while there are "inner peripheries" in the core (e.g. former mining / steel towns).

There is a need for the 'short circuit economy' with greater local self-sufficiency (relating not just to agriculture) as a new development paradigm. This would be a response to the increasing scale over which activities operate in Europe with its associated costs of transport and quality of life.

There is also a need to recognise the differences between the growing new 'urban cultured' competitive farmers, and a demand from urban workers/dwellers looking for leisure agriculture or just a living setting with natural values; the 'shrinking cities', due to economic structural changes (local and global), are another related issue

Implication for the Charter: NCA2003 needs to reflect this new '*economic geography*' in order to reinforce the imperative within Vision of the NCA 2003 for greater *Territorial Cohesion* across Europe

- d. **Challenge 4: Climate Change** was an issue in 2003 but is now the over-riding concern for spatial planning, even though there has been limited effective national level commitment. Since Copenhagen 2009 it is clear that a new leadership is required to take Climate Change seriously.

Implication for Charter: NCA2003 needs to meet the challenge of Climate Change by:-

- i. Moving away from a 'supply-side' (i.e. land use) perspective and to integrate 'demand-management' into spatial planning policy;
- ii. Integrating the urban and rural agenda, in particular through the development and application of the concepts of 'ecosystem';
and
- iii. Highlighting the role of spatial planning in tackling such issues as urban heat islands, the emerging water & food shortages, and the rising sea level.

³ OECD, 2006, coined the phrase "New Rural Paradigm" to describe a shift from agriculture to rural development.

Renewed Commitment of European Planners

7. The NCA2003 set out the commitments for professional planners practicing in Europe to which all members of the ECTP-CEU subscribe. These determine a set of values which should be embraced by planners in advising politicians and the public in striving both to achieve the Vision and to apply the principles for city development which are set out in the Charter. This commitment is endorsed by this Addendum to the Charter and extended to meet the new challenges facing the future of Europe. European Continent
8. Firstly, The NCA has been important in positioning ECTP-CEU and in framing its work priorities. The NCA2003 therefore set out the *Commitments of Planners* which set out 25 principles by which the professionalism of planners should be judged. These are based around role of the of the planner as:
 - a. A scientist
 - b. A designer and as a visionary
 - c. A political advisor and mediator
 - d. An urban Manager
9. These themes remain valid and relevant giving priority to the *principles of professionalism* that underpin spatial planning. In view of the challenges it is necessary be more explicit about the role of the planner's role as part of a collective movement more outward looking and seeking to influence on the wider planning community (e.g. governmental and private sector) and governance arrangements. The core principles of the NCA therefore remain sound but strengthened to reflect new issues, new policy foci and new messages through the following changes which have been integrated into a refreshed and consolidated set of Commitments by the Associations and members of the ECTP-CEU (refer Annex A):
 - A. Recognising the Planner as Leader of Change ; and
 - B. Detailed Adjustments to the NCA Commitments.

A Planner as Leader of Change

10. In addition the role of the planner as a policy entrepreneur as a promoter of *Territorial Cohesion* and the emerging planning challenges. These imperatives require collective professional leadership from the ECTP-CEU as Europe's premier voice on spatial planning. The following additional general commitment is therefore added to Section B2 of the NCA2003.

"The role of the Planner a Leader of Change is committed in particular to:

- refreshing the spirit of the European Spatial Development Perspective to create a shared spatial Vision for the sustainable development of Europe;
- the preparation of national planning frameworks to interpret European directives, Integrate national department policies and programmes and provide confidence for local planning;
- Conventions (international treaties to be implemented in national laws of the 47 countries of the CofE), charters, and Guiding Principles of the Council of Europe.

- establish through a comprehensive and up to date framework of local plans for all communities in Europe;
- promoting a European Urban Programme for Urban Renaissance that will give a new impulse to city prosperity, the seed of the future, the glory of the past rediscovered for future generations; Could we be more precise in defining 'city prosperity'?
- Promoting greater 'Regional Resilience' and greater self-sufficiency to cope with the increasing vulnerability of regions, for example, water shortages and food supplies;
- Integrating European land use and transport strategies in the development of the Trans-European Network".

B Detailed Adjustments to the NCA Commitments

11. Additional detailed adjustments have been made to clarify and update the established commitments in NCA2003 to take account of the following matters in particular:
 - a. Climate Change which reinforces the need to a move away from a 'supply-side' (i.e. land use) perspective and to integrate 'demand-management' into spatial planning policy;
 - b. The integration of the urban and rural agenda, in particular through the development and application of the concepts of 'ecosystem services'.
 - c. Address the need to balance the priority being given to the Economic Agenda with the social, environmental and cultural aspects of sustainability.
 - d. Recognise that planning needs to be more flexible to cope with the interplay of economic / social systems at different but interacting scales. This requires a reformulation of the concept of polycentricity; and
 - e. Reflect the 'individuality' and typology of places and regions and move away from an EU-formulaic approach to policy. Again it refers only to EU.

ANNEX A

REFRESHED SET OF COMMITMENTS

BY

ASSOCIATIONS AND MEMBERS OF ECTP-CEU

SET OUT IN

**THE NEW CHARTER OF ATHENS 2003
SECTION B2**

The Planner a Leader of Change is committed in particular to

- Refreshing the spirit of the European Spatial Development Perspective to create a shared spatial Vision for the sustainable development of Europe; and the Guiding Principles of the Council of Europe Conference of Ministers of Regional/Spatial Planning CEMAT.
- The preparation of national planning frameworks which interpret European directives, integrate national department policies and programmes and provide confidence for local planning;
- Conventions (international treaties to be implemented in national laws of the 47 countries of the CofE), charters, and Guiding Principles of the Council of Europe
- Establish a comprehensive and up to date framework of local plans for all communities in Europe;
- Promoting a European Urban Programme for Urban Renaissance that will give a new impulse to city prosperity, the seed of the future, the glory of the past rediscovered for future generations;
- Promoting greater 'Regional Resilience' and greater self-sufficiency to cope with the increasing vulnerability of regions for example water shortages and food supplies;
- Integrating European land use and transport strategies in the development of the Trans-European Network”.

The planner as a scientist is committed to:

- Analyse existing features, trends and scenarios, considering the wider geographic cross boundary context and longer-term needs and the management of demands to provide full, clear and accurate information to decision-makers, stakeholders and the public.
- Access available data, taking into consideration European indicators.
- Maintain an appropriate knowledge of contemporary planning philosophy, theory, research, and practice, through continuous professional development.
- Contribute to training and education, supporting and evaluating the development of the planning profession throughout Europe, relating theory to practice.
- Encourage healthy and constructive criticism about the theory and practice of planning and share the results of experience and research to contribute to the evolving body of planning knowledge and competence.

The planner as a designer and as a visionary is committed to:

- Think in all dimensions, balancing local and regional strategies within the context of the wider polycentric metropolitan megaregions of Europe and global trends (“Think global, Act local”).
- Identify the forms and patterns of economic, environmental, social and cultural sustainable development that deliver territorial cohesion.
- Expand choice and opportunity for all, recognising a special responsibility for a better quality of life and more particularly the needs of disadvantaged groups and persons.
- Strive to protect and enhance the integrity of the natural environment and its related ecosystems, the excellence of urban design and endeavour to conserve the heritage of the natural and built environment for future generations.
- Elaborate alternative locally-based potential solutions for specific problems and challenges, measuring carrying capacities and impacts, the management of the demands for consumption (e.g. travel and land use densities) enhancing local identities, cultural diversities, and contributing to their implementation programmes and feasibility studies.
- Develop and elaborate spatial development visions showing opportunities for the future development of cities or regions which integrate the urban and rural agenda.
- Identify the optimal positioning of a spatial plan or scheme within the relevant (inter) national networks of cities and regions. (Think local, Act Global)
- Convince all involved parties to share a common and long term vision for their city or region, beyond their individual interests and objectives.

The planner as a political advisor and mediator is committed to:

- Respect the principles of subsidiarity and equity in decision-making, in planned solutions and in their implementation through effective public participation in the decision making process.
- Support civic authorities acquainting them with proposals, objectives, targets, impacts, problems, and provide them with plans and solutions, within an operational and effective governance framework.
- Suggest and elaborate operational legislative tools to ensure efficiency and social justice and environmental sustainability in spatial policies.
- Facilitate true dialogue between local authorities, decision-makers, economic stakeholders and individual citizens in order to co-ordinate developments and ensure spatial continuity and cohesion.
- Collaborate with and co-ordinate all involved parties in order to find consensus or resolve conflicts by clear decisions prepared for the appropriate and independent authorities.
- Strive for a high level of communication to ensure knowledge and understanding among the future users, including adopting interactive means of representation to facilitate public debate and the common understanding of the proposed solutions and of the decision-making processes.

The planner as an urban manager is committed to:

- Adopt strategic management approaches to spatial development processes rather than just plan making to serve bureaucratic administrative requirements.
- Achieve efficiency and effectiveness of adopted proposals, taking into account economic, environmental, social and cultural aspects of sustainability.
- Consider the planning principles and the aims and objectives of the European Spatial Development Perspective (ESDP), other European Union (EU) policy documents and Council of Europe strategic documents- in order to adapt local and regional proposals to European strategies & policies.
- Co-ordinate different territorial levels and different sectors to ensure collaboration, involvement and support of all administrative bodies and territorial authorities.
- Stimulate partnerships between public and private sectors in order to enhance investments, create employment, insure quality of life and achieve social cohesion.
- Benefit positively from European funds and other sources of funds by stimulating the participation of local and regional authorities within spatial programmes and projects co-funded by the EU.
- Regular monitoring and review of plans in order to adjust unforeseen outcomes, new issues, and updated projections, propose solutions or actions, and ensure a continuous feedback linkage between planning policy and implementation.