

// ESPON COMPASS

Parallel and divergent pathways of European spatial planning

Vincent Nadin
Professor of Spatial Planning
Head of Department of Urbanism
TU Delft

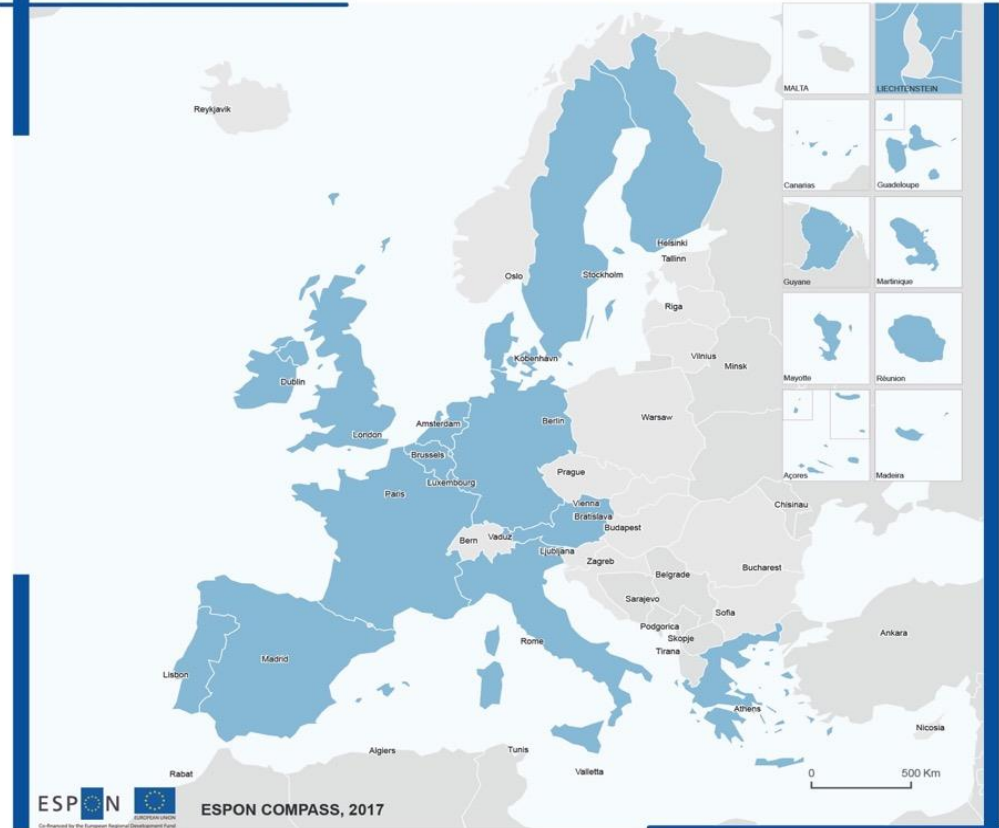


1997 EU Compendium of Planning Systems and Policies

A comprehensive comparison of planning systems of EU 15 + Norway



Scope of The EU Compendium of Spatial Planning Systems and Policies (1997)



ESPON COMPASS, 2017

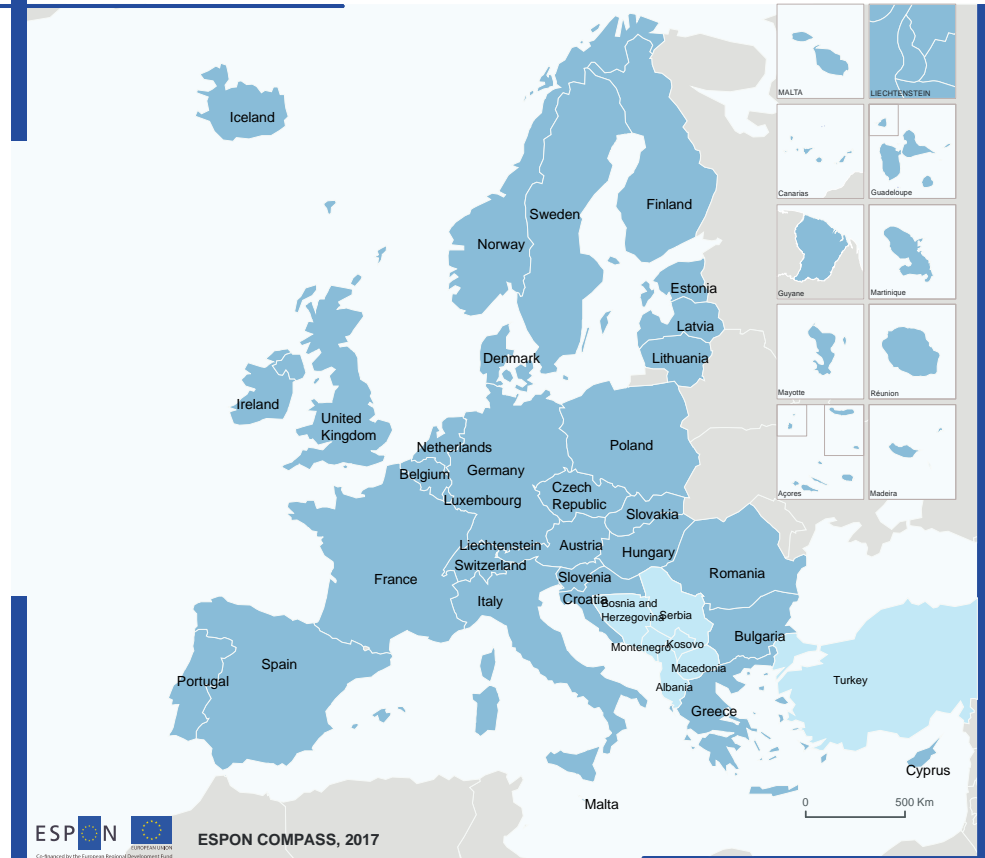
COMPENDIUM countries

Regional level: NUTS 0 (version 197)
 Source: ESPON COMPASS, 2017
 Origin of data: ESPON COMPASS, 2017
 CC - UMS RIATE for administrative boundaries

2018 ESPON Compass

Full analysis of 32 ESPON countries + testing feasibility for 7 additional countries

Note that there are multiple systems of spatial planning in federal and regionalised countries



Objectives

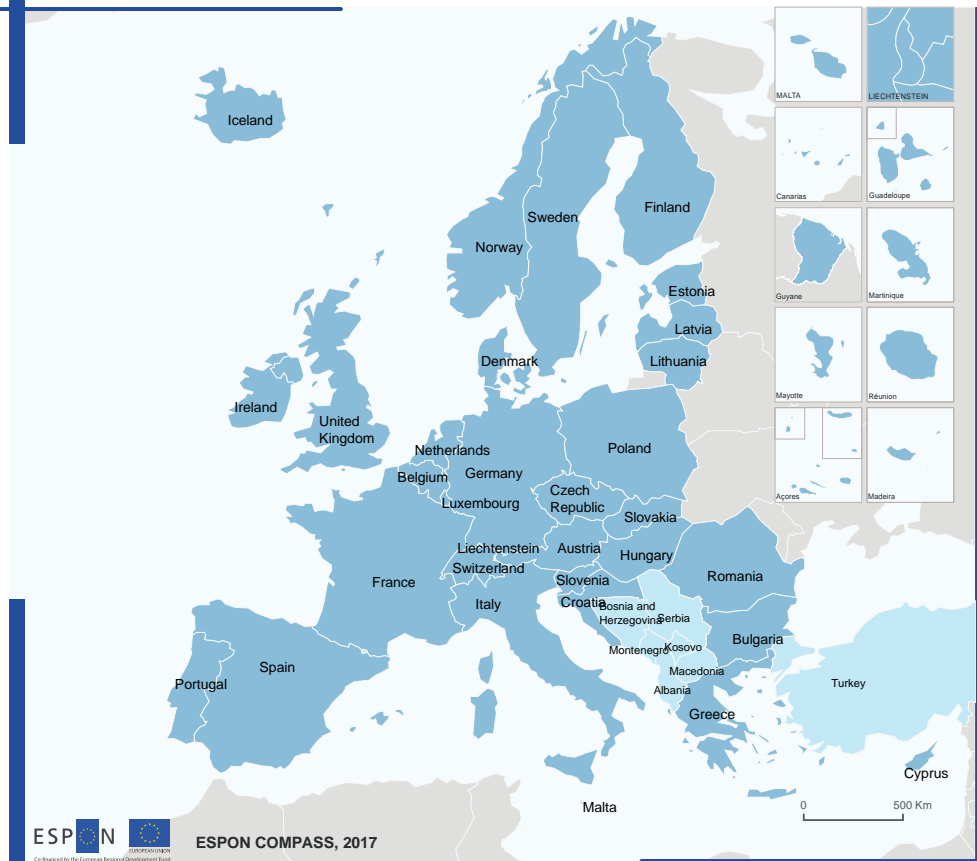
to describe and explain changes in territorial governance and spatial planning systems since 2000

to explain the reasons for changes – with reference to EU law and policy

to identify good practice on the relationship of spatial policies with EU Cohesion Policy

to make recommendations on how those relationships can be improved

Scope of the COMPASS project



Consortium and methods

Expert opinion

Data collected by in two rounds of questionnaires from carefully selected 'country experts'.

Extensive quality assurance to 'test' the responses.

Results shared with Monitoring Committee

Note limitations of the method.

- ❑ Planning systems are historically rooted in place.
- ❑ Formal and informal institutions.
- ❑ Trends rather than a snapshot



Partners	
	1 Delft University of Technology (TUD), The Netherlands - Coordinator Prof. Vincent Nadin
	2 Academy for Spatial Research and Planning (ARL), Germany Dr.-Ing. Evelyn Gueßelt
	3 Polish Academy of Sciences (IGSO PAS), Poland - Prof. Tomasz Konomicki
	4 Nordregio, Sweden - Dr. Peter Schmitt
	5 Politecnico di Torino (POLITO), Italy - Prof. Dr. Giancarlo Colella
	6 Hungarian Academy of Sciences (RKI), Hungary - Dr. Ilona Pálmé Kovács
	7 Spatial Foresight, Luxembourg - Dr. Kai Böhmé
	8 University College Dublin (UCD), Ireland - Prof. Zorica Nedovic-Budic
Sub-contractors	
	1 Research Institute for Regional and Urban Development (ILR), Germany Dr. Mario Reimer
	2 Austrian Institute for Spatial Planning (OIR), Austria - Dr. Erich Dalhammer
	3 Bulgarian Academy of Sciences (NIGGG, BAS), Bulgaria - Prof. Bojan Koulov
	4 University of Thessaly (UTH), Greece - Prof. Harry Coozealis
	5 Czech Technical University in Prague (CTU), Czech Republic Prof. Ing. arch. Karel Maier
	6 University of Tartu (Utarju), Estonia - Dr. Gert Raagna
	7 London South Bank University (LSBU), United Kingdom - Dr. Neil Adams
	8 Lithuanian Social Research Centre (LSRC), Lithuania - Dr. Donatas Burneika
	9 Architecture Project (AP), Malta - Mr. Jacques Borges Barthet
	10 University of Lisbon (CEG-UL), Portugal - Prof. Eduardo Medeiros
	11 Institute of Geography of the SAS (GgU SAV), Slovakia - Dr. Daniel Michrlik
	12 Institute for Spatial Policies (IPoP), Slovenia - Mr. Marko Peterlin
	13 MCRIT, Spain - Dr. Andreu Uled
	14 Istanbul Technical University (ITU), Turkey - Prof. Gökden Ekut
	15 OMGEVING sCRL, Belgium - Mr. Guy Vloebergh
	16 Prof. Anna Geppert, France
	17 Prof. Gina Giannakourou, Greece

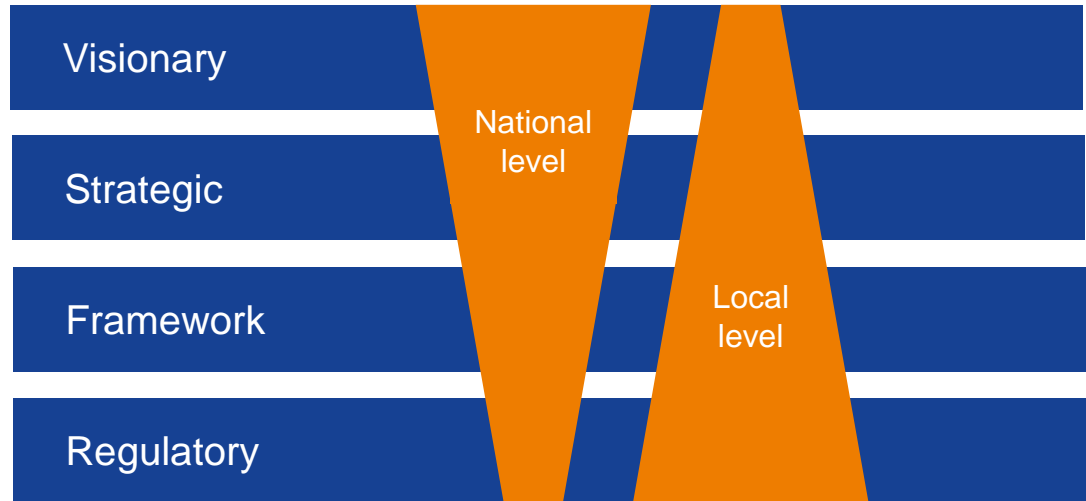


types of planning instrument

251 types in 32 countries

Instruments at all levels tend to perform a variety of functions from strategic to regulatory

Trends: simplification, unification, digitalization, value capture ...



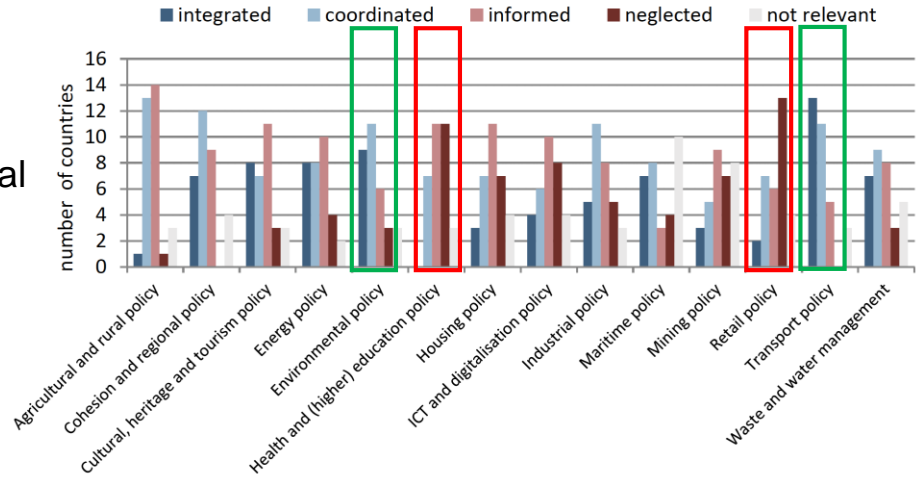
Which sectoral policies does spatial planning 'integrate'?

At the national level, transport and environmental sectoral policies tend to be more integrated with spatial planning. Health and retail sectors are least integrated.

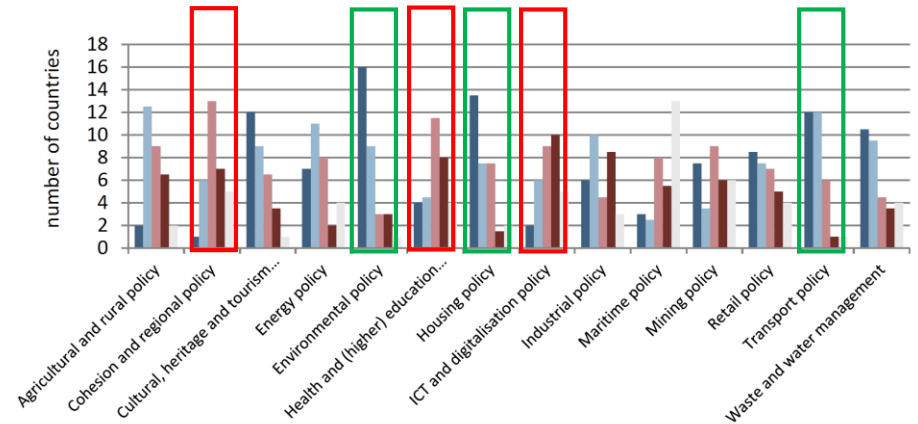
At the local level, environmental, transport and housing sectoral policies are more integrated with spatial planning. Health and education and ICT/digitalization are least integrated.

Note that EU Cohesion Policy is not well integrated with spatial planning at the local level.

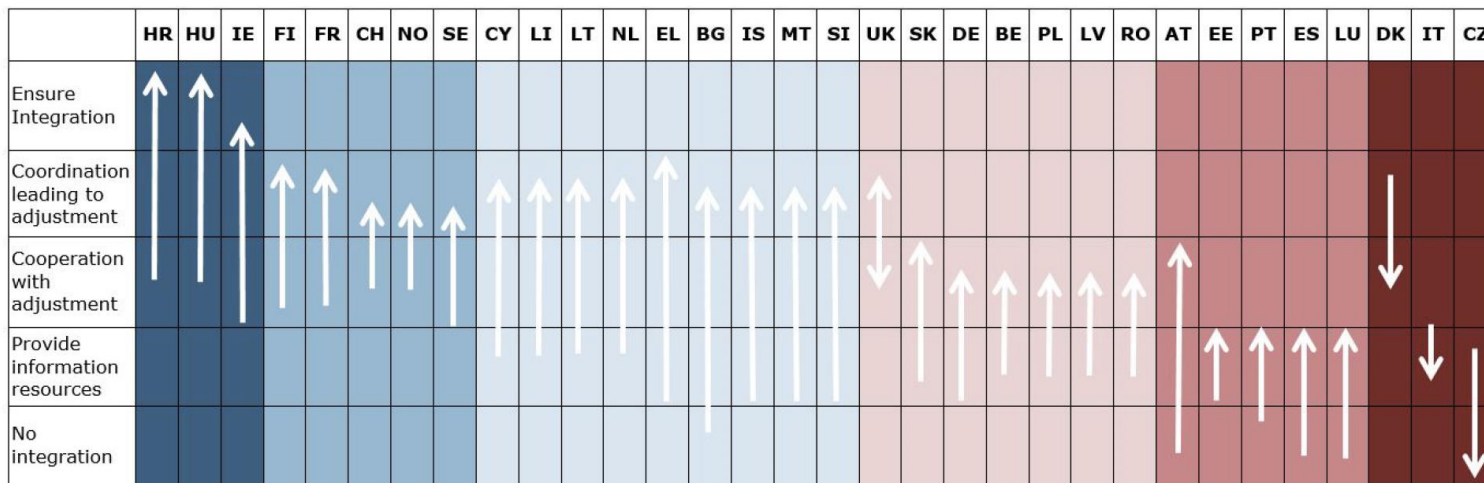
National



Local



Reported trends in the performance of spatial planning and territorial governance in integrating the territorial impacts of sectoral policies



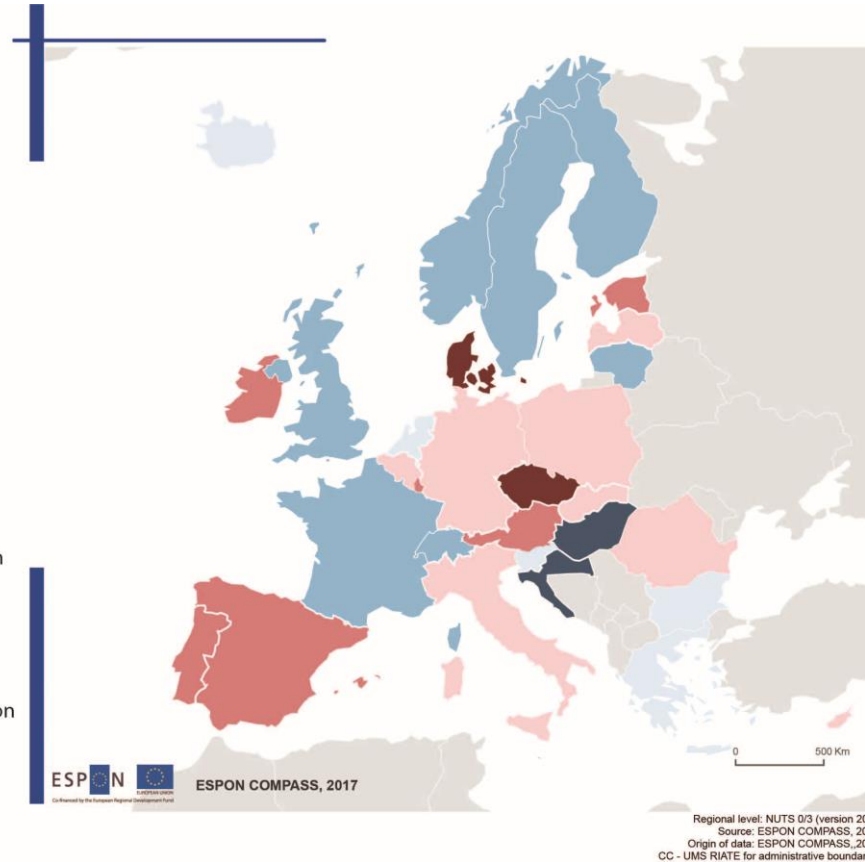
Experts report that in most countries there was a general increase in attention to policy integration during the period 2000-2016, especially from (i) simple *exchange of information to cooperation on, or coordination of sectoral policies*

Source: ESPON COMPASS 2018

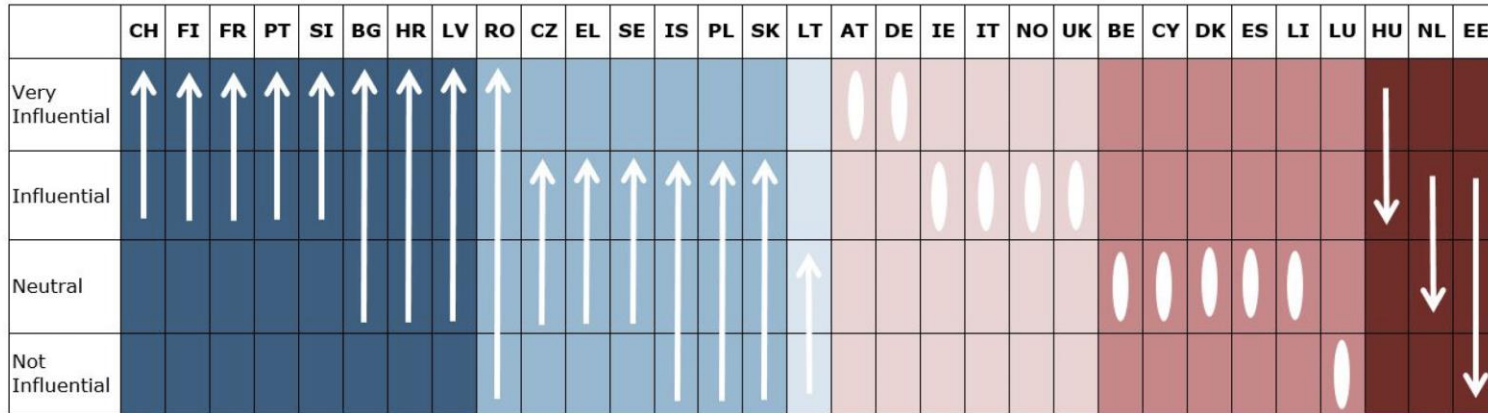
Reported trends in the performance of spatial planning in integrating the territorial impacts of sectoral policies

The mapping of trends in the role of spatial planning in integrating the territorial impacts of sectoral policies does not show a strong pattern, except that many countries start from a weak position in 2000 of only information sharing or no integration at all.

- 1 Cooperation to integration
- 2 Cooperation to coordination
- 3 Information to coordination
- 4 Information to cooperation
- 5 No integration to cooperation
- 6 Moving backward



Reported trends in the influence of EU Cohesion Policy on domestic spatial planning 2000-16



Many countries report that energy, environmental and transport sectoral policies became increasingly influential on domestic spatial planning between 2000 and 2016

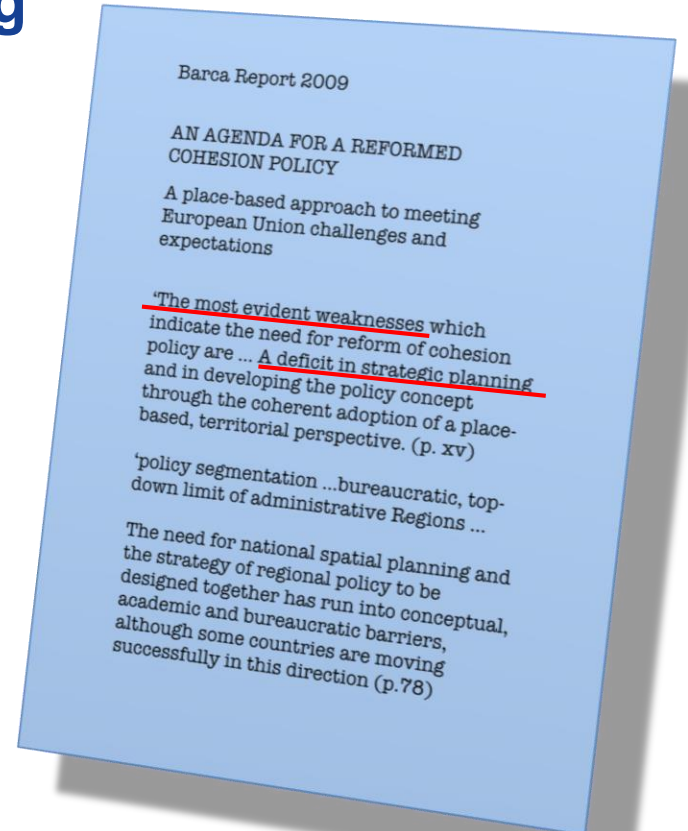
Source: ESPON Compass Final Report, Figure 4.5, 36

Relationships between Cohesion Policy, spatial development and spatial planning

- Spatial planning systems in east Europe were **not well-prepared** to cope with many EU-funded projects.
- Transport related investments '**by-passed**' spatial planning.
- New planning procedures in central-eastern Europe have a positive impact, but there is still **weak cooperation**.
- Tendency to invest in urban infrastructure beyond actual demands which can encourage **dispersed urban development**.

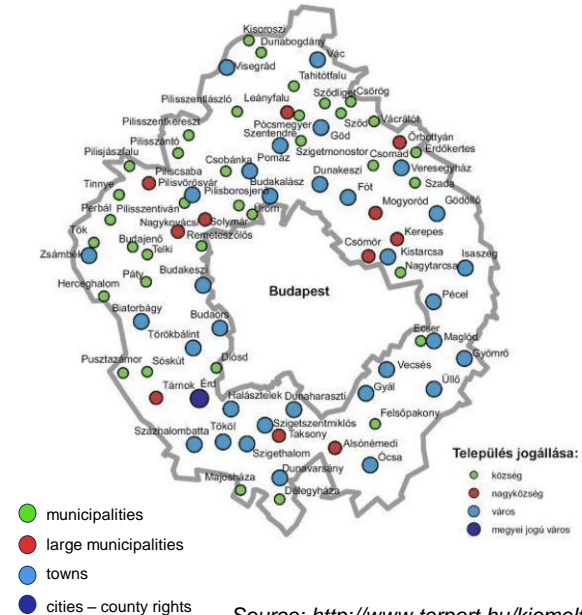
Good practice

- Integrated territorial investment
- Innovative tools in planning
- Monitoring
- Leader



Difficult relationships: example Budapest

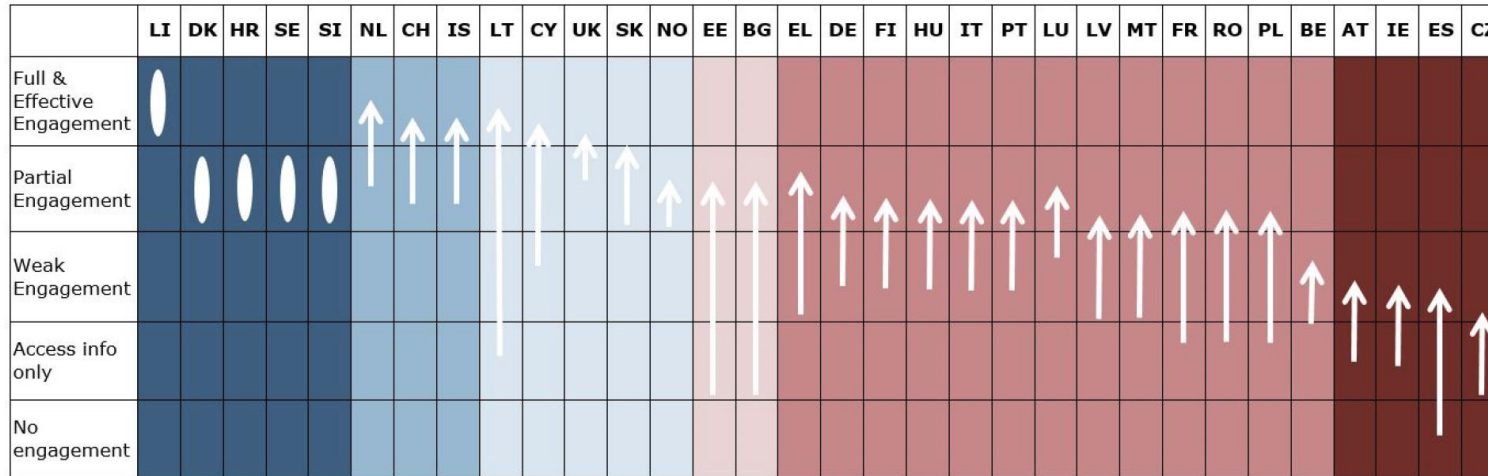
- Just one typical example: Budapest + 80 municipalities
- Efforts to build up institutions, partnerships and spatial planning to shape Cohesion Policy spending around balanced development and compact cities
- Fragmented and complex planning institutions; ‘a lack of geographically flexible governance...’
- ‘Generally, projects have been implemented in a disorganized manner ... competition for funding has weakened cooperation’



See: ESPON COMPASS Final Report 2018, Volume 6: Case Studies: 113-17

Source: <http://www.terport.hu/kiemelt-tersegek/budapesti-agglomeracio> (16/10/2017).

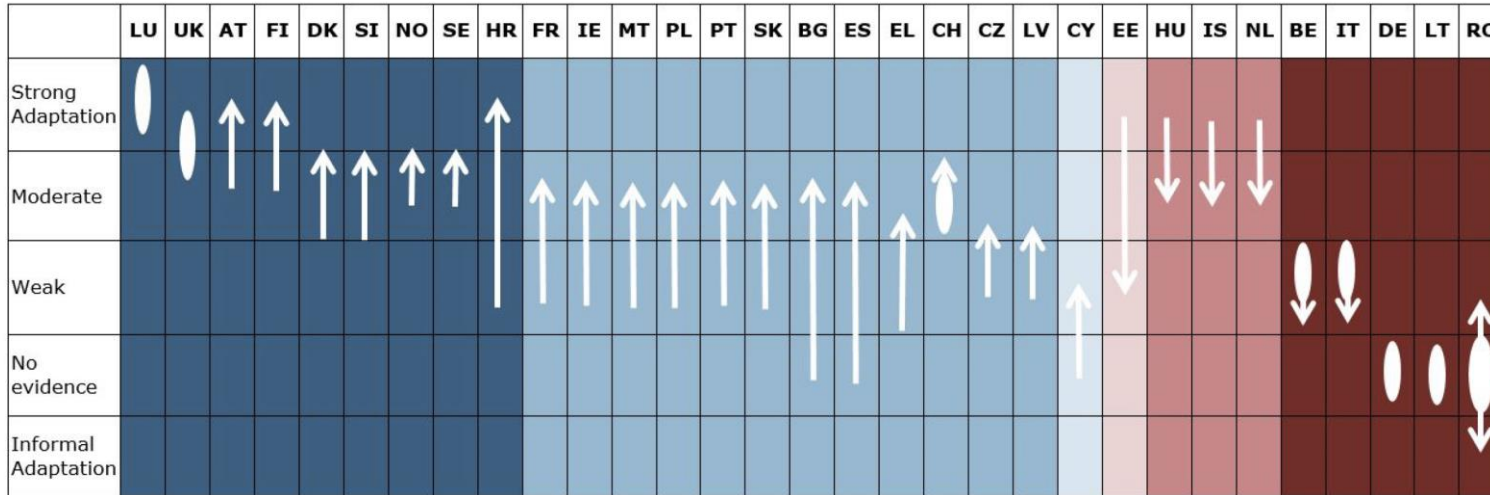
Reported trends in citizen engagement



Reports suggest strong general trends to strengthen citizen engagement to some degree in all countries where there has been weak or no engagement.

The approach to citizen engagement draws on the findings of the ESPON TANGO project.

Reported trends for adaptation



There is a general trend in the majority of countries for more adaptable planning instruments, particularly from 'weak' (little learning from experience and rigid instruments) to moderate (potential for limited revision of instruments).

The degrees of adaptation, draws on the findings of the ESPON TANGO project. See ESPON Compass Final Report, p. 40.

Five recommendations

1. Strengthen the visionary and strategic components of spatial planning.
2. Strategy making should be selective, joining up where there is value and potential.
3. Harness the tendency to plan for functional planning regions.



Source: MCRIT 2018 ESPON: Territorial Scenarios and Visions for Europe, Final Report Collection of territorial visions and plans (2014) p. 17. (with note: 'most visions and plans included in the map are not normative').

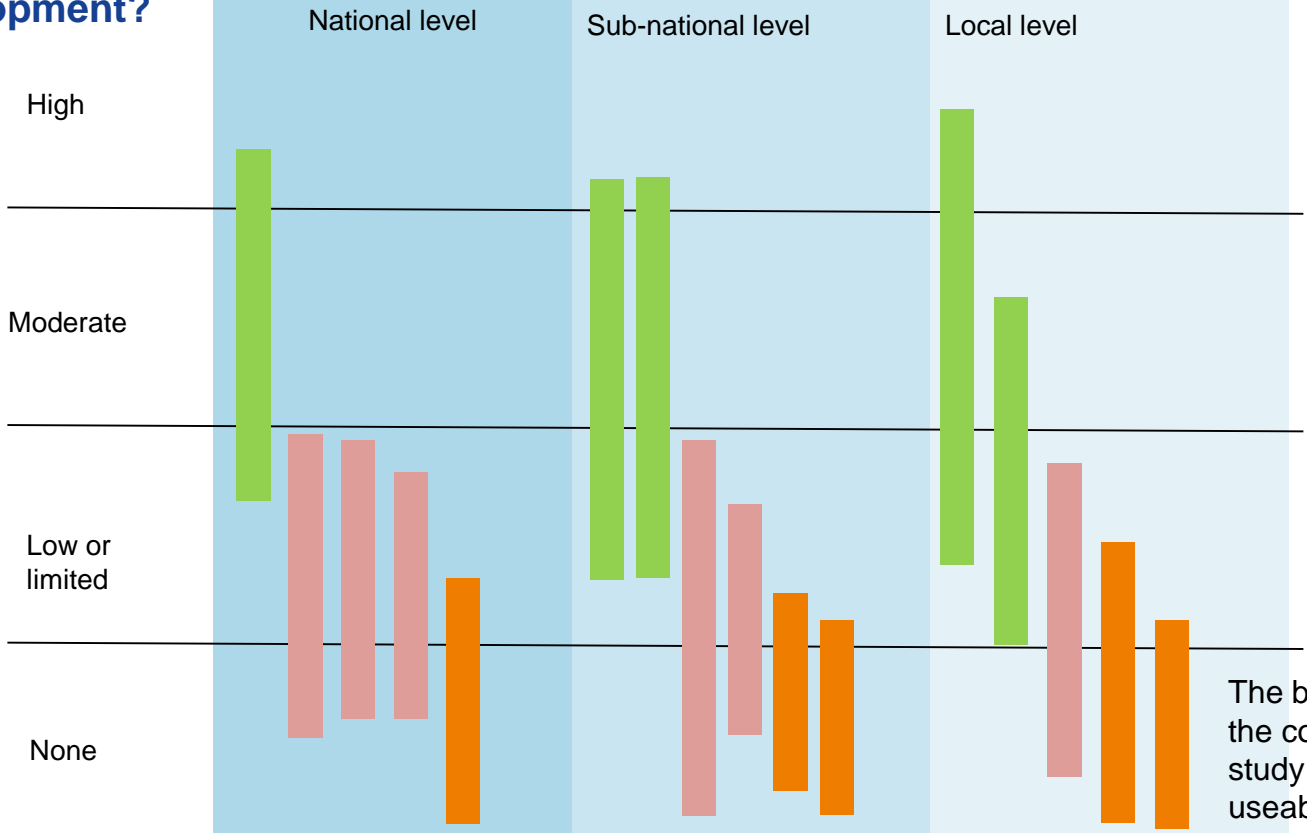
Five main recommendations

4. Spatial planning should reach out to Cohesion Policy to achieve objectives
 - explain territorial effects of sectoral policy
 - tune spatial planning to the same 'rhythm'

5. Invigorate the *Territorial Agenda*
 - role of NTCC
 - inspiration from the ESDP model
 - aim for impact like the 'new urban agenda'



What influence do planning and governance instruments have over spatial development?



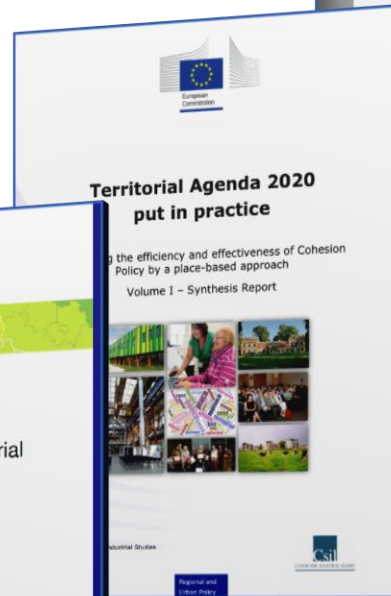
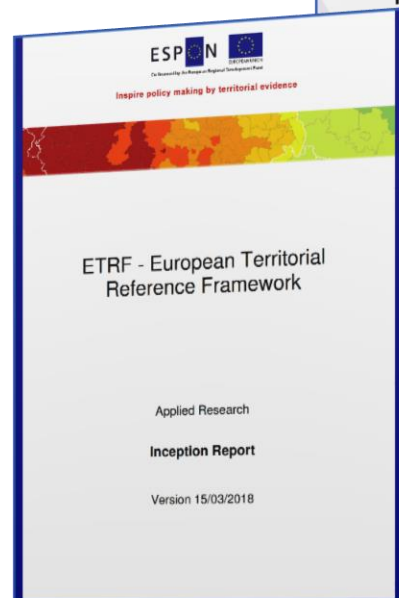
The bars represent half the countries in the study which provided useable responses.

Spatial planning in EU thinking?

How to Strengthen the Territorial Dimension of Europe 2020 and the EU Cohesion Policy (2011) very little mention of 'spatial planning', instead calls for 'tailor made institutions'.

Territorial Agenda 2020 Put in Practice (2015) 21 case studies – one case mentions spatial planning.

European Territorial Reference Framework Inception Report (2018) no explanation of the role of spatial planning, except for the Annex.



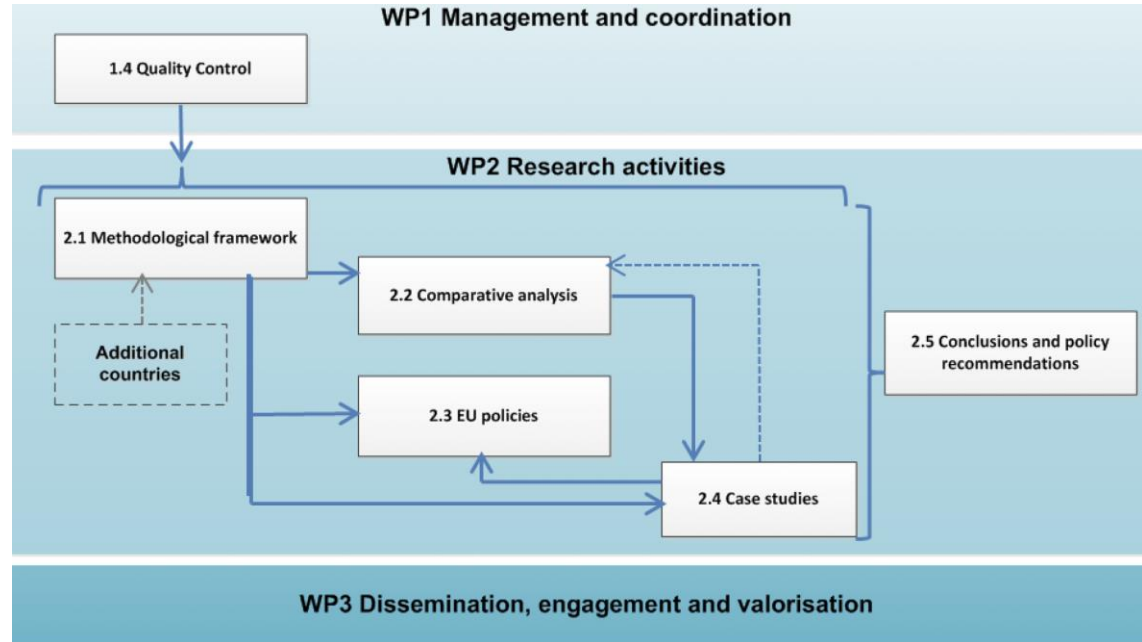
// ESPON COMPASS

Comparing trends in spatial planning systems and territorial governance in Europe

Prepared by the Compass Partners
See: <https://www.espon.eu/planning-systems>



Research design and methods



Source: ESPON
Compass Final
Report 2018: 9

Working definitions

Spatial planning systems: institutions that are used to mediate competition over the use of land and property ... to regulate and to promote preferred spatial and urban form.

Territorial governance: institutions for active cooperation across government, market and civil society actors to coordinate ...actions that have an impact on the quality of places...

[EU Compendium included both concepts in one definition]

Variation

Extreme diversity of types of plans at all levels

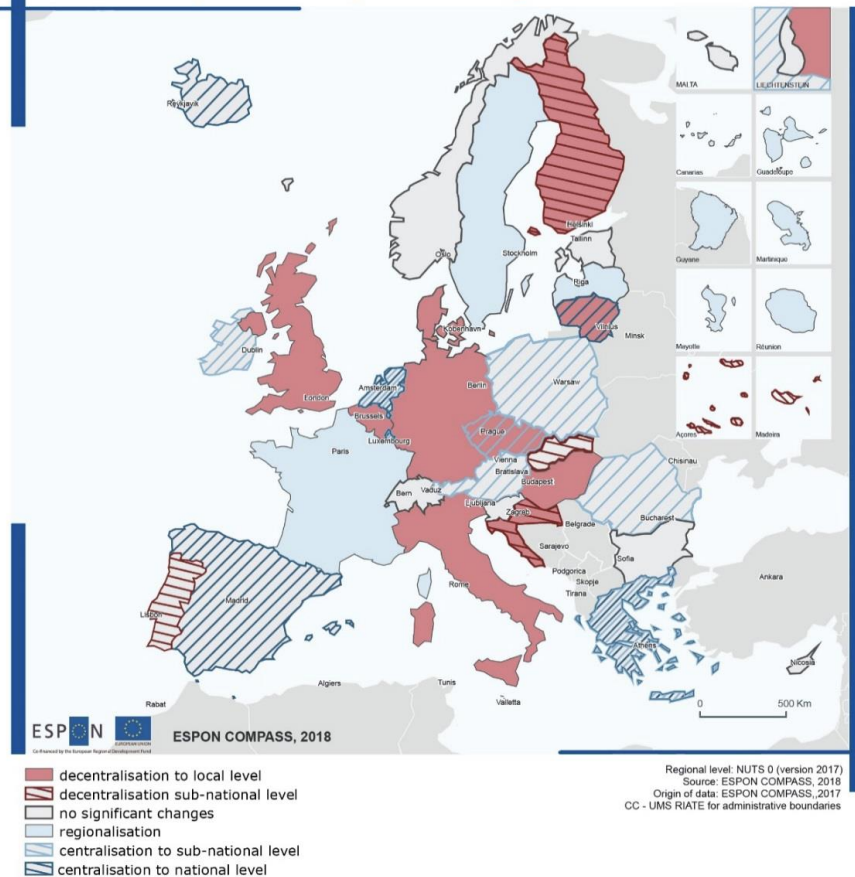
Common themes and trends



Competences for planning in multi-level governance

- ❑ Significant reform since 2000 – or rescaling of planning
- ❑ Many competences shared among levels of government
- ❑ Common trend of decentralization, though also centralization and regionalization in some countries
- ❑ Arrangements for planning in functional regions across administrative boundaries is common (see also ESPON ACTAREA)

Shifts in competences of Spatial Planning



Reform in structure and procedures 2000-2016

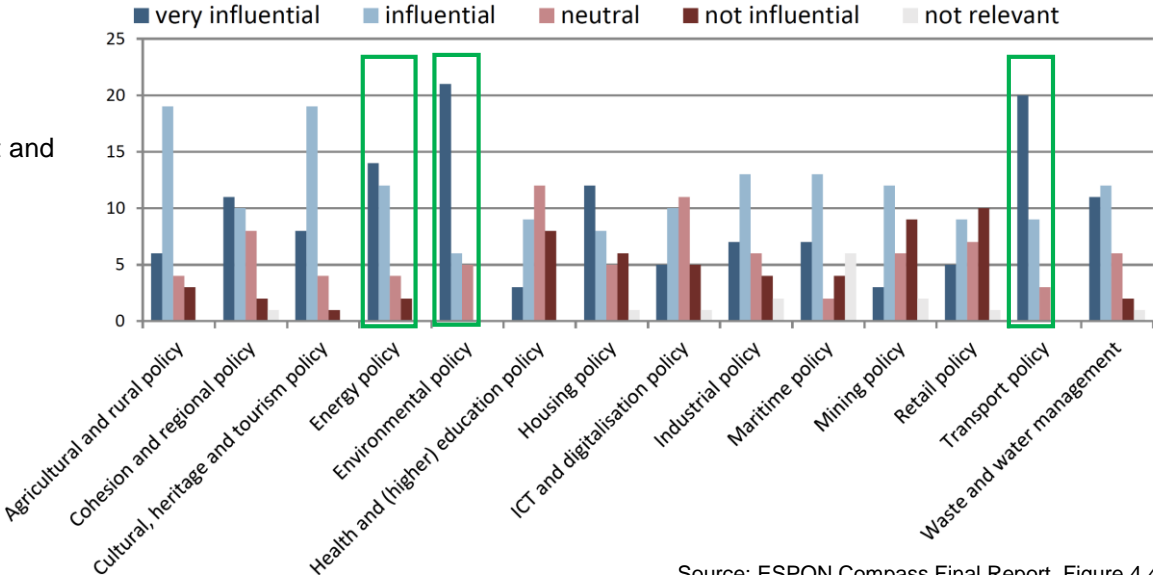
- There have been many reforms related to 'simplification' of procedures, of the framework of instruments, and in the scope of development regulation.
- reasons include a drive for more certainty; to reduce administrative burdens; improving the quality of outcomes; strengthening reasoning in the decision-making process; improving enforcement; and increasing transparency in the process.
- attempts to simplify the administration and scope of regulation, for speed & efficiency
- unifying regulation and combining instruments for different functions
- measures to strengthen the role of spatial planning in shaping development, especially where weak control has been controversial
- increasing engagement of citizens and specific stakeholders
- making use of digitalization in administration
- facilitating value capture

What sectoral policies influence spatial planning?

Other sectoral policies have strong influence on spatial planning and territorial governance.

The sectoral policies that have most influence are environmental, transport and energy.

The sectoral policies that have least influence are retail, mining and health/education.



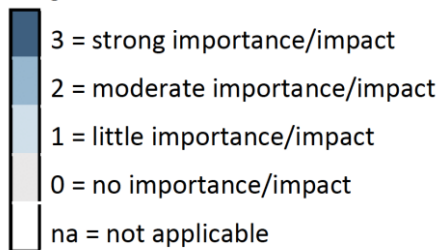
Source: ESPON Compass Final Report, Figure 4.4, 35

Importance and impact of EU Cohesion Policy in the case study regions

The study investigated the importance and impact of Cohesion Policy in relation to six TA2020 policy themes.

Cohesion Policy is recognized as important in all policy themes in most of the cases, with the exception of the special case of the cross-border case, Spain France.

The impact on Cohesion Policy on domestic policy is more variable, with the impact at the local level more often of little importance.



Thematic issue	Territorial level	Cohesion Policy importance (1)					Impact of the Cohesion Policy (2)				
		Sweden	Poland	Hungary	Ireland	Spain-France	Sweden	Poland	Hungary	Ireland	Spain-France
Polycentricity and suburbanisation	National	3	3	2	0	0	1	2	0	0	
	Regional	3	1	2	0	0	2	3	0	0	
	Local	3	2	2	0	0	1	3	0	0	
Peripheries and other specific regions	National	3	3	2	3	0	1	2	3	0	
	Regional	3	3	2	3	0	2	3	3	0	
	Local	3	2	2	3	0	1	3	3	0	
Cross-border regions	National	0	0	0	0	1	0	0	0	2	
	Regional	0	0	0	0	2	0	0	0	3	
	Local	0	0	0	0	3	0	0	0	3	
Support for local economy	National	1	2	2	2	0	2	3	2	0	
	Regional	2	2	2	2	0	3	3	3	0	
	Local	3	3	2	3	0	3	3	3	0	
Transport infrastructure and accessibility	National	3	3	2	3	0	2	3	3	0	
	Regional	3	2	2	3	0	3	3	3	0	
	Local	3	2	2	3	0	2	3	3	0	
Natural and cultural heritage	National	3	2	2	0	0	2	3	0	0	
	Regional	3	2	2	0	0	2	3	0	0	
	Local	3	2	2	0	0	2	3	0	0	

Positive examples of good practice of cross-fertilisation of EU Cohesion Policy and

Most cases revealed little 'direct cross fertilization'. Good practices in spatial planning shaping implementation of CP projects

Four prime examples

1. Use of the **integrated territorial investment tool** (ITI) as part of regional strategy gives incentives to jointly devise and implement projects,

Case study: Poland, Mazowieckie Region

2. **Leader programme** – linking i) civil society, public and private actors, ii) funding and planning to deliver coordinated projects at the very local level

Case study: Ireland, Eastern Midland Region

3. **Territorial monitoring** to evaluate development against objectives of an explicit territorial strategy (spatial planning)

Case study: Spain-France, Navarra Region

4. Integrated city development using '**new spatial planning tools**' (3D visualization) that enhance citizen participation and partnership working between public and private actors

Case study: Sweden Östergötland Region

See: ESPON COMPASS Final Report 2018, Volume 6: Case Studies.

Europeanisation

Simultaneous processes:

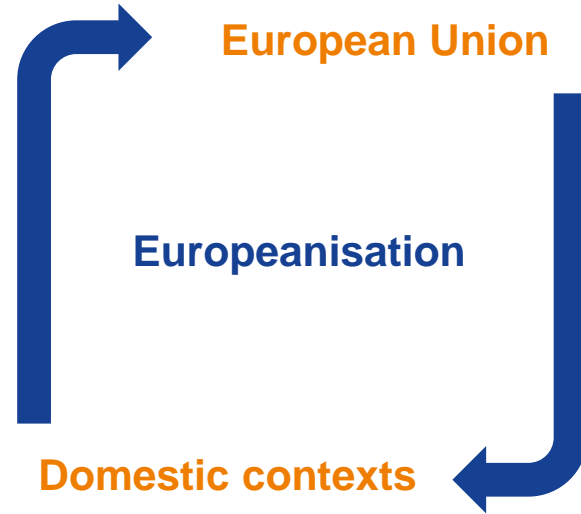
- influence of the EU institutions on member state institutions (downloading) despite the lack of an EU competence in spatial planning.
- Influence of member states on EU institutions (uploading)
- Cross-influence between member states enabled by EU platforms

Downloading occurs through

Structural - through EU legislation

Instrumental – through policy and funding

Discursive – through EU debates and strategies



Downloading is far more influential than uploading

Overall top-down influence

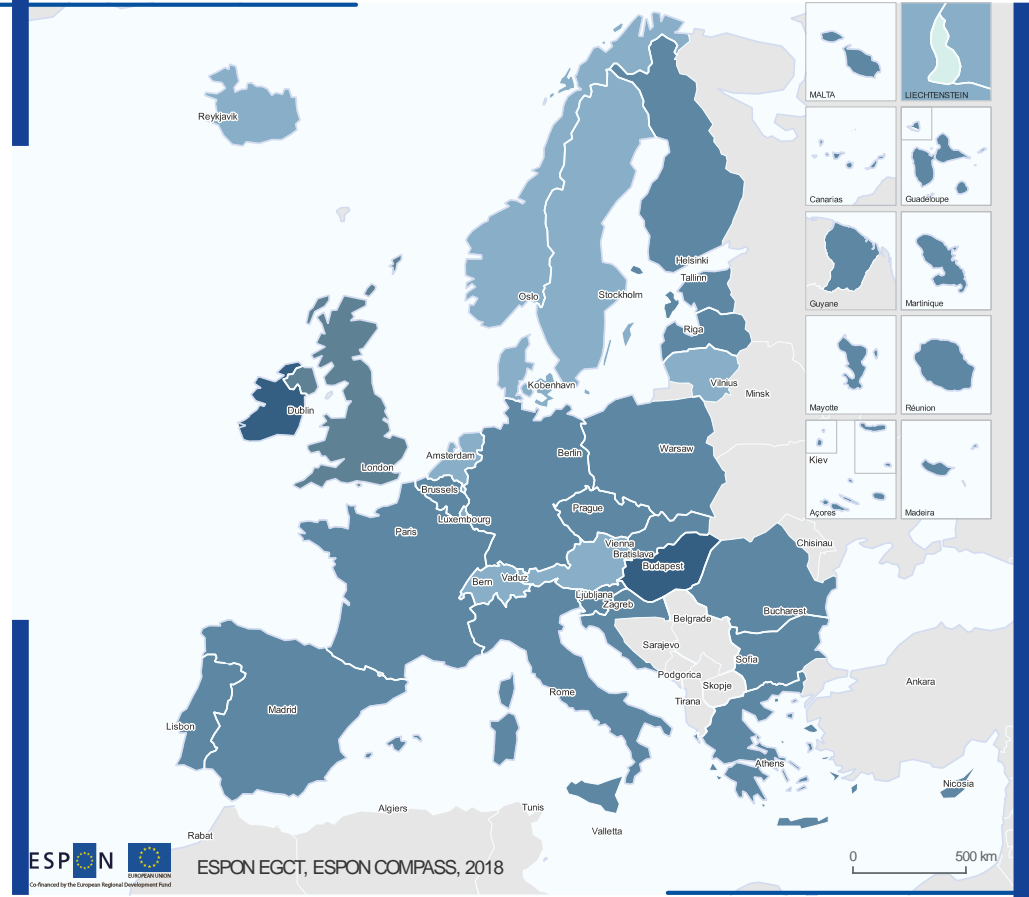
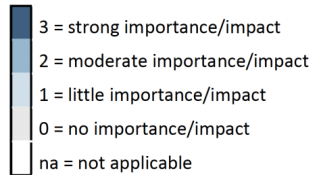
EU legislation has uniform influence - most significant in the fields of environment, energy & competition

EU Policy has more varied impact

Cohesion Policy being most important where financial support is significant

Territorial cooperation is significant in border regions but has only moderate influence on mainstream spatial planning.

1999 ESDP still inspires planning in some countries
Territorial Agendas have been less influential.



Regional level: NUTS 0 (version 2013)
Source: ESPON COMPASS, 2018
Origin of data: ESPON COMPASS, 2018
CC - UMS RIATE for administrative boundaries

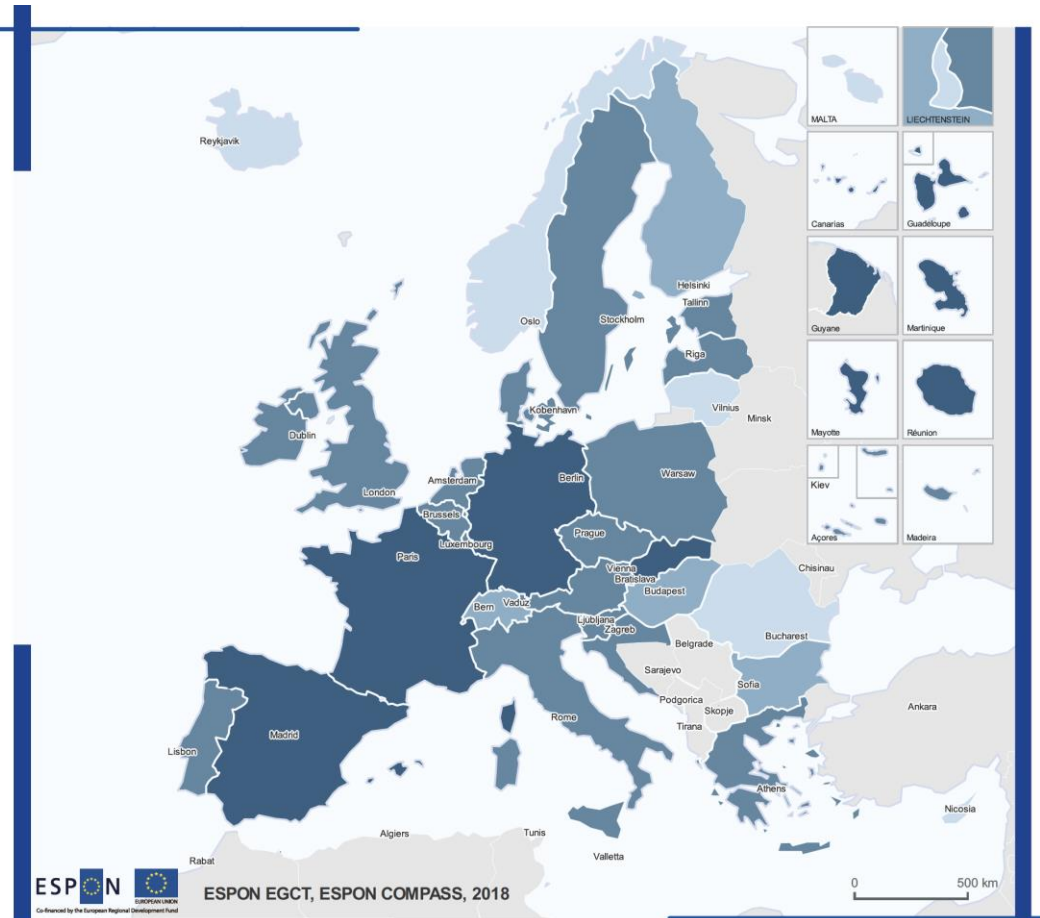
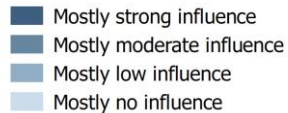
Overall bottom-up influence

Generally much weaker aspect of Europeanisation

It occurs through

- engagement in the EU intergovernmental discourse (16/32)
- engagement with the EU urban agenda debate, creation of national urban agendas & uploading of domestic priorities (15/32)
- engagement with the territorial cohesion debate (12/32)

EU15 generally play a stronger role



Typology of trends in perceived engagement with European territorial governance 2000-16

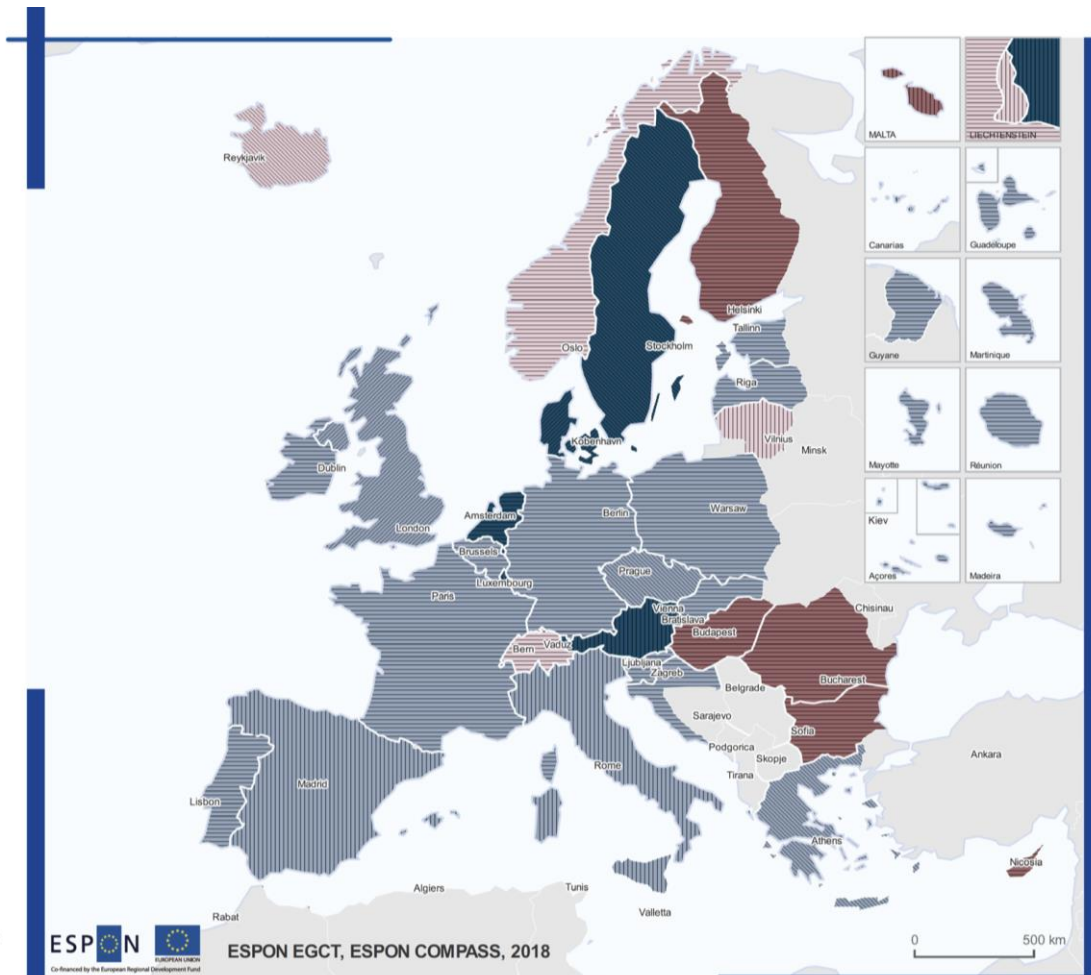
- a small group of **'leading'** systems, mostly from central or northern Europe that are perceived to be exerting influence on European territorial governance, rather than be influenced by it
- a group of **'following'** systems, found mostly among the new member states) which tend to be receptive to the influence of European territorial governance, but do not influence
- a group of 'unengaged' systems, generally non-EU member countries

Typology of engagment

- Mostly engaged
- Mostly leading
- Mostly following
- Mostly unengaged

Trend of engagement

- Increasing engagement
- Stable engagement
- Swinging engagement
- Decreasing engagement



Further research

- Widen study to other countries
- Successful pathways to strategic planning and the relation between strategy, regulation and outcomes
- Regular monitoring of spatial planning and territorial governance
 - Benchmarking
 - inspiration for improvement
 - *European Observation Network!*



policy recommendations – examples

Avoiding **spatial blindness** in Cohesion Policy and other sector policies - by strengthening the 'strategic dimension' in planning – may be easier with informal institutions of territorial governance

Prioritise **integration/cross-fertilization** where there is more chance of success – environment, transport ...

Develop competences for planning and territorial governance in **functional regions**

Direct **EU funding through spatial planning** – combine Cohesion Policy tools (eg CLLD, LEADER) with formal spatial planning tools

ESIF to support territorial cooperation initiatives that **interact** with institutions of spatial planning and territorial governance

Monitor territorial impact of EU investment (TIA) including the effect on spatial planning instruments