

A New City in the Port

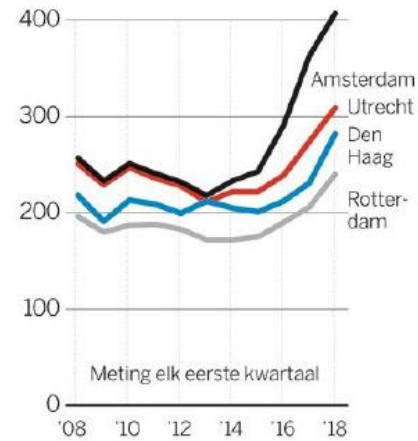
An actor-centered institutional analysis of the strategic governance and planning process around Amsterdam Haven-Stad

P5 Presentation | Filip Pliakis | 18 April 2019



HUIZENPRIJS TORENHOOG

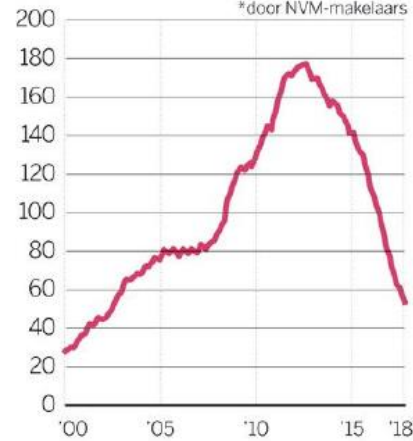
Gemiddelde huizenprijs in euro, x 1.000



Meting elk eerste kwartaal
130418 © de Volkskrant. Bron: NVM

HUIZENAANBOD LAAG

Aantal aangeboden woningen*, x 1.000



*door NVM-makelaars
130418 © de Volkskrant. Bron: NVM

Prijzen op recordhoogte, krapte op woningmarkt

20-7-2018 08:00

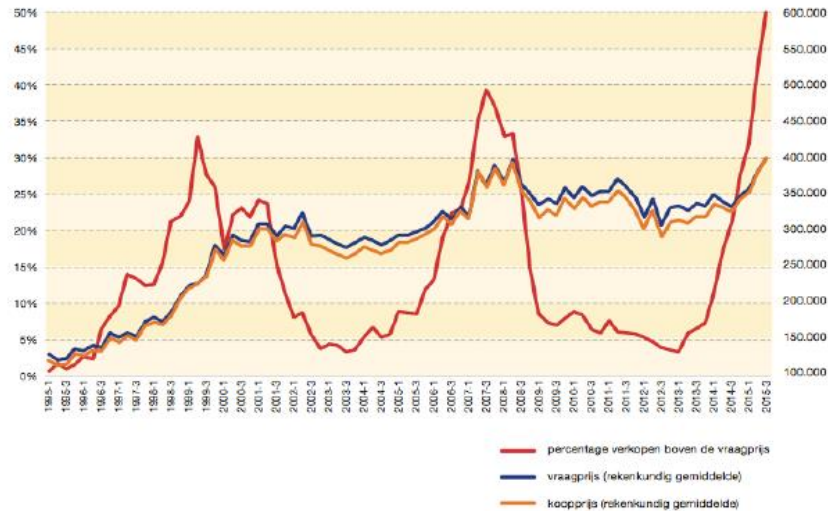
EXCLUSIEF

De woningnood is terug: negen jaar op de lijst voor een huis

15 november 2018 06:33

Aangepast: 15 november 2018 11:01

10 Amsterdam, binnen de ring



Aantal beschikbare koopwoningen in Amsterdam daalt in recordtempo



A AT5

NUL20

Havenbedrijf zeer kritisch over plannen Haven-Stad



'Haven-Stad drukt Amsterdamse bedrijven naar de uitgang'

nrc.nl

'Stappen van gemeente zijn onnavolgbaar'

STAD

Wethouder Ivens: bedrijven in haven moeten wijken voor woningen Haven-Stad

14 november 2017, 08.49 uur · Aangepast 14 november 2017, 15.53 uur



Problem statement

- Housing crisis
- Space claims of port and city lead to conflict



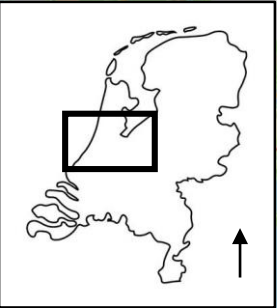
IJmuiden

Zaandam

Haarlem

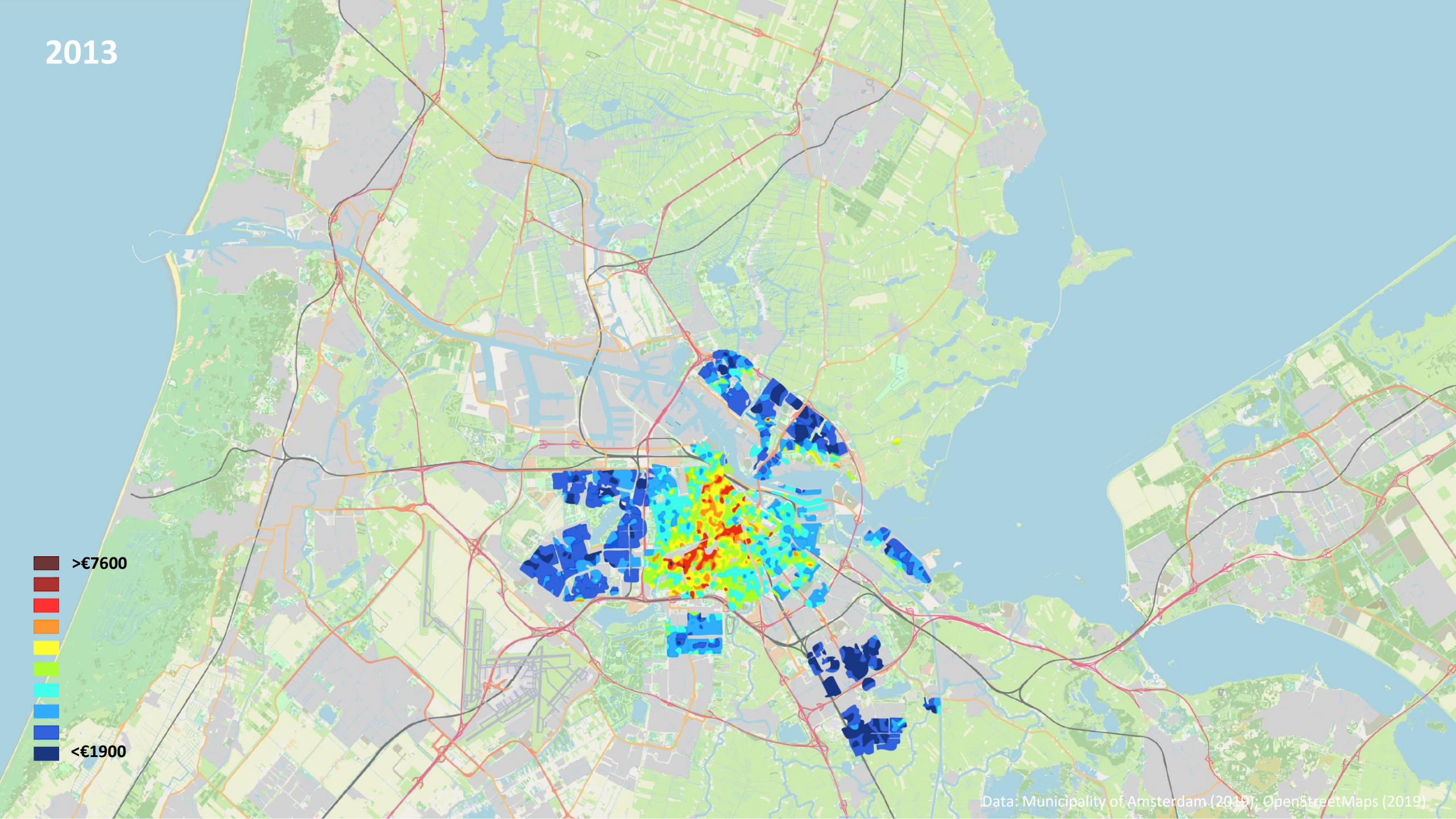
Amsterdam

Almere

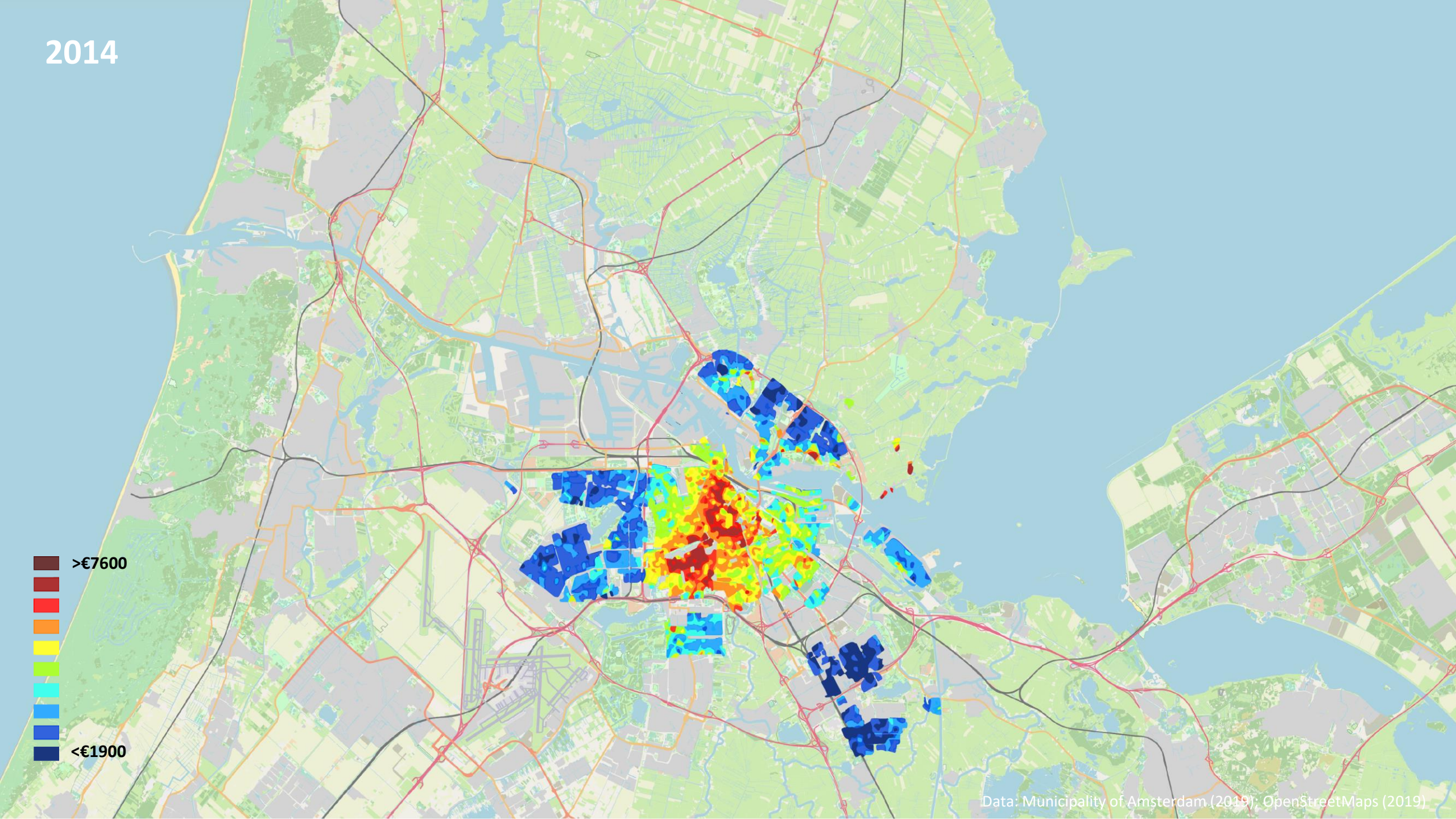




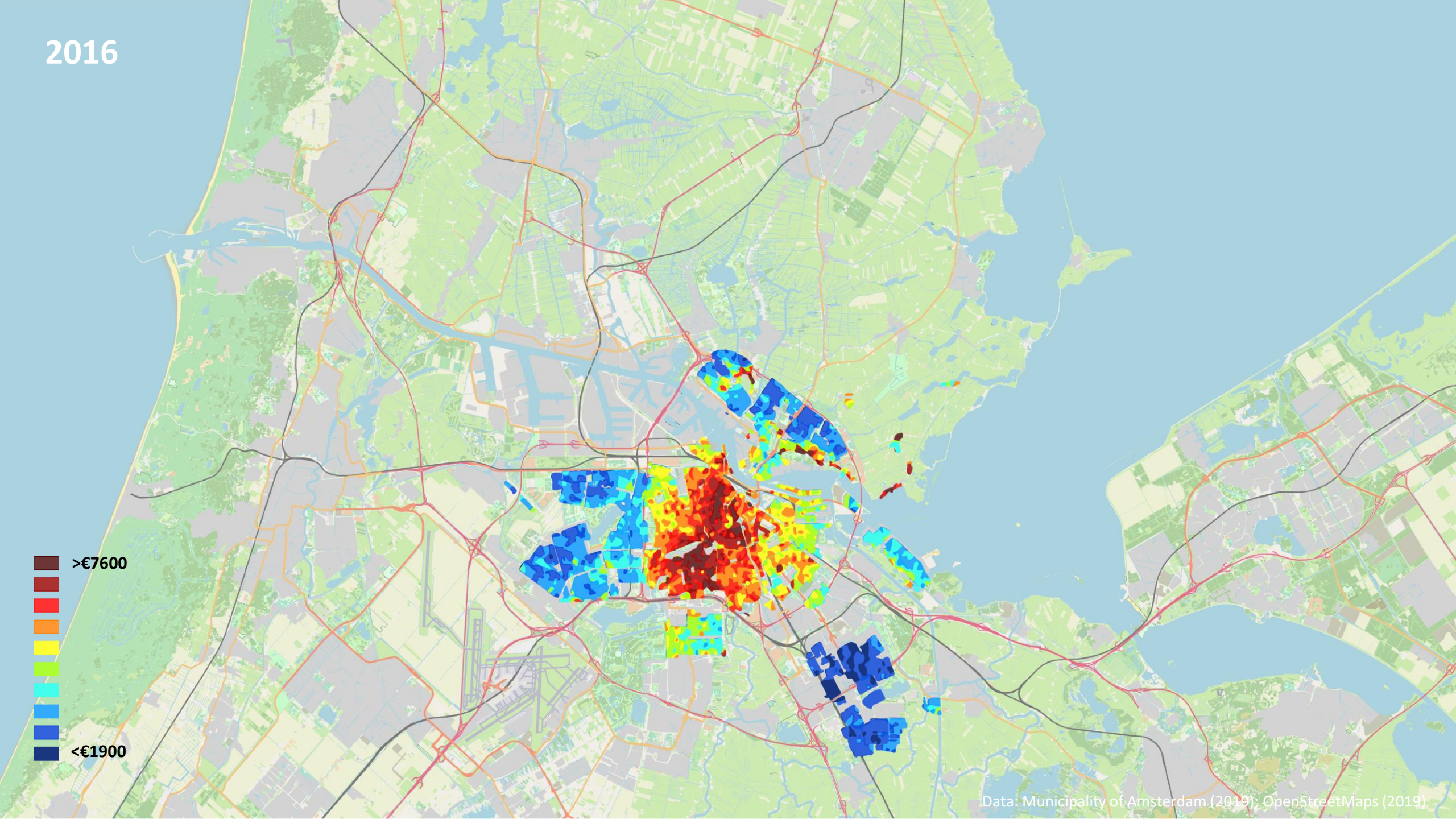
2013



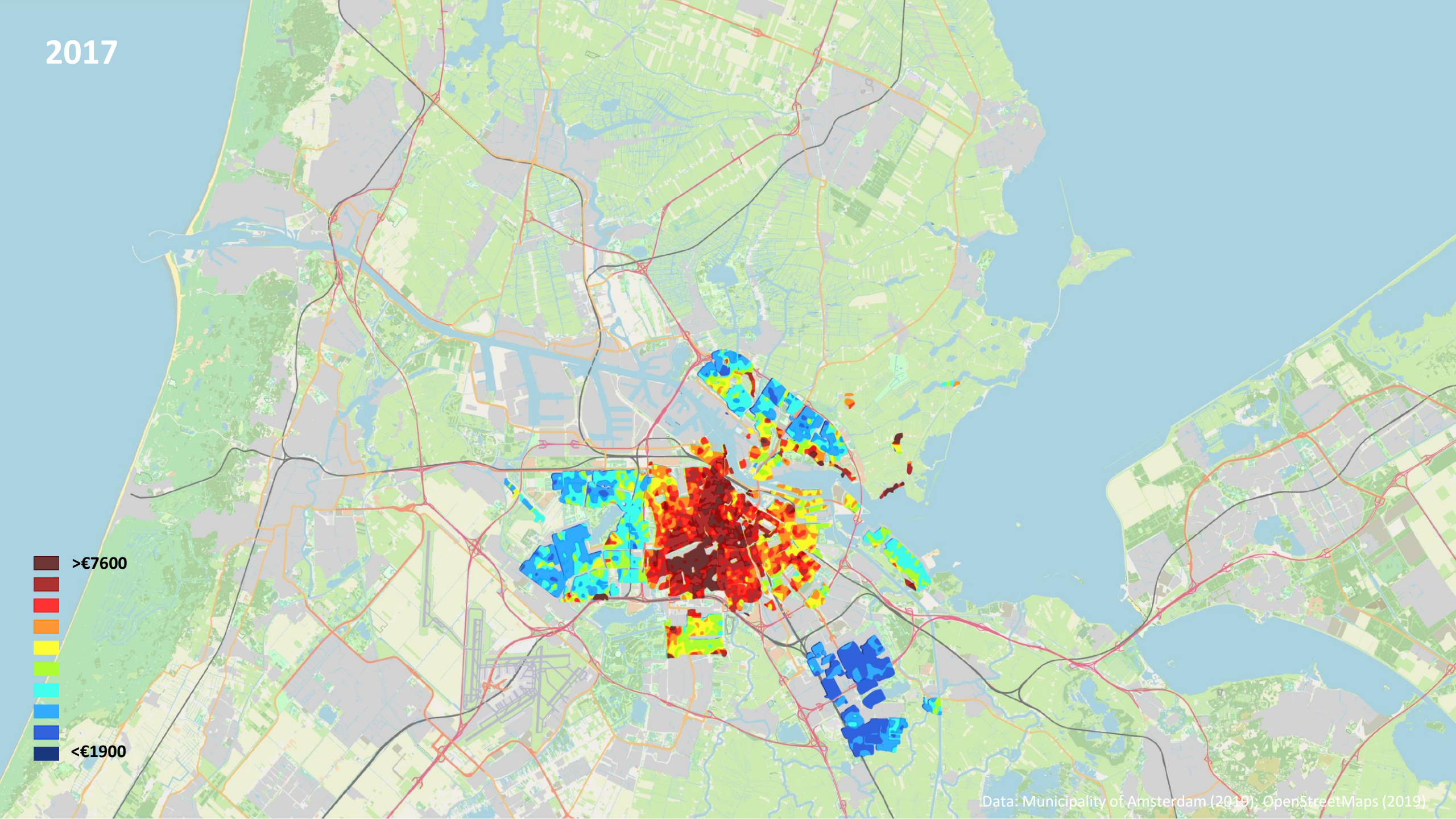
2014



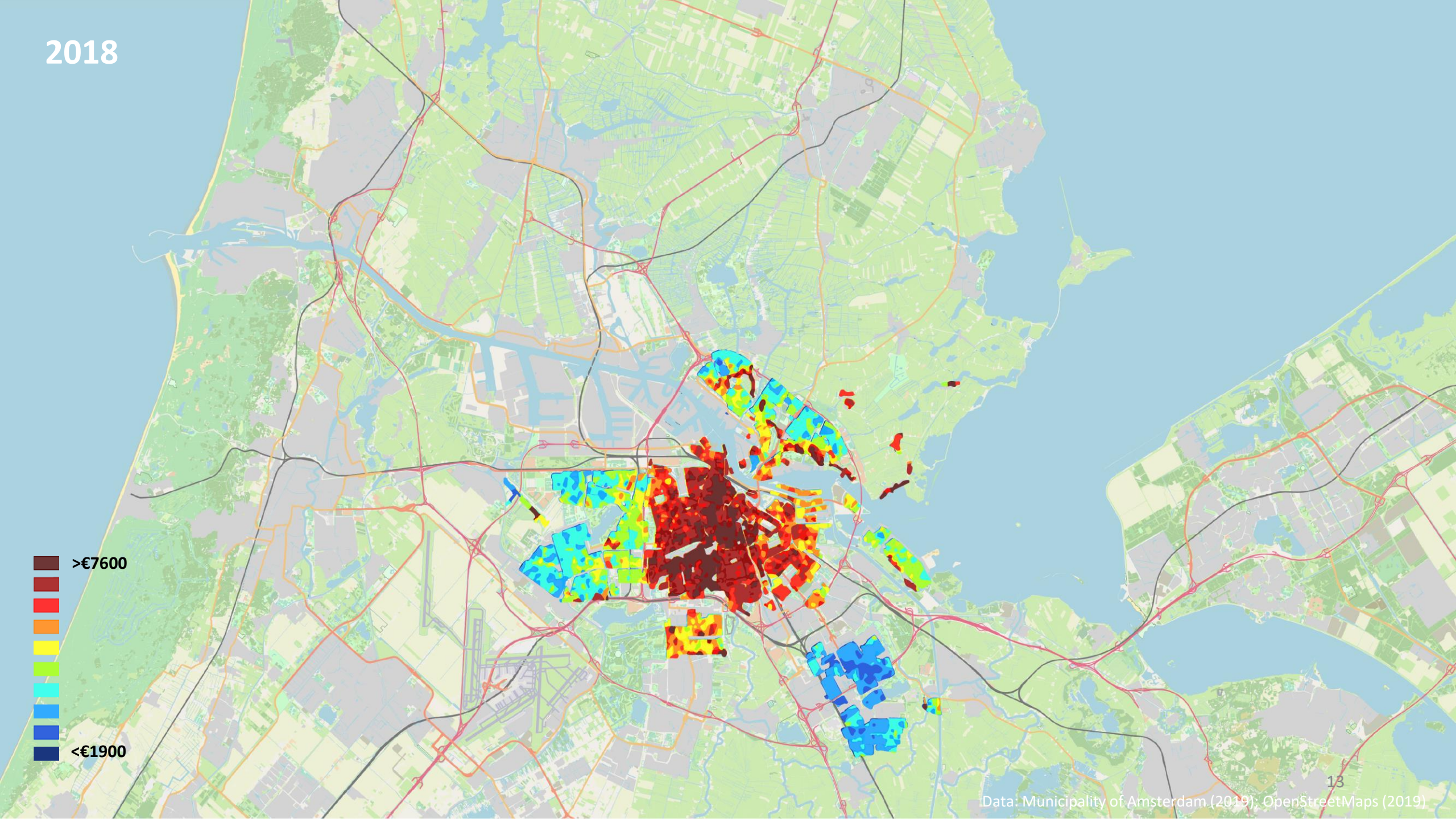
2016



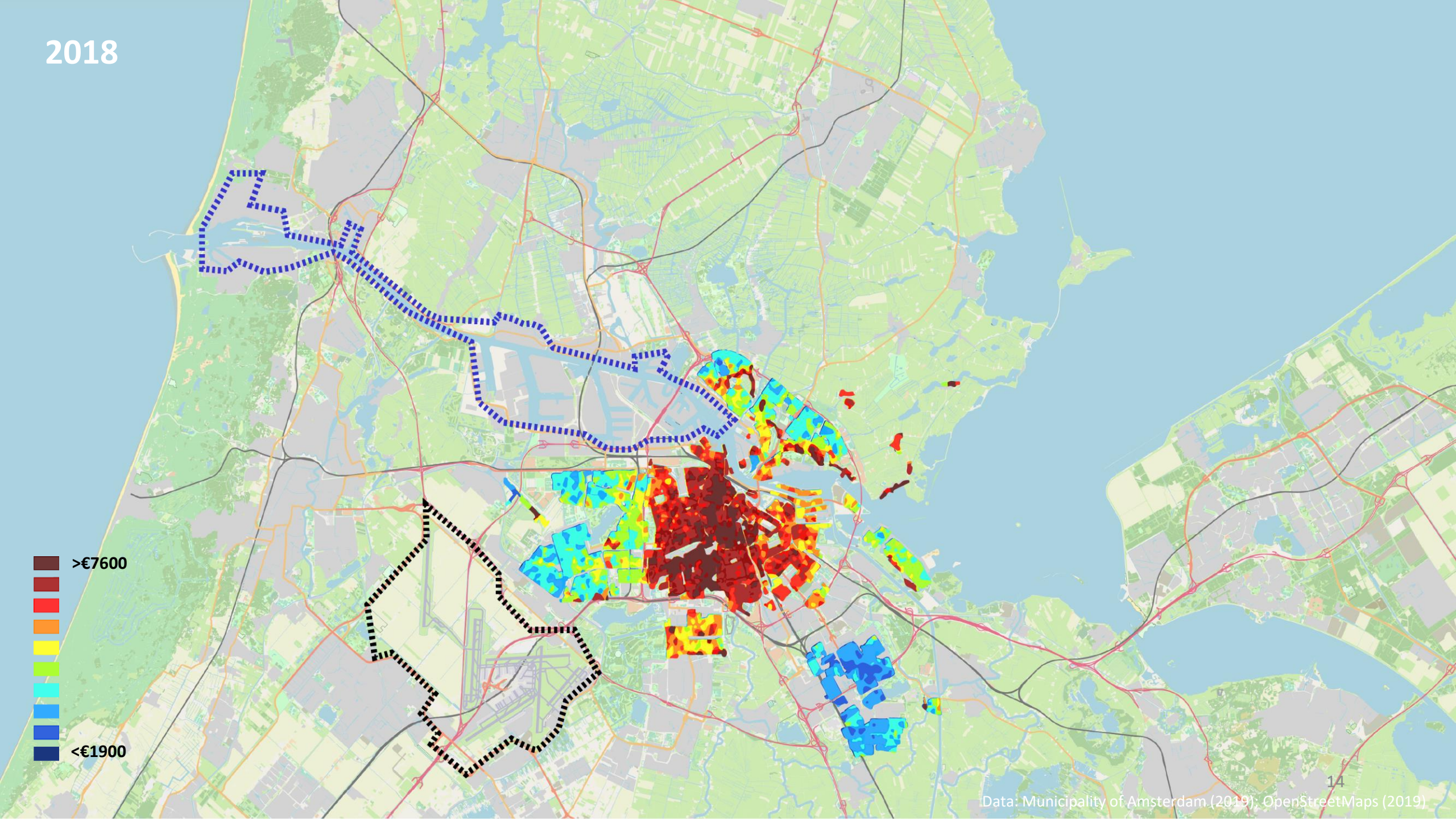
2017



2018



2018



2017



Port of Amsterdam
68.000 (in)direct jobs
5,0% GRP

Schiphol
95.000 (in)direct jobs
6,5% GRP

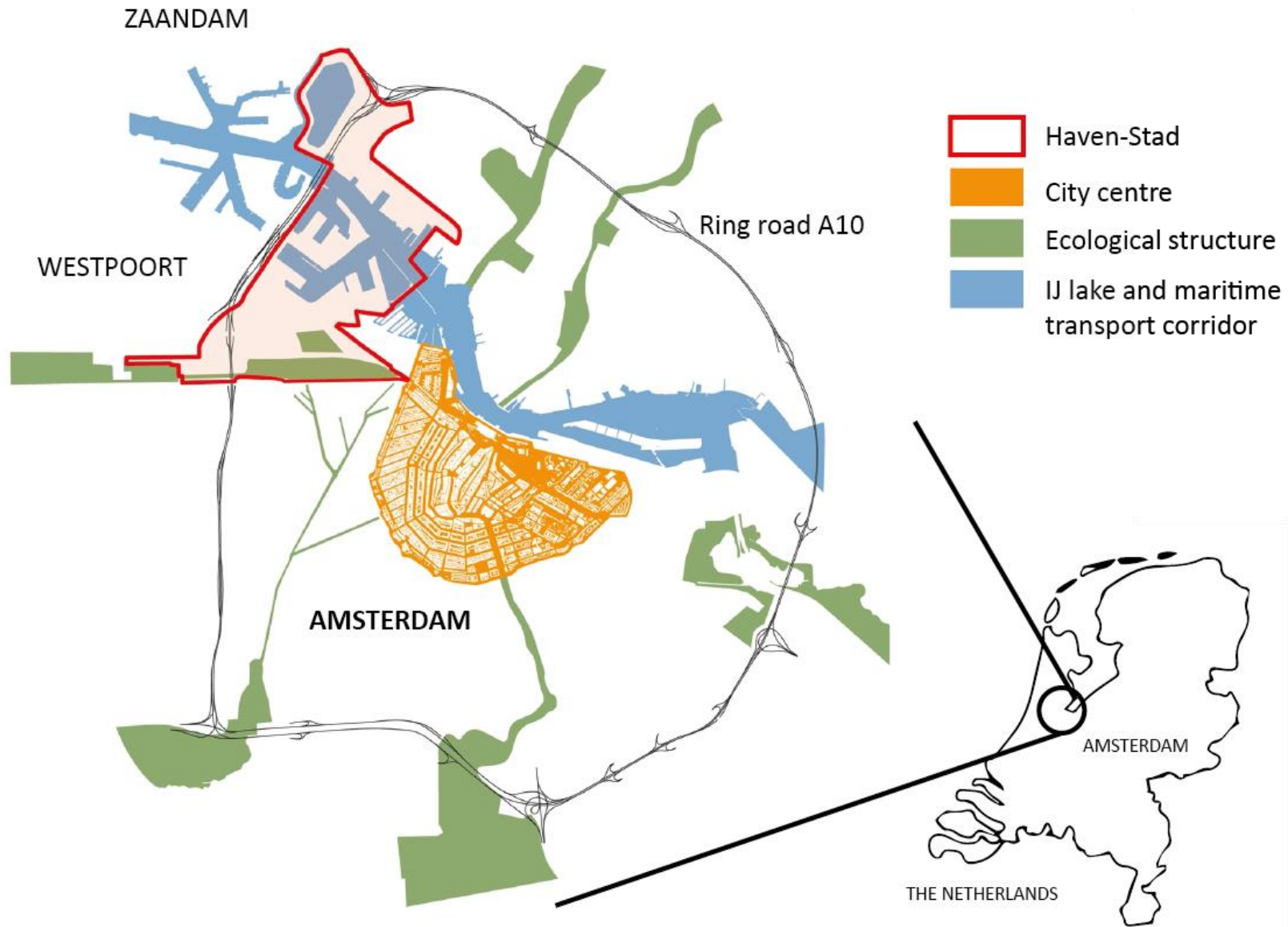
2017



Port of Amsterdam
68.000 (in)direct jobs
5,0% GRP

Schiphol
95.000 (in)direct jobs
6,5% GRP



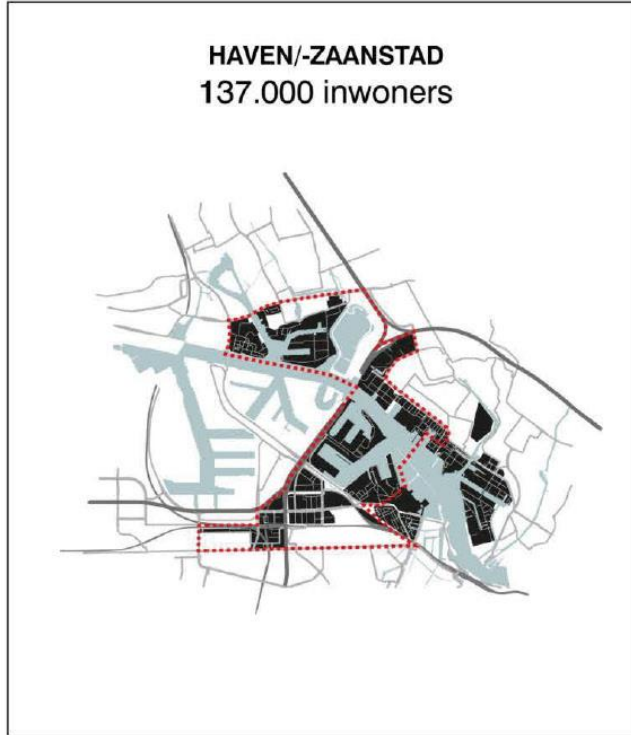


Municipality of Amsterdam (2017)

ZWOLLE
127.000 inwoners



HAVEN/-ZAANSTAD
137.000 inwoners



'S-HERTOGENBOSCH
151.000 inwoners



Municipality of Amsterdam (2017)

Research Question

How can we understand the reason of conflict between port and city in the strategic transformation of Amsterdam Haven-Stad and **what can we learn** from that to achieve integrated planning in the port-city interface?

Presentation

- **Introduction**
- **Methods**
- **Part I** **Theory**
How can we understand and analyse spatial planning in the port?
- **Part II** **Case study**
What do we see in practice in the transformation of Amsterdam Haven-Stad?
- **Part III** **Conclusions, Recommendations and Discussion**
What is the reason of conflict and what can we learn from that?

Methods

Single, in-depth case analysis

- Focus on specific dynamic of Amsterdam within available time
- Effort for generalization

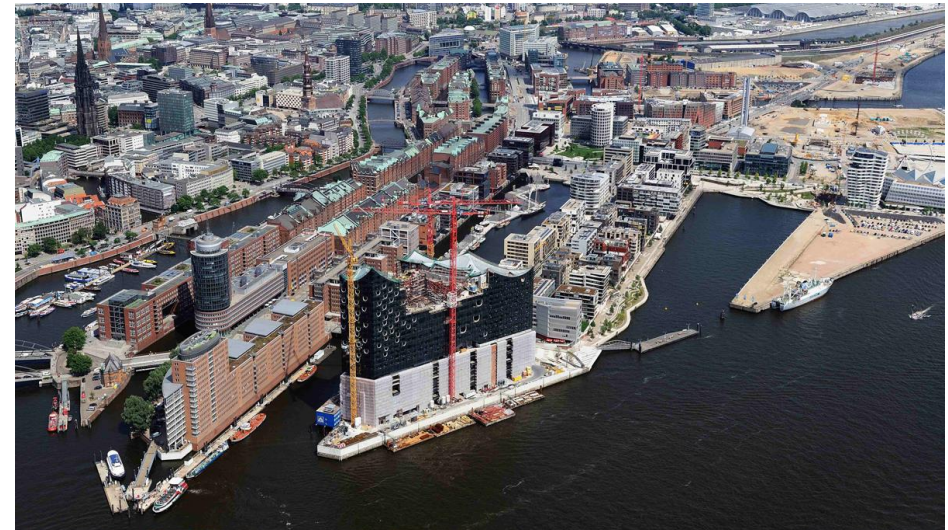
Part I: Theory

How can we understand spatial planning in the port?

Waterfront redevelopment



Rijnhaven, Rotterdam



HafenCity, Hamburg

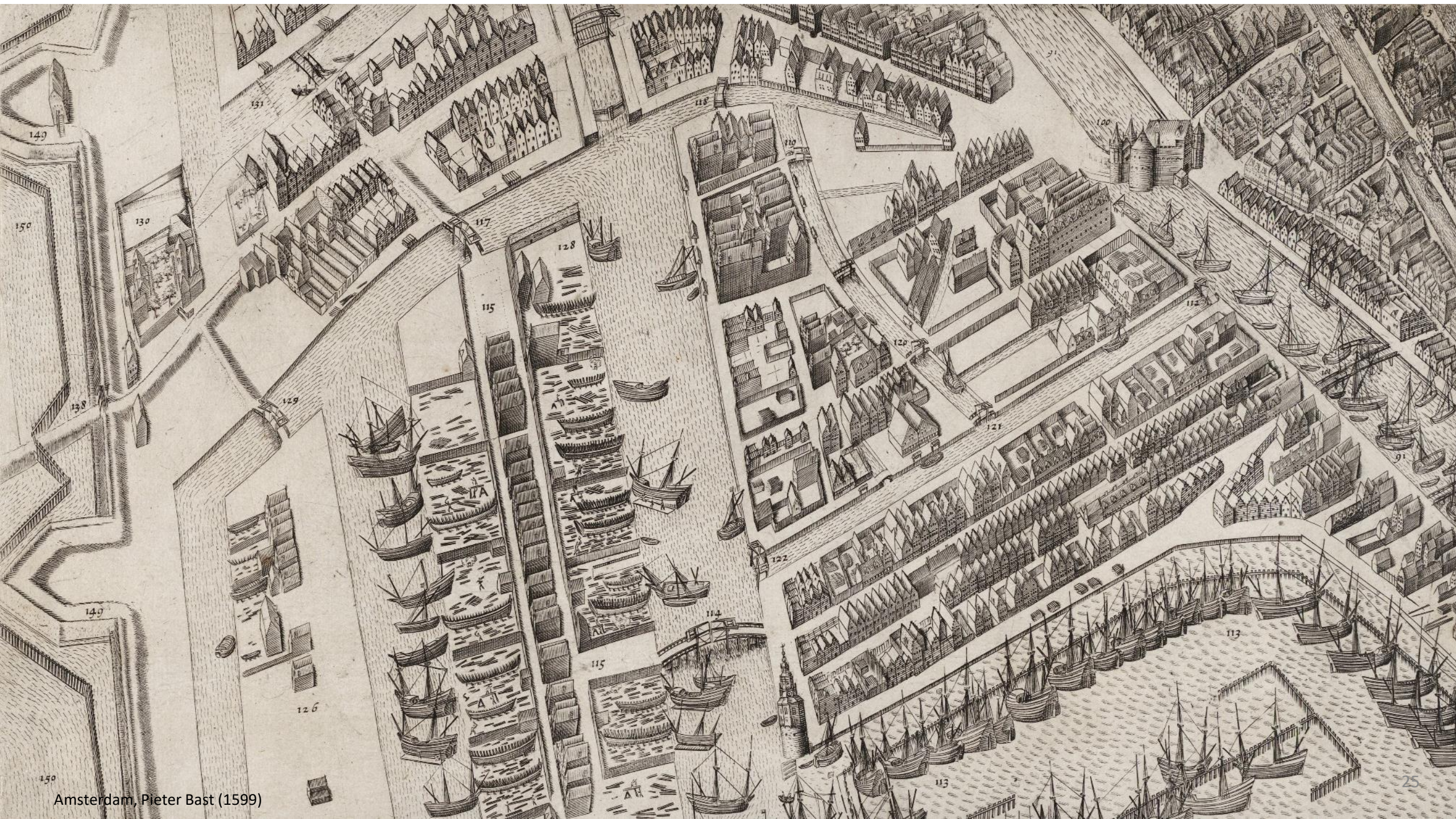
Waterfront redevelopment



Java-eiland, Amsterdam (1962)



Java-eiland, Amsterdam (2006)



Amsterdam, Pieter Bast (1599)

Waterfront redevelopment



Singel Amsterdam, Johannes Storck (1650)

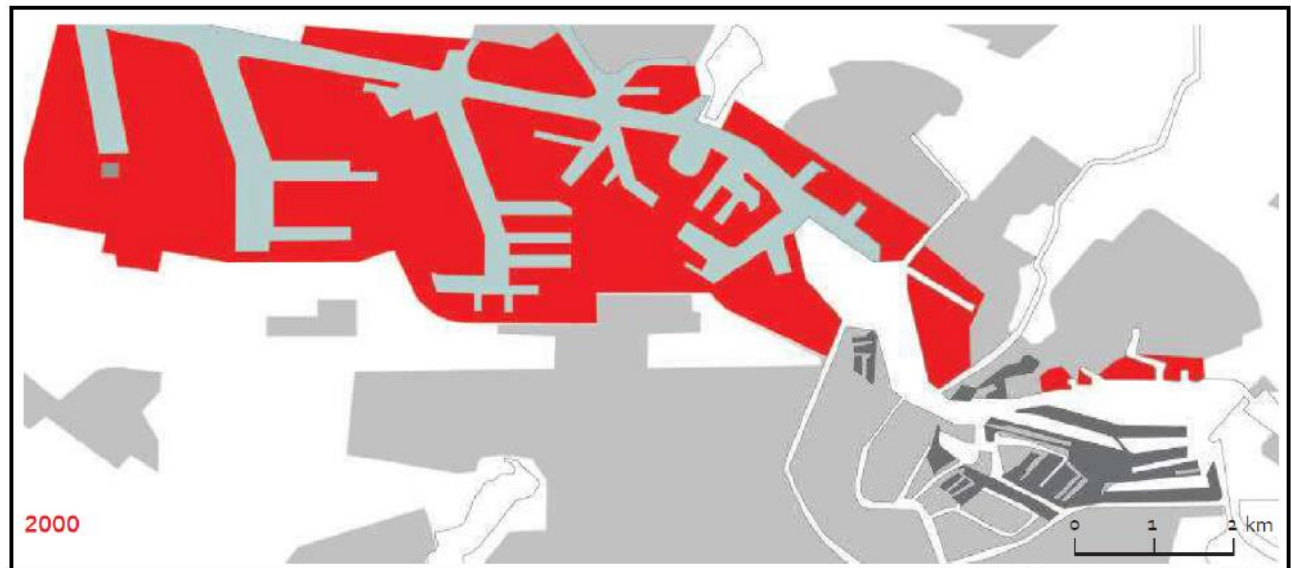
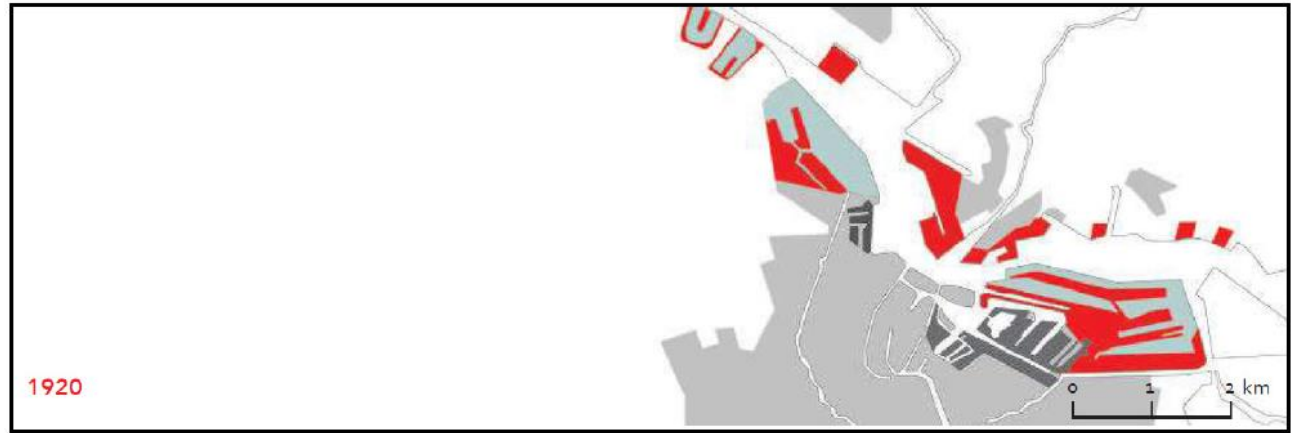
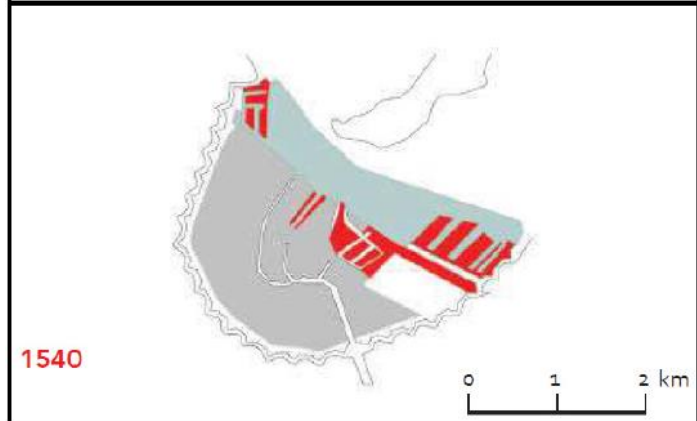
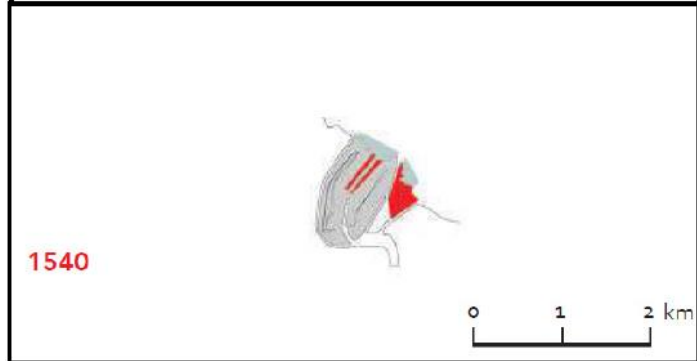
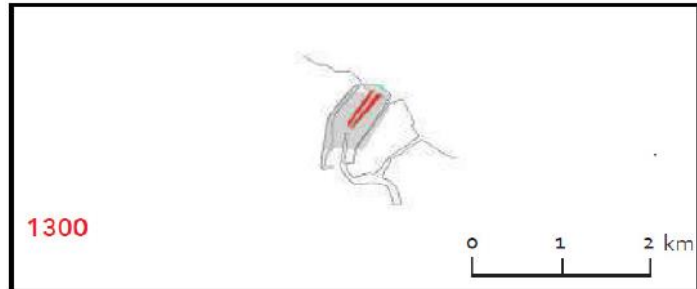
Waterfront redevelopment

ALGEMEEN UITBREIDINGSPLAN VAN AMSTERDAM. SCHAAL 1:25000



Municipality of Amsterdam (1935)

Waterfront redevelopment



Municipality of Amsterdam (2017)

Waterfront redevelopment

Port

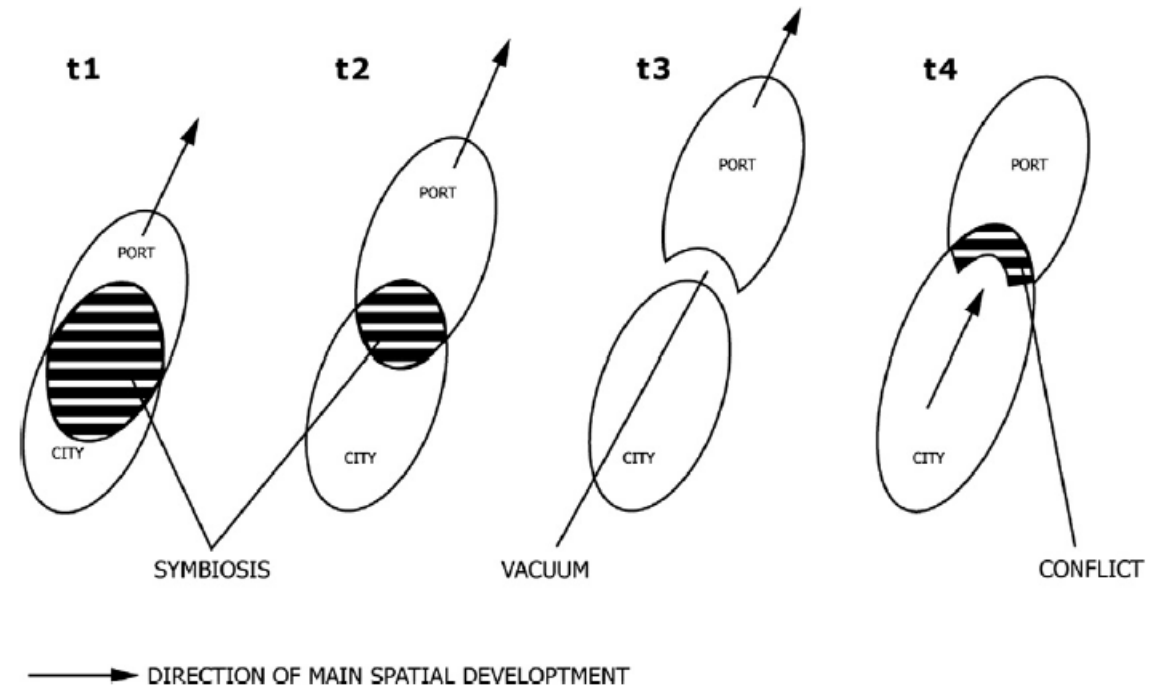
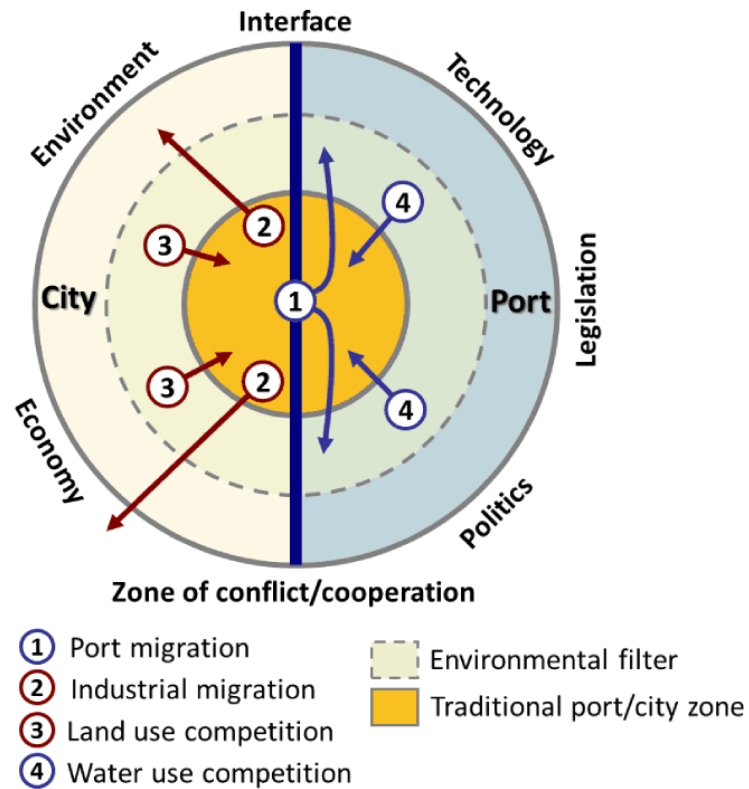


City



Waterfront redevelopment

Port-city interface



Hoyle (1989); Wiegmans & Louw (2011)

Waterfront redevelopment

Port-city interface

- Zone of transition and interactive economic system
- Waterfront (re)development is hard: expensive, lots of stakeholders
- Often unsustainable outcomes
- But: therefore interesting research subject

Waterfront redevelopment

Governance

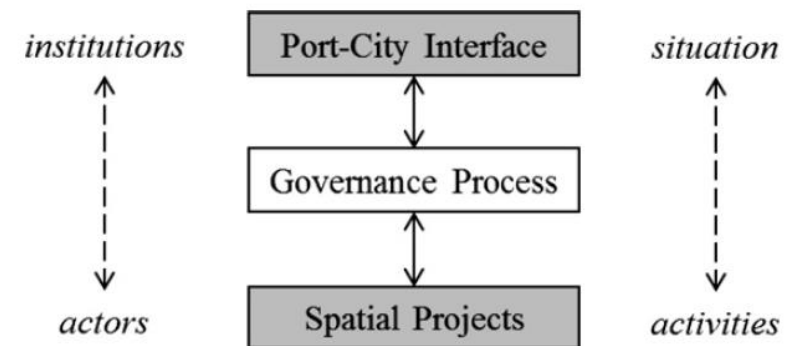
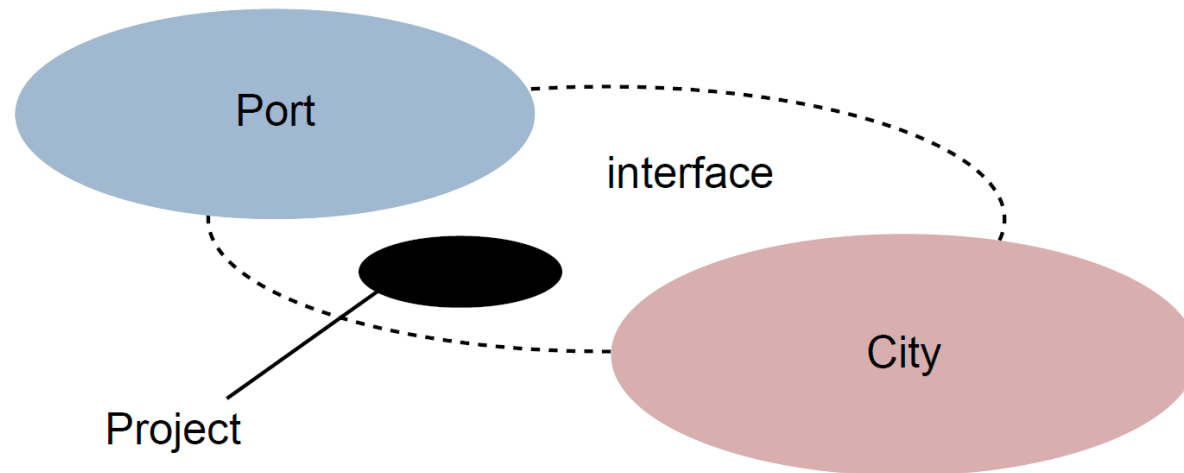
- Success is defined by the capacity of (port and city) actors to cooperate
- Innovative governance arrangements
- A process of:

“Integration, integration, integration” (Hoyle, 2000)

Waterfront redevelopment

Institutional analysis

- Capacity, orientation and actions of actors



Daamen & Vries (2013)

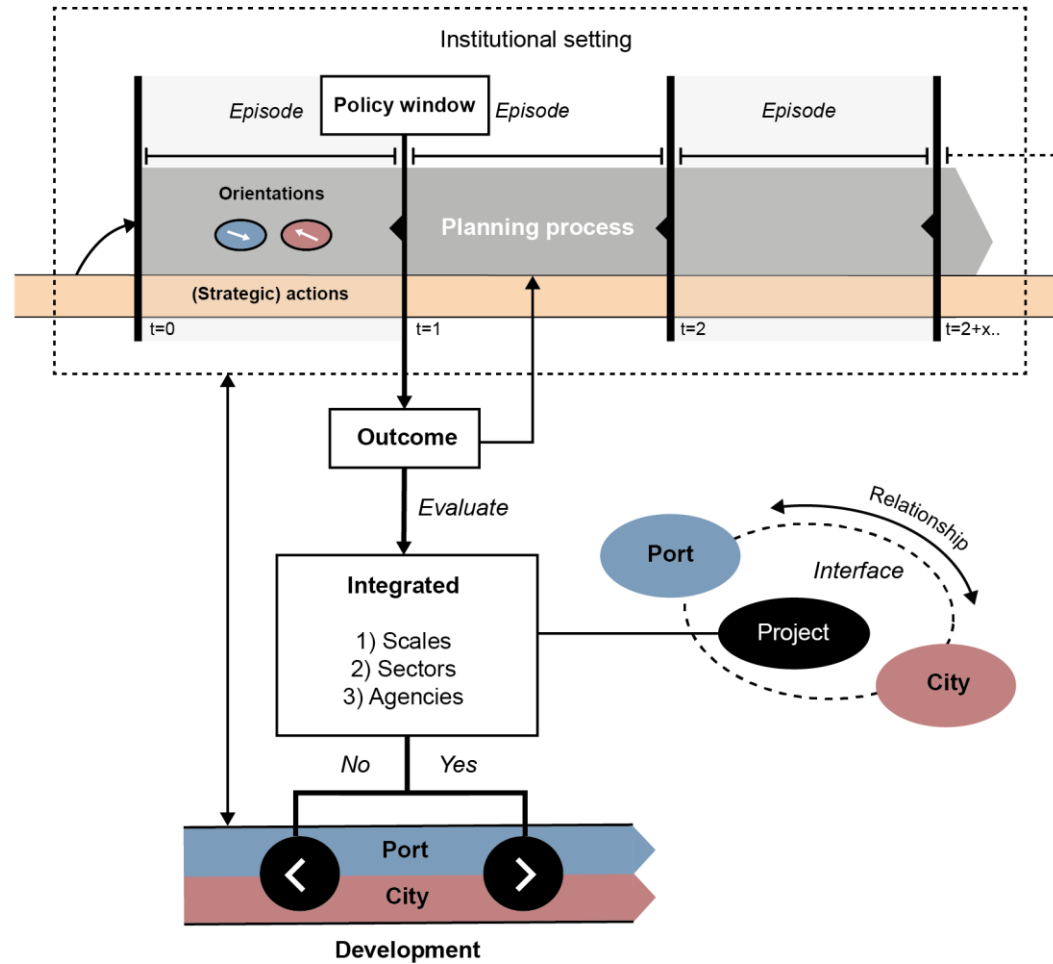
Waterfront redevelopment

Institutions: Rules of the game

Formal and informal

- Socio-cultural
- Financial
- Economic
- Legal
- Governance

Analytical framework

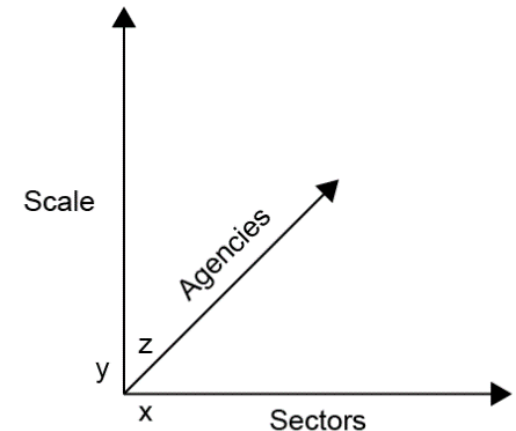


Analytical framework

Measuring integrated development

- Integrated (+), not integrated (-), semi-integrated (+/-)

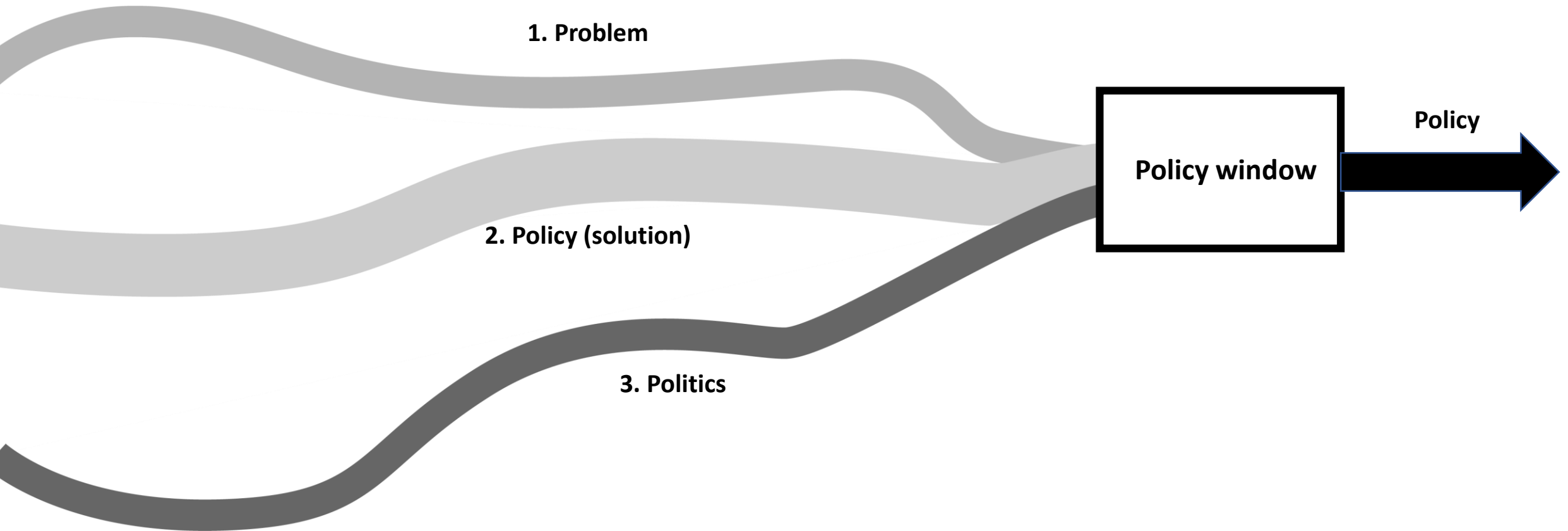
| Scales | Sectors | Agencies |
|---|--|--|
| Integration of (supra-)national, regional and local spatial policies | Integration of departments | Integration of public, private and non-profit organizations |
| <ul style="list-style-type: none"> • Municipal • Metropolitan • Provincial • National | <ul style="list-style-type: none"> • Spatial Planning Dept. • Economic Affairs • Mobility & Transport | <ul style="list-style-type: none"> • Port Authority • Port companies • Entrepreneurial associations • Real estate investors/developers |
| <i>Vertical</i> | <i>Horizontal</i> | <i>Participation</i> |



Adams & Tiesdell (2013); ECE (1997)

Analytical framework

Formalization process

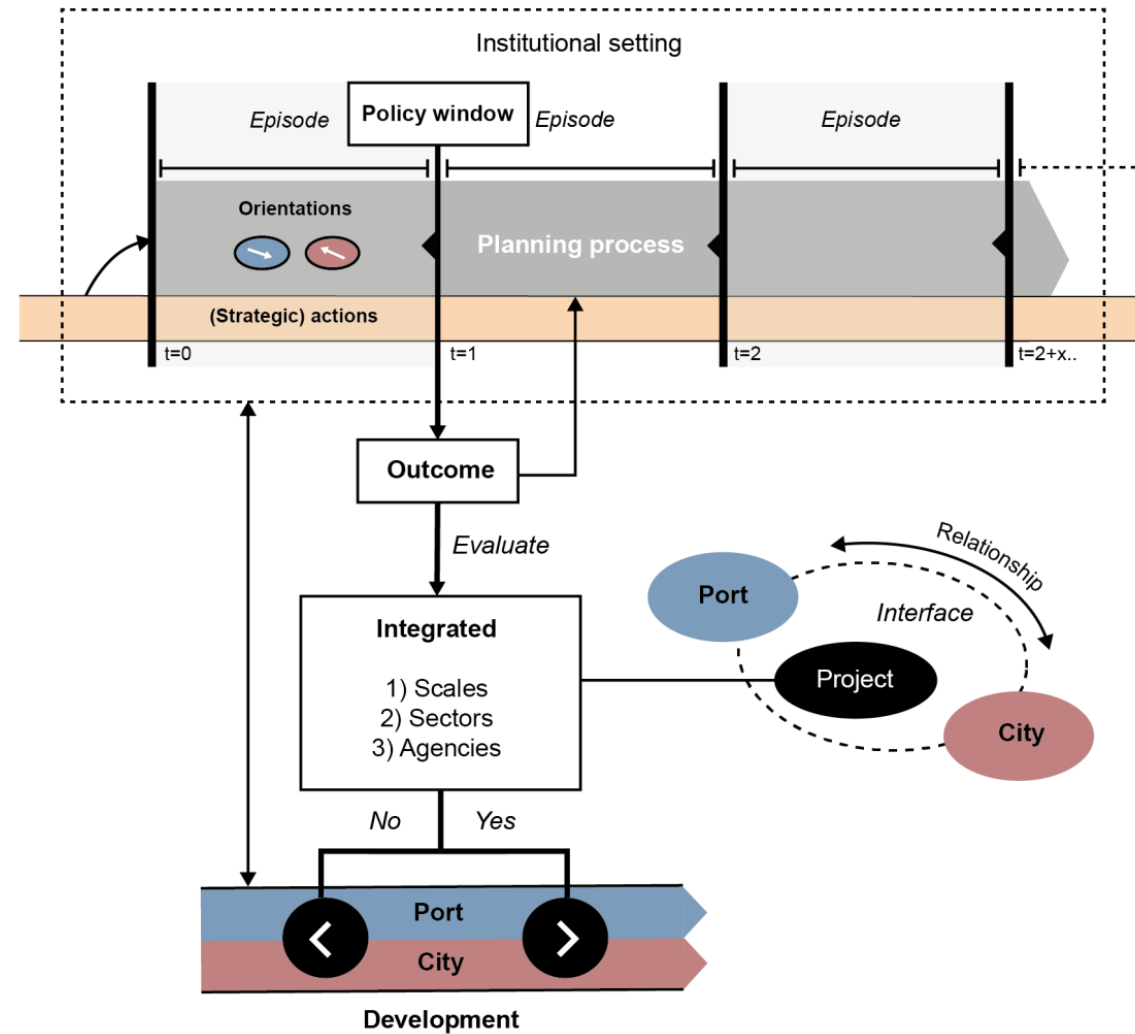


Kingdon (1983)

Analytical framework

3 parts

- Process (reconstruction)
- Mechanism (observation)
- Outcome (evaluation)



Part II: Case study

What do we see in practice in the case of Amsterdam Haven-Stad?

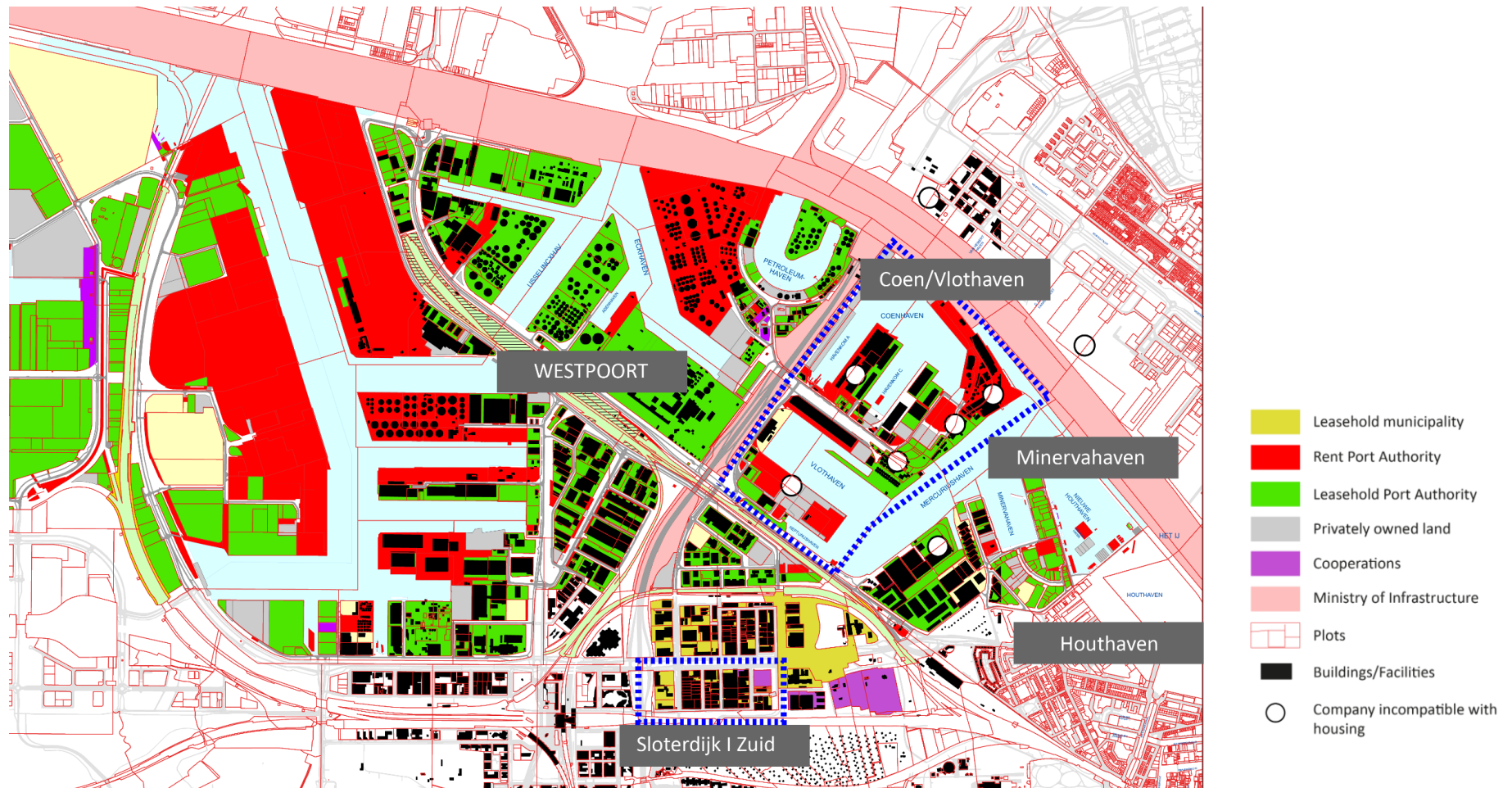
Graduation organization: ORAM

Data collection

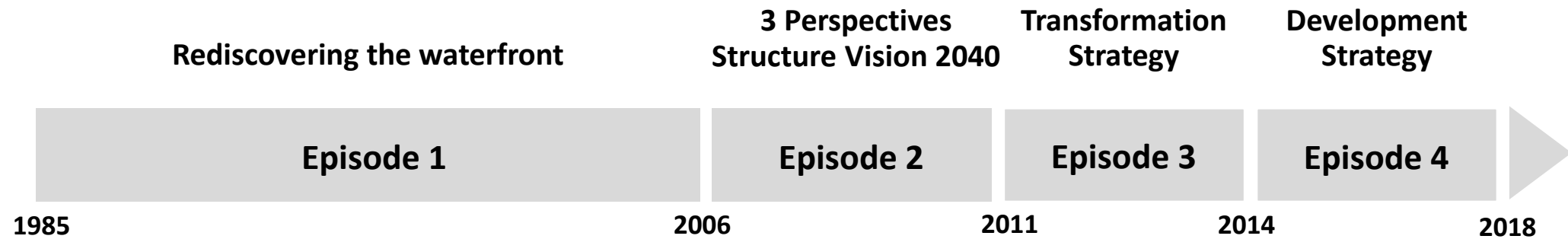
- Creative Sessions
- Council Meetings
- Media Analysis
- Document Analysis (policies, plans and archive)
- Meetings and interviews with project team
- Interviews with experts
- Interviews with stakeholders



Ownership structure



Process reconstruction



- 101 A-LOCATIE : GEREALISEERD OF GEREED VOOR REALISATIE
- 201 A-LOCATIE : PLANVOORBEREIDING GEGESTART
- 301 A-LOCATIE : IN STUDIE
- ▨ C-LOCATIE : TE ONTWIKKELLEN
- ▨ G-LOCATIE : TE RESERVEEREN

W-locaties: grensovergang of grensoverwaaiend

| | |
|-------------------|-------------------|
| 101 Kerkplein | 102 Oudekerkplein |
| 103 Oudekerkplein | 104 Oudekerkplein |
| 105 Oudekerkplein | 106 Oudekerkplein |
| 107 Oudekerkplein | 108 Oudekerkplein |
| 109 Oudekerkplein | 110 Oudekerkplein |
| 111 Oudekerkplein | 112 Oudekerkplein |
| 113 Oudekerkplein | 114 Oudekerkplein |
| 115 Oudekerkplein | 116 Oudekerkplein |
| 117 Oudekerkplein | 118 Oudekerkplein |
| 119 Oudekerkplein | 120 Oudekerkplein |
| 121 Oudekerkplein | 122 Oudekerkplein |
| 123 Oudekerkplein | 124 Oudekerkplein |
| 125 Oudekerkplein | 126 Oudekerkplein |
| 127 Oudekerkplein | 128 Oudekerkplein |
| 129 Oudekerkplein | 130 Oudekerkplein |
| 131 Oudekerkplein | 132 Oudekerkplein |
| 133 Oudekerkplein | 134 Oudekerkplein |
| 135 Oudekerkplein | 136 Oudekerkplein |
| 137 Oudekerkplein | 138 Oudekerkplein |
| 139 Oudekerkplein | 140 Oudekerkplein |
| 141 Oudekerkplein | 142 Oudekerkplein |
| 143 Oudekerkplein | 144 Oudekerkplein |
| 145 Oudekerkplein | 146 Oudekerkplein |
| 147 Oudekerkplein | 148 Oudekerkplein |
| 149 Oudekerkplein | 150 Oudekerkplein |
| 151 Oudekerkplein | 152 Oudekerkplein |
| 153 Oudekerkplein | 154 Oudekerkplein |
| 155 Oudekerkplein | 156 Oudekerkplein |
| 157 Oudekerkplein | 158 Oudekerkplein |
| 159 Oudekerkplein | 160 Oudekerkplein |
| 161 Oudekerkplein | 162 Oudekerkplein |
| 163 Oudekerkplein | 164 Oudekerkplein |
| 165 Oudekerkplein | 166 Oudekerkplein |
| 167 Oudekerkplein | 168 Oudekerkplein |
| 169 Oudekerkplein | 170 Oudekerkplein |
| 171 Oudekerkplein | 172 Oudekerkplein |
| 173 Oudekerkplein | 174 Oudekerkplein |
| 175 Oudekerkplein | 176 Oudekerkplein |
| 177 Oudekerkplein | 178 Oudekerkplein |
| 179 Oudekerkplein | 180 Oudekerkplein |
| 181 Oudekerkplein | 182 Oudekerkplein |
| 183 Oudekerkplein | 184 Oudekerkplein |
| 185 Oudekerkplein | 186 Oudekerkplein |
| 187 Oudekerkplein | 188 Oudekerkplein |
| 189 Oudekerkplein | 190 Oudekerkplein |
| 191 Oudekerkplein | 192 Oudekerkplein |
| 193 Oudekerkplein | 194 Oudekerkplein |
| 195 Oudekerkplein | 196 Oudekerkplein |
| 197 Oudekerkplein | 198 Oudekerkplein |
| 199 Oudekerkplein | 200 Oudekerkplein |

W-locaties: grensovergang of grensoverwaaiend (cont.)

| | |
|-------------------|-------------------|
| 201 Oudekerkplein | 202 Oudekerkplein |
| 203 Oudekerkplein | 204 Oudekerkplein |
| 205 Oudekerkplein | 206 Oudekerkplein |
| 207 Oudekerkplein | 208 Oudekerkplein |
| 209 Oudekerkplein | 210 Oudekerkplein |
| 211 Oudekerkplein | 212 Oudekerkplein |
| 213 Oudekerkplein | 214 Oudekerkplein |
| 215 Oudekerkplein | 216 Oudekerkplein |
| 217 Oudekerkplein | 218 Oudekerkplein |
| 219 Oudekerkplein | 220 Oudekerkplein |
| 221 Oudekerkplein | 222 Oudekerkplein |
| 223 Oudekerkplein | 224 Oudekerkplein |
| 225 Oudekerkplein | 226 Oudekerkplein |
| 227 Oudekerkplein | 228 Oudekerkplein |
| 229 Oudekerkplein | 230 Oudekerkplein |
| 231 Oudekerkplein | 232 Oudekerkplein |
| 233 Oudekerkplein | 234 Oudekerkplein |
| 235 Oudekerkplein | 236 Oudekerkplein |
| 237 Oudekerkplein | 238 Oudekerkplein |
| 239 Oudekerkplein | 240 Oudekerkplein |
| 241 Oudekerkplein | 242 Oudekerkplein |
| 243 Oudekerkplein | 244 Oudekerkplein |
| 245 Oudekerkplein | 246 Oudekerkplein |
| 247 Oudekerkplein | 248 Oudekerkplein |
| 249 Oudekerkplein | 250 Oudekerkplein |
| 251 Oudekerkplein | 252 Oudekerkplein |
| 253 Oudekerkplein | 254 Oudekerkplein |
| 255 Oudekerkplein | 256 Oudekerkplein |
| 257 Oudekerkplein | 258 Oudekerkplein |
| 259 Oudekerkplein | 260 Oudekerkplein |
| 261 Oudekerkplein | 262 Oudekerkplein |
| 263 Oudekerkplein | 264 Oudekerkplein |
| 265 Oudekerkplein | 266 Oudekerkplein |
| 267 Oudekerkplein | 268 Oudekerkplein |
| 269 Oudekerkplein | 270 Oudekerkplein |
| 271 Oudekerkplein | 272 Oudekerkplein |
| 273 Oudekerkplein | 274 Oudekerkplein |
| 275 Oudekerkplein | 276 Oudekerkplein |
| 277 Oudekerkplein | 278 Oudekerkplein |
| 279 Oudekerkplein | 280 Oudekerkplein |
| 281 Oudekerkplein | 282 Oudekerkplein |
| 283 Oudekerkplein | 284 Oudekerkplein |
| 285 Oudekerkplein | 286 Oudekerkplein |
| 287 Oudekerkplein | 288 Oudekerkplein |
| 289 Oudekerkplein | 290 Oudekerkplein |
| 291 Oudekerkplein | 292 Oudekerkplein |
| 293 Oudekerkplein | 294 Oudekerkplein |
| 295 Oudekerkplein | 296 Oudekerkplein |
| 297 Oudekerkplein | 298 Oudekerkplein |
| 299 Oudekerkplein | 300 Oudekerkplein |

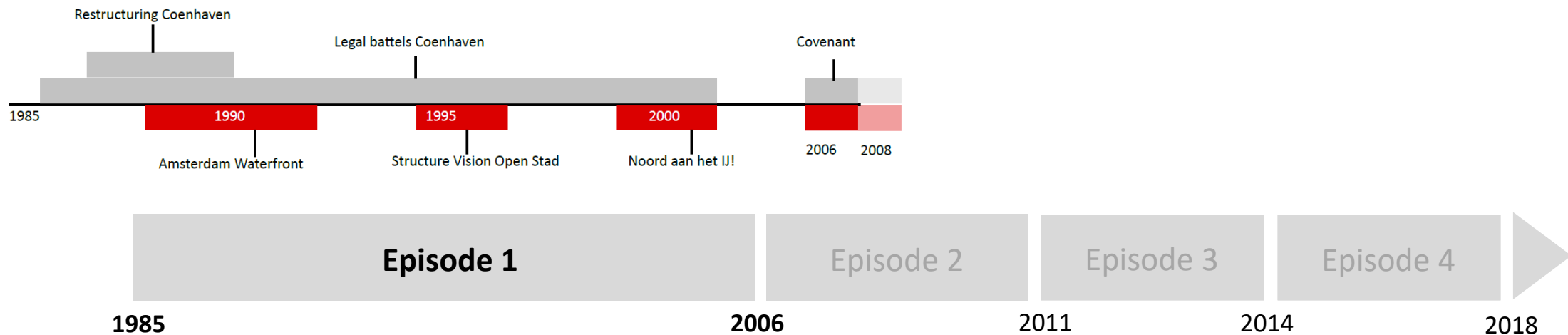
W-locaties: grensovergang of grensoverwaaiend (cont.)

| | |
|-------------------|-------------------|
| 301 Oudekerkplein | 302 Oudekerkplein |
| 303 Oudekerkplein | 304 Oudekerkplein |
| 305 Oudekerkplein | 306 Oudekerkplein |
| 307 Oudekerkplein | 308 Oudekerkplein |
| 309 Oudekerkplein | 310 Oudekerkplein |
| 311 Oudekerkplein | 312 Oudekerkplein |
| 313 Oudekerkplein | 314 Oudekerkplein |
| 315 Oudekerkplein | 316 Oudekerkplein |
| 317 Oudekerkplein | 318 Oudekerkplein |
| 319 Oudekerkplein | 320 Oudekerkplein |
| 321 Oudekerkplein | 322 Oudekerkplein |
| 323 Oudekerkplein | 324 Oudekerkplein |
| 325 Oudekerkplein | 326 Oudekerkplein |
| 327 Oudekerkplein | 328 Oudekerkplein |
| 329 Oudekerkplein | 330 Oudekerkplein |
| 331 Oudekerkplein | 332 Oudekerkplein |
| 333 Oudekerkplein | 334 Oudekerkplein |
| 335 Oudekerkplein | 336 Oudekerkplein |
| 337 Oudekerkplein | 338 Oudekerkplein |
| 339 Oudekerkplein | 340 Oudekerkplein |
| 341 Oudekerkplein | 342 Oudekerkplein |
| 343 Oudekerkplein | 344 Oudekerkplein |
| 345 Oudekerkplein | 346 Oudekerkplein |
| 347 Oudekerkplein | 348 Oudekerkplein |
| 349 Oudekerkplein | 350 Oudekerkplein |
| 351 Oudekerkplein | 352 Oudekerkplein |
| 353 Oudekerkplein | 354 Oudekerkplein |
| 355 Oudekerkplein | 356 Oudekerkplein |
| 357 Oudekerkplein | 358 Oudekerkplein |
| 359 Oudekerkplein | 360 Oudekerkplein |
| 361 Oudekerkplein | 362 Oudekerkplein |
| 363 Oudekerkplein | 364 Oudekerkplein |
| 365 Oudekerkplein | 366 Oudekerkplein |
| 367 Oudekerkplein | 368 Oudekerkplein |
| 369 Oudekerkplein | 370 Oudekerkplein |
| 371 Oudekerkplein | 372 Oudekerkplein |
| 373 Oudekerkplein | 374 Oudekerkplein |
| 375 Oudekerkplein | 376 Oudekerkplein |
| 377 Oudekerkplein | 378 Oudekerkplein |
| 379 Oudekerkplein | 380 Oudekerkplein |
| 381 Oudekerkplein | 382 Oudekerkplein |
| 383 Oudekerkplein | 384 Oudekerkplein |
| 385 Oudekerkplein | 386 Oudekerkplein |
| 387 Oudekerkplein | 388 Oudekerkplein |
| 389 Oudekerkplein | 390 Oudekerkplein |
| 391 Oudekerkplein | 392 Oudekerkplein |
| 393 Oudekerkplein | 394 Oudekerkplein |
| 395 Oudekerkplein | 396 Oudekerkplein |
| 397 Oudekerkplein | 398 Oudekerkplein |
| 399 Oudekerkplein | 400 Oudekerkplein |



Rediscovering the waterfront

- Port growth and investment
- First wave waterfront redevelopment
- Legal battles over Houthavens
- Covenant Agreement (2009-2029)



Rediscovering the waterfront

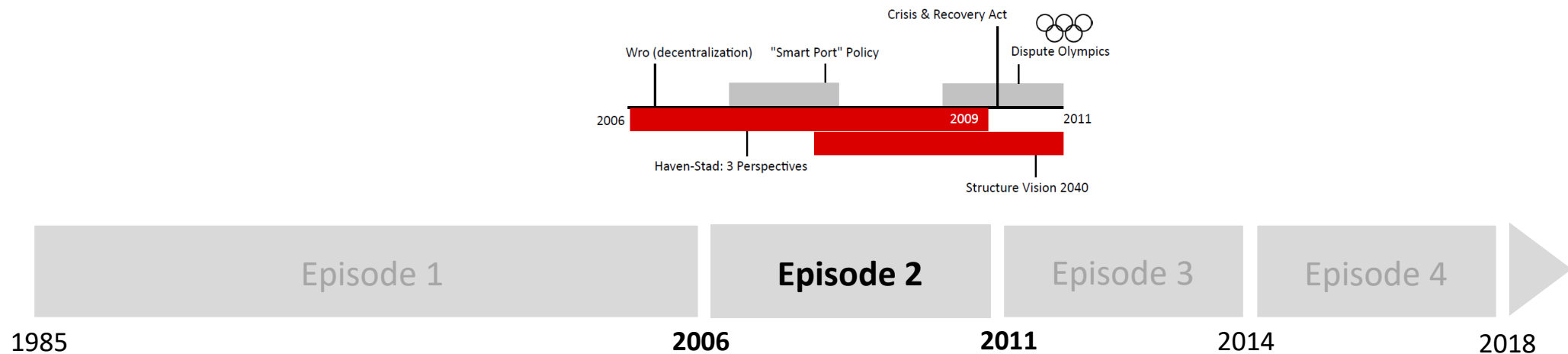
- Development accepted in exchange for a buffer zone
- Port investment restarts after settlement

| Scale | | Sectors | | Agencies | |
|--------------|-----|------------------|------|-----------------------|------|
| Municipality | + | Spatial Planning | + | Port Authority | + |
| MRA/NZKG | +/- | Economic Affairs | - | Port companies | - |
| Province | +/- | Mobility | N.A. | Covenant partners | - |
| National | + | Land Department | + | Company associations | - |
| | | Engineering | + | Investors, developers | N.A. |
| | | RWS | N.A. | | |



Haven-Stad 3 Future Perspectives (Structure Vision 2040)

- Political change
- New port policy: Smart and sustainable growth
- Economic Affairs: Knowledge economy needs inner city interactive environments
- Aldermen assign study for development **'Haven-Stad'**
- Cooperation between port and city

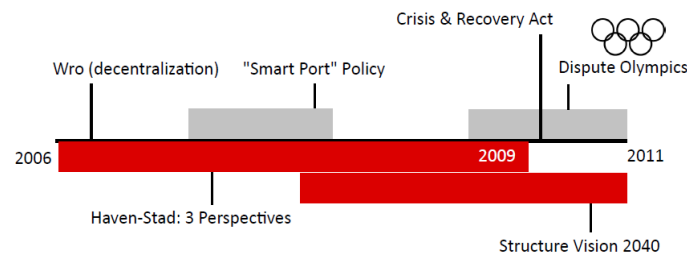




Haven-Stad: 3 Future Perspectives (Structure Vision 2040)

- Conflict between port and city
- One-sided decision of Board of Mayor and Aldermen

| Scales | | Sectors | | Agencies | |
|--------------|------|-----------------------|---|-----------------------|---|
| Municipality | + | Spatial planning dep. | + | Port Authority | - |
| MRA/NZKG | +/- | Economic Affairs | + | Port companies | - |
| Province | - | Mobility | + | Covenant partners | - |
| National | N.A. | Land Department | + | Company associations | - |
| | | Engineering | + | Investors, developers | - |
| | | RWS | - | | |



Haven-Stad: Transformation Strategy

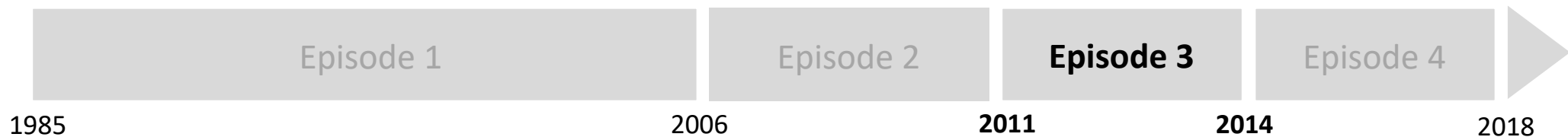
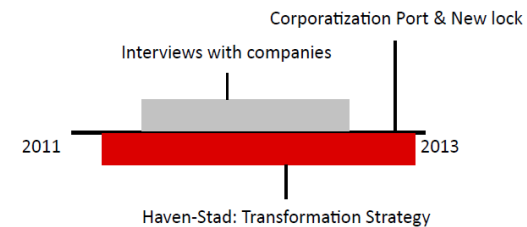
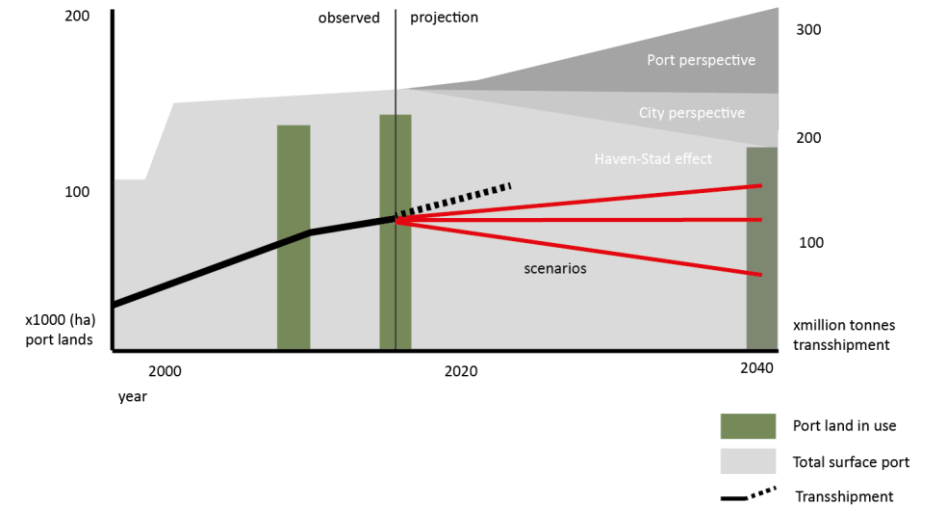
- Best strategy for transforming Haven-Stad
- Companies request certainty
- Phased and important decisions postponed to after 2025



Haven-Stad: Transformation Strategy

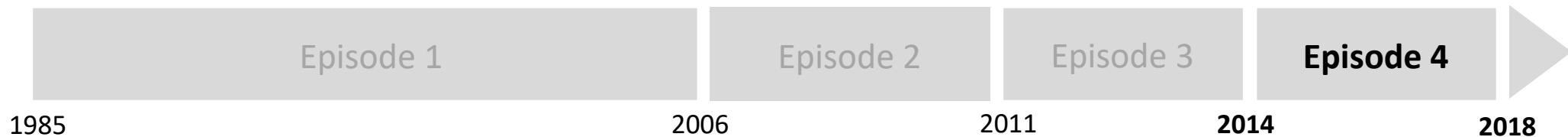
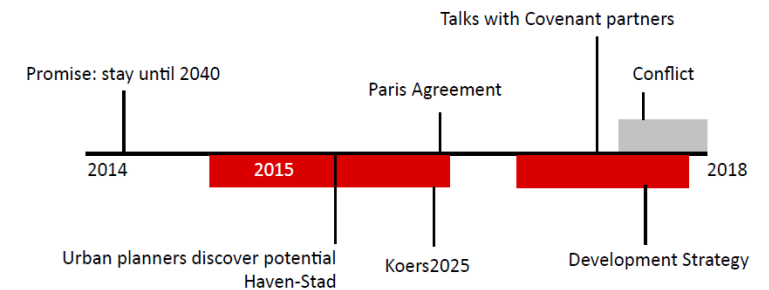
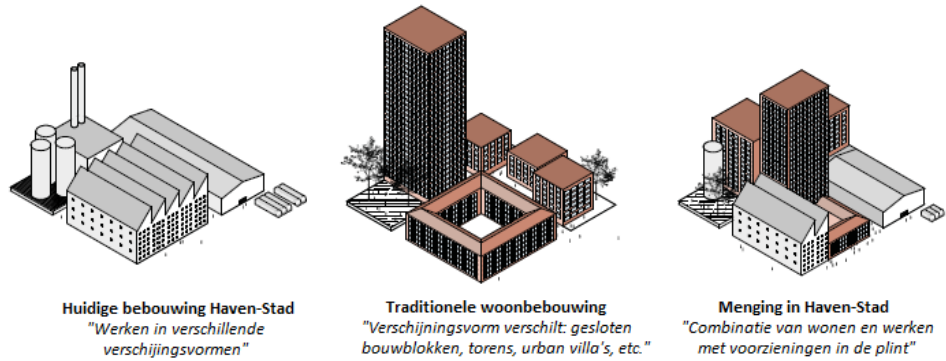
- Port policy and investments conflict with Haven-Stad
- Corporatization Port Authority
- NZKG Vision

| Scales | | Sectors | | Agencies | |
|--------------|------|-----------------------|------|-----------------------|------|
| Municipality | + | Spatial planning dep. | + | Port Authority | - |
| MRA/NZKG | +/- | Economic Affairs | + | Port companies | - |
| Provincial | +/- | Mobility | + | Covenant partners | - |
| National | N.A. | Land Department | + | Company associations | - |
| | | Engineering | + | Investors, developers | N.A. |
| | | RWS | N.A. | | |



Haven-Stad: Development Strategy

- After elections: Companies can stay until 2040
- But.. Housing crisis
- Trick: mix housing with industry
- 'Experimental Development Area'

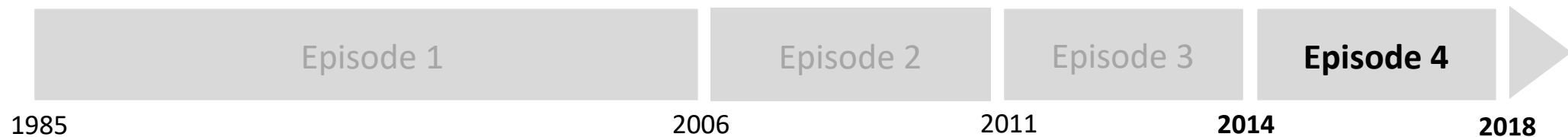
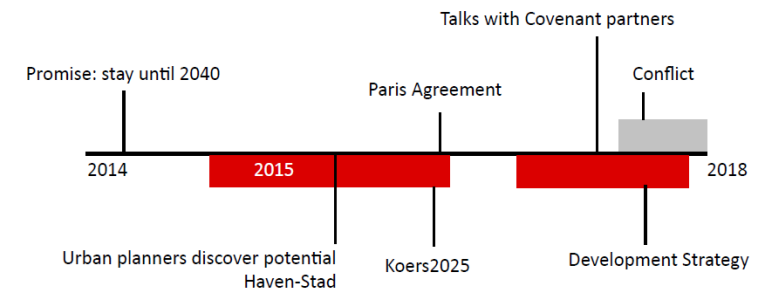




Haven-Stad: Development Strategy

- Strong horizontal integration, conflict with port and companies
- Elections and pressure tool
- No integration of scales
- No integration of market parties

| Scale | | Sectors | | Agencies | |
|--------------|-----|--------------------|-----|-----------------------|---|
| Municipality | + | Spatial planning | + | Port Authority | - |
| MRA/NZKG | - | Economic Affairs | + | Port companies | - |
| Province | - | Mobility | + | Covenant partners | - |
| National | +/- | Land Department | +/- | Company associations | - |
| | | Engineering Office | + | Investors, developers | - |
| | | RWS | +/- | | |



Current situation

- Negotiations stopped and companies prepare for legal battle
- Several other conflicts: Cruise Terminal, Java bridge
- Disputes with Province over Port territory
- Plan started speculation that impacts port companies
- Unfeasible business cases in planning areas (Sloterdijk, Shipdock)

- Urban Land Institute: *'Haven-Stad will remain a fairy-tale if nothing changes'* (2019)

Part III: Conclusions

What is the reason of conflict and what can we learn?

Reason of conflict

1. Deliberate conflicts through strategic actions
2. Approach is same as for 'regular' transformation (urban project), focused on *product*
 - Very effective for formalization
 - But: leads to unintegrated outcomes, conflict and unfeasible plans

Institutional change

- Increased willingness to transform port areas and reclaim IJ
- Increasing power and capacity and less checks and balances
- Increased 'solution space'

Institutions

Socio-cultural

- Tradition state-led strategic urban planning
- Belief in ongoing port migration
- Anticipation of energy transition and circular economy
- Image of the port (space extensive and polluting) vs. urban economy

Legal-economic

- More flexible environmental norms, policy freedom and experiments (Crisis & Recovery Act)
- Decentralization of planning power

Governance structure

- Position of the Port Authority
- Focus on horizontal integration
- Power of agenda setting and weak decision making process
- Plan making itself as a tool

Policy making

Policy windows

- Formalization (sometimes) without a problem stream through ambitions and visions
- Powerful 'tandem' between Aldermen and Spatial Planning Department (solution + politics)
- Mega trends (urbanization, sustainability) are more important in strategic planning

Recommendations

- Difficult within current conflict and path
- Based on creating awareness, cooperation and accountability
- Relatively easy, close to current institutions (plasticity)

Awareness

- Current events and research
- Cost-benefit analysis

Accountability

- Decision making process
- Evaluation legal framework

Recommendations

- Difficult within current conflict and path
- Based on creating awareness, cooperation and accountability
- Relatively easy, close to current institutions (plasticity)

Integration of scales

- Cooperation in the MRA
- Regional cost-benefit analysis

Integration of agencies

- Create port-city vision
- Make Port Authority (also) project leader
- Rebuild trust + Participation
- Cooperation with private parties
- Experiments

Discussion

Resemblance to literature

- No signs of institutional reconnection
- Amsterdam is unique, but global trends impact other port cities as well
- Fossil based, state-owned ports vs. energy transition, urbanization and knowledge economy

Theoretical

- Not always applicable, problem stream not necessary
- Not 1 policy, but a set of small steps in one direction
- Analysis of formalization and output does not show complete picture
- Strategic element underestimated
- 'Integration' needs more operationalization

Discussion

Dutch urban planning

- Transformation as “open heart surgery” (Louw, Van der Toorn & Vrijthoff, 2002)
- Open-ended, flexible approach as answer for complexity vs. certainty for companies
- Emphasis on process of ambition formulation
- Upcoming Environment & Planning Act makes this even more important
- Democratic accountability: How do we organize distribution of space?
- Lessons from the port?

Thank you!