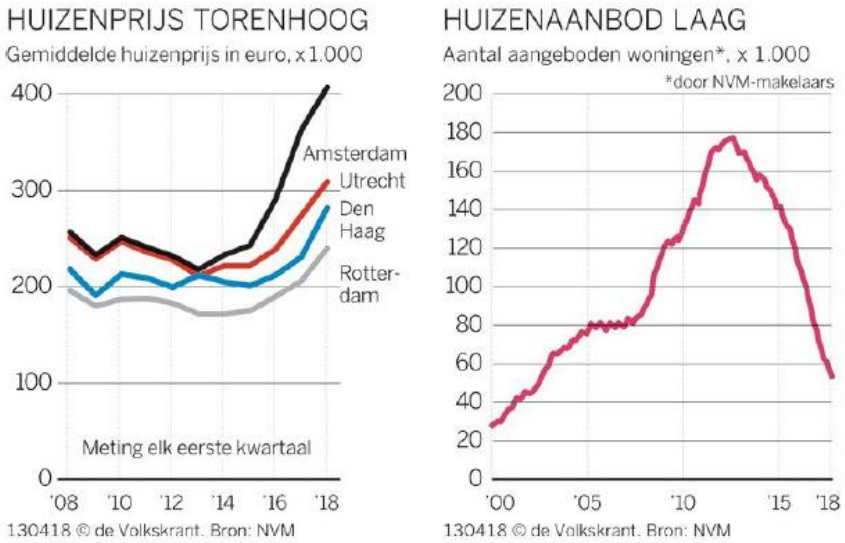
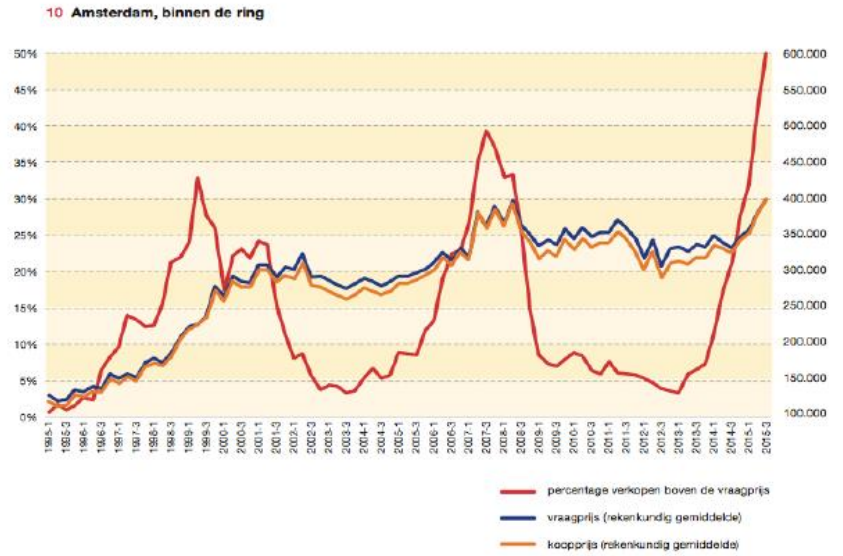
A New City in the Port

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

P5 Presentation | Filip Pliakis | 18 April 2019





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

Aantal beschikbare koopwoningen in Amsterdam daalt in recordtempo

NUL20

Havenbedrijf zeer kritisch over plannen Haven-Stad

GO

'Haven-Stad drukt Amsterdamse bedrijven naar de uitgang'

nrc.nl›

'Stappen van gemeente zijn onnavolgbaar'

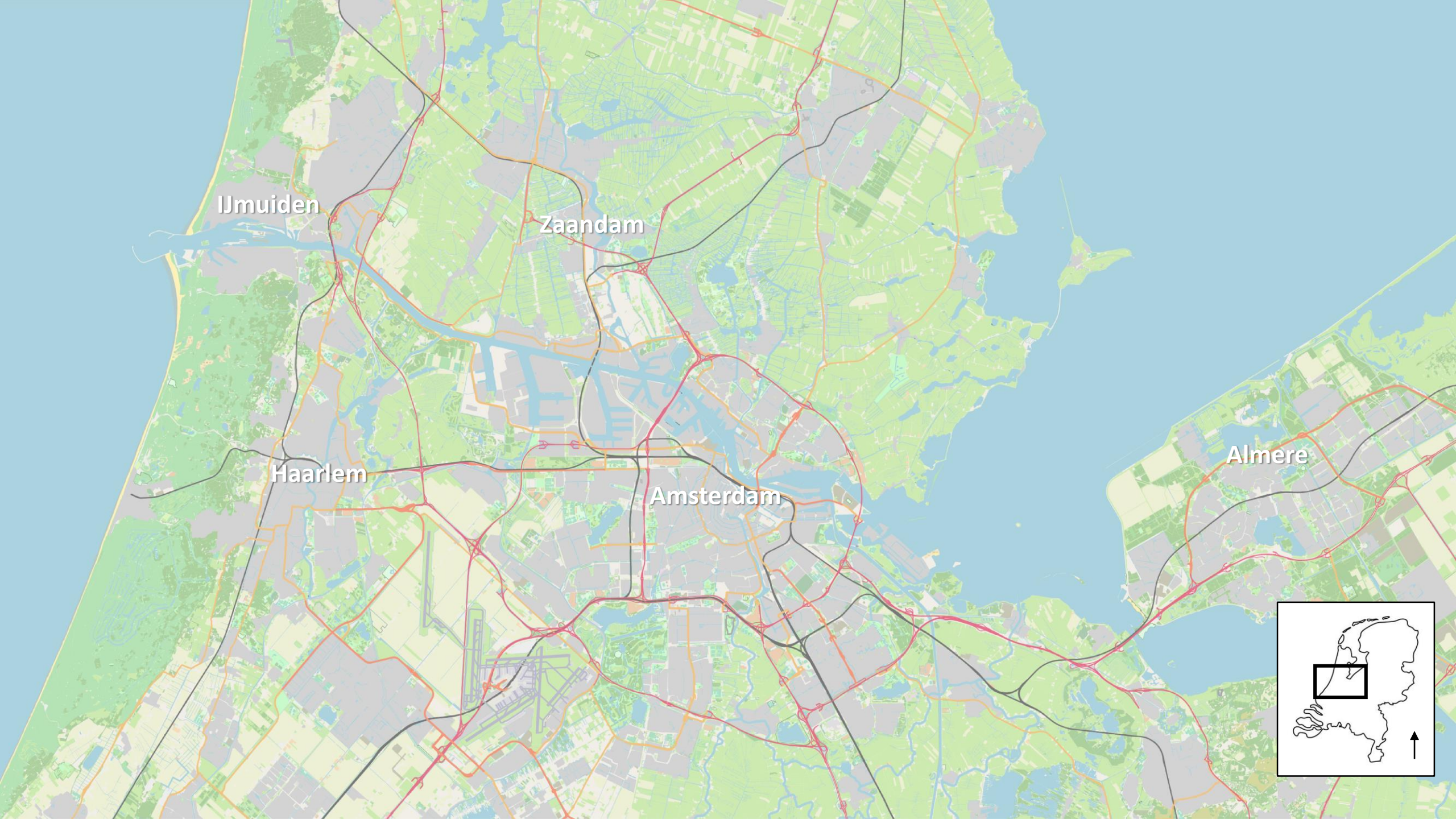
STAD

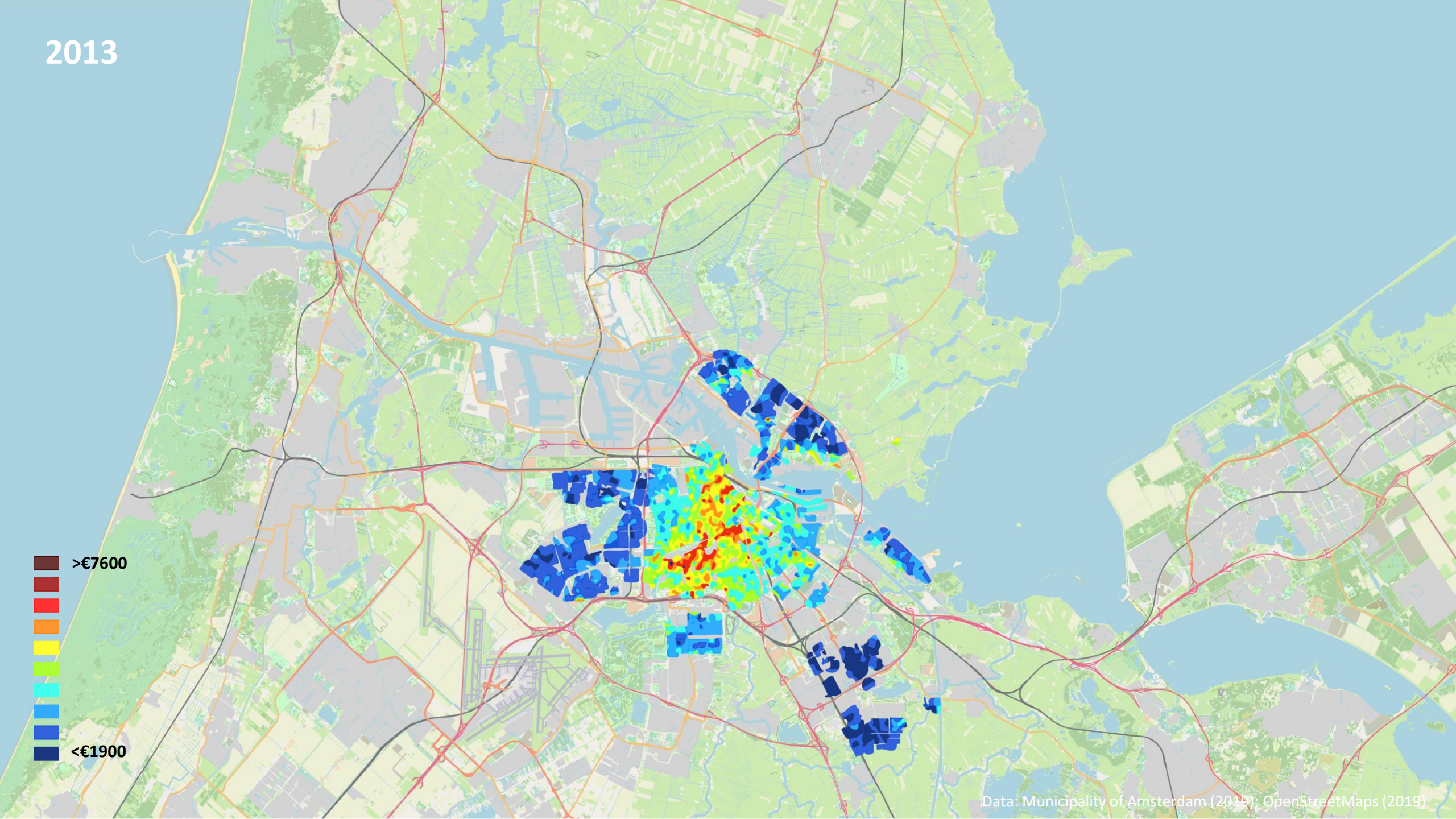
Wethouder Ivens: bedrijven in haven moeten wijken voor woningen Haven-Stad

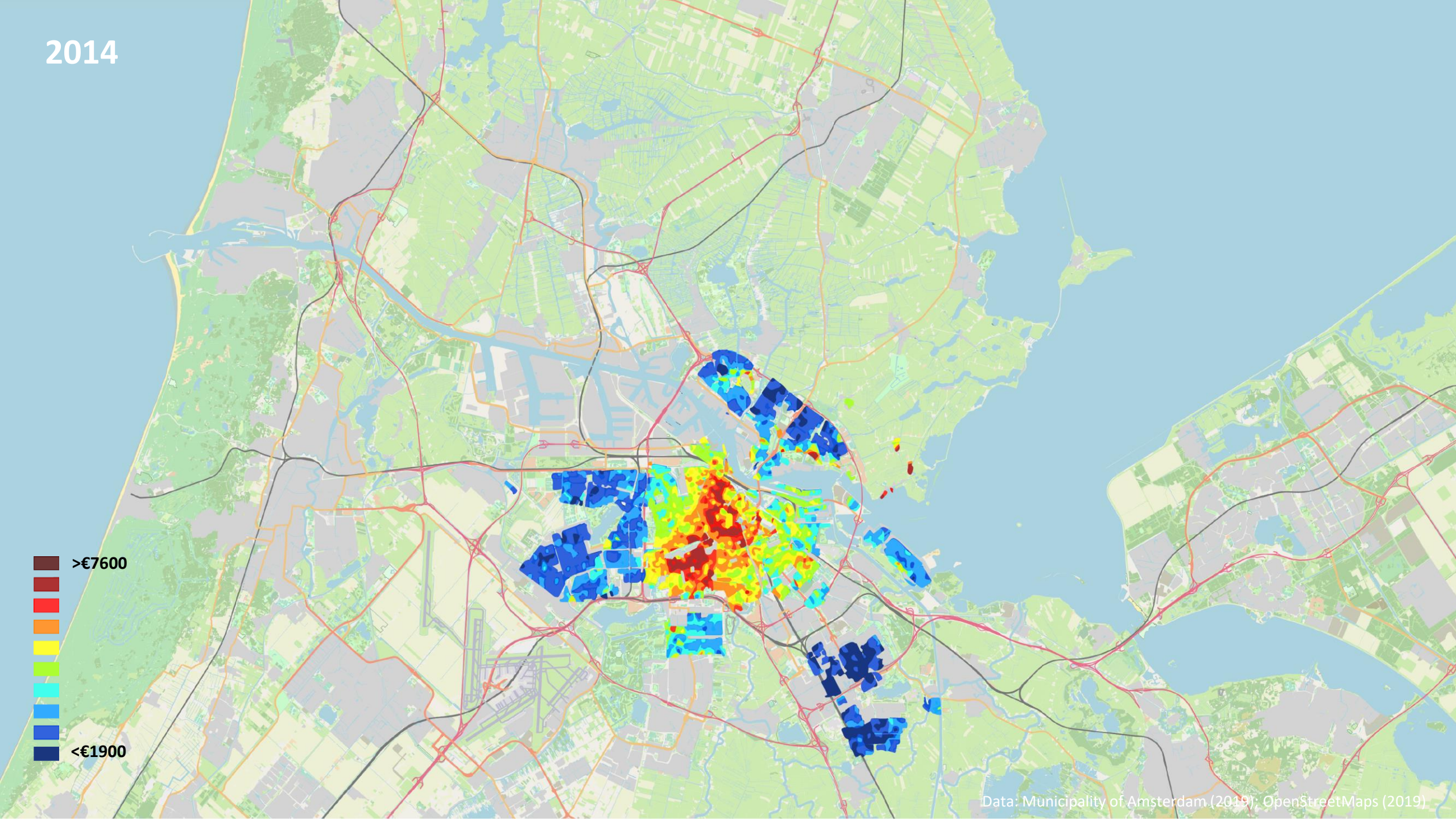
14 november 2017, 08.49 uur · Aangepast 14 november 2017, 15.53 uur

Problem statement

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


IJmuiden
Zaandam
Haarlem
Amsterdam
Almere


2013
>€7600
<€1900
Data: Municipality of Amsterdam (2019); OpenStreetMaps (2019)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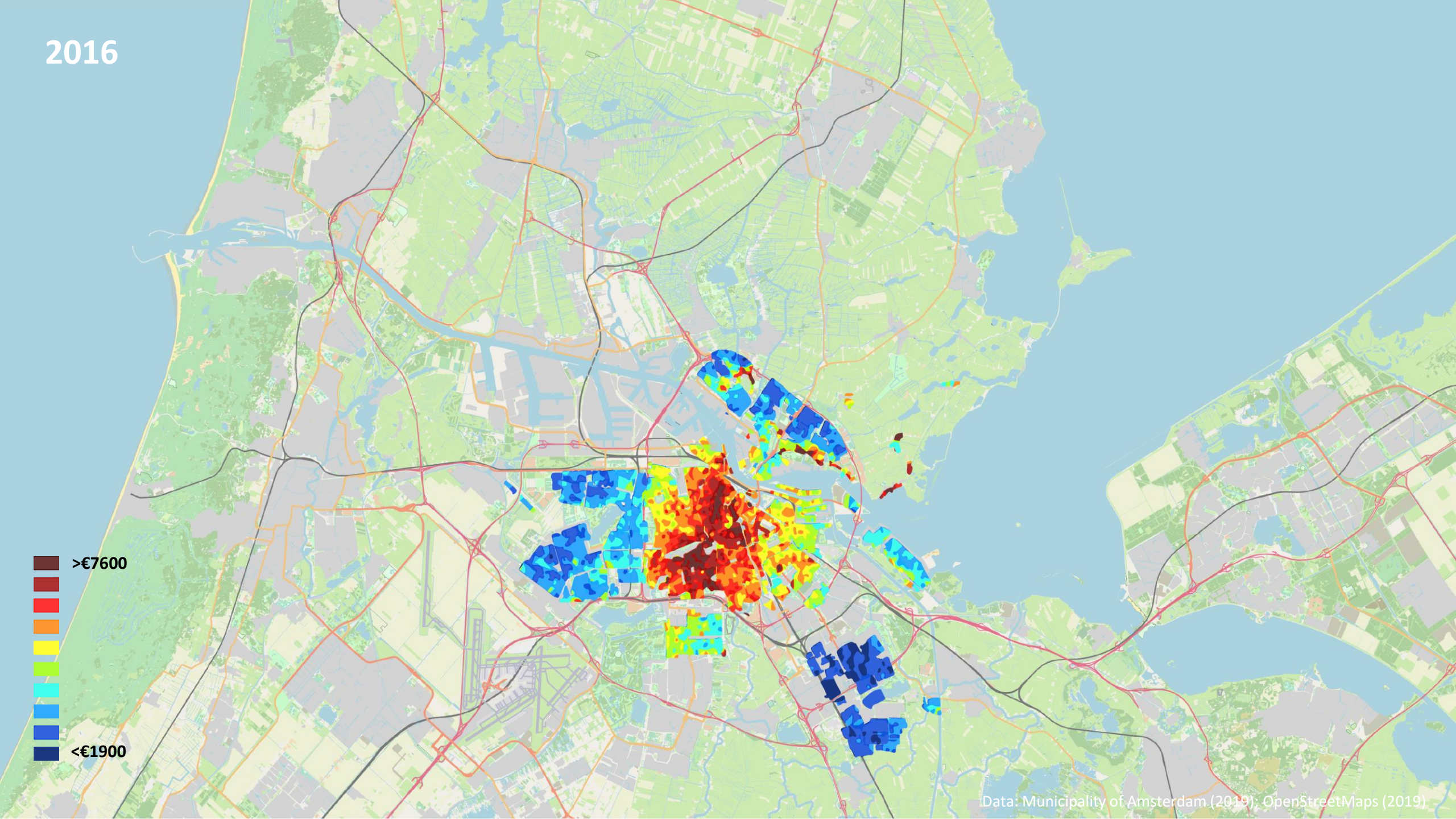
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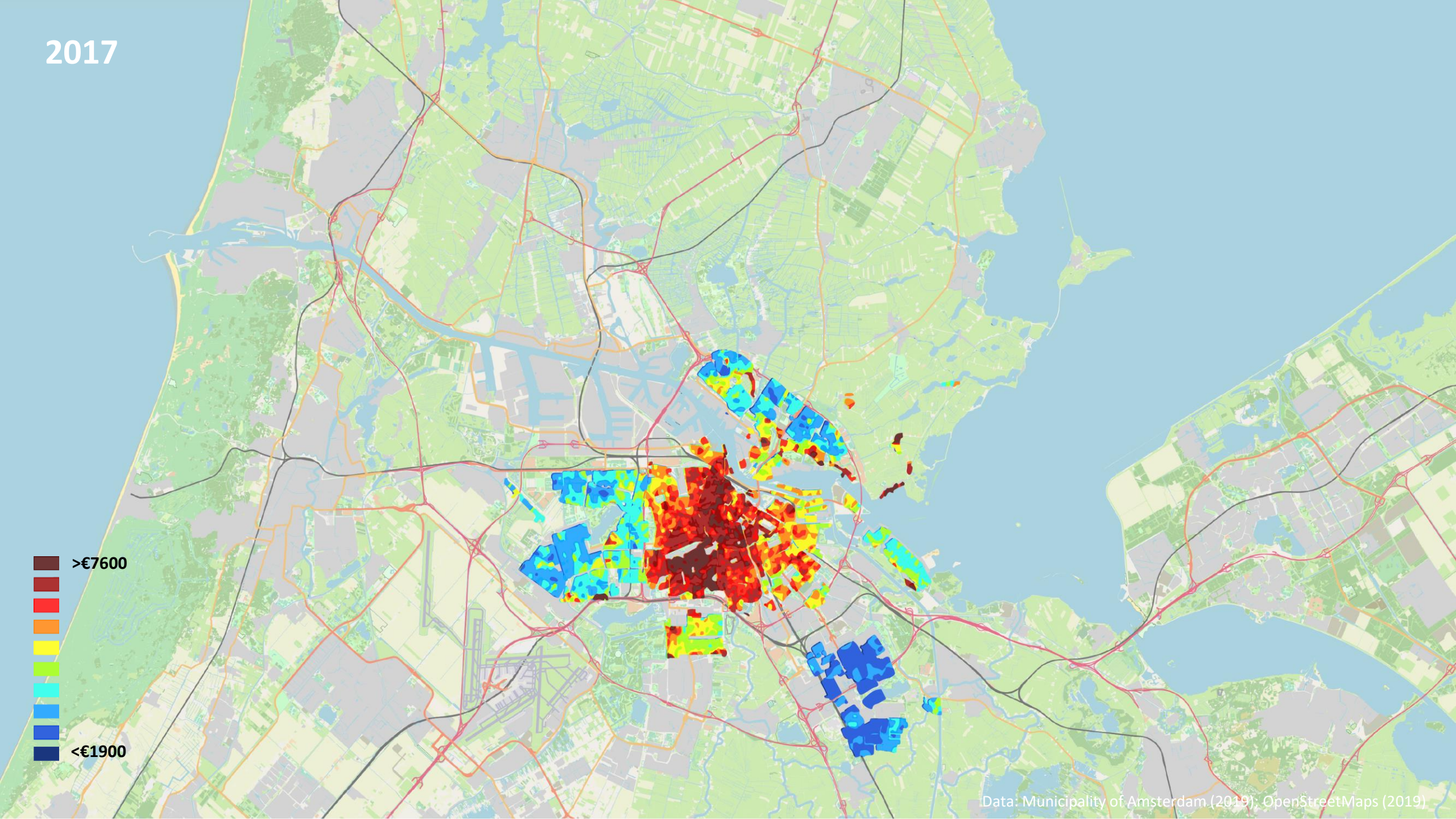
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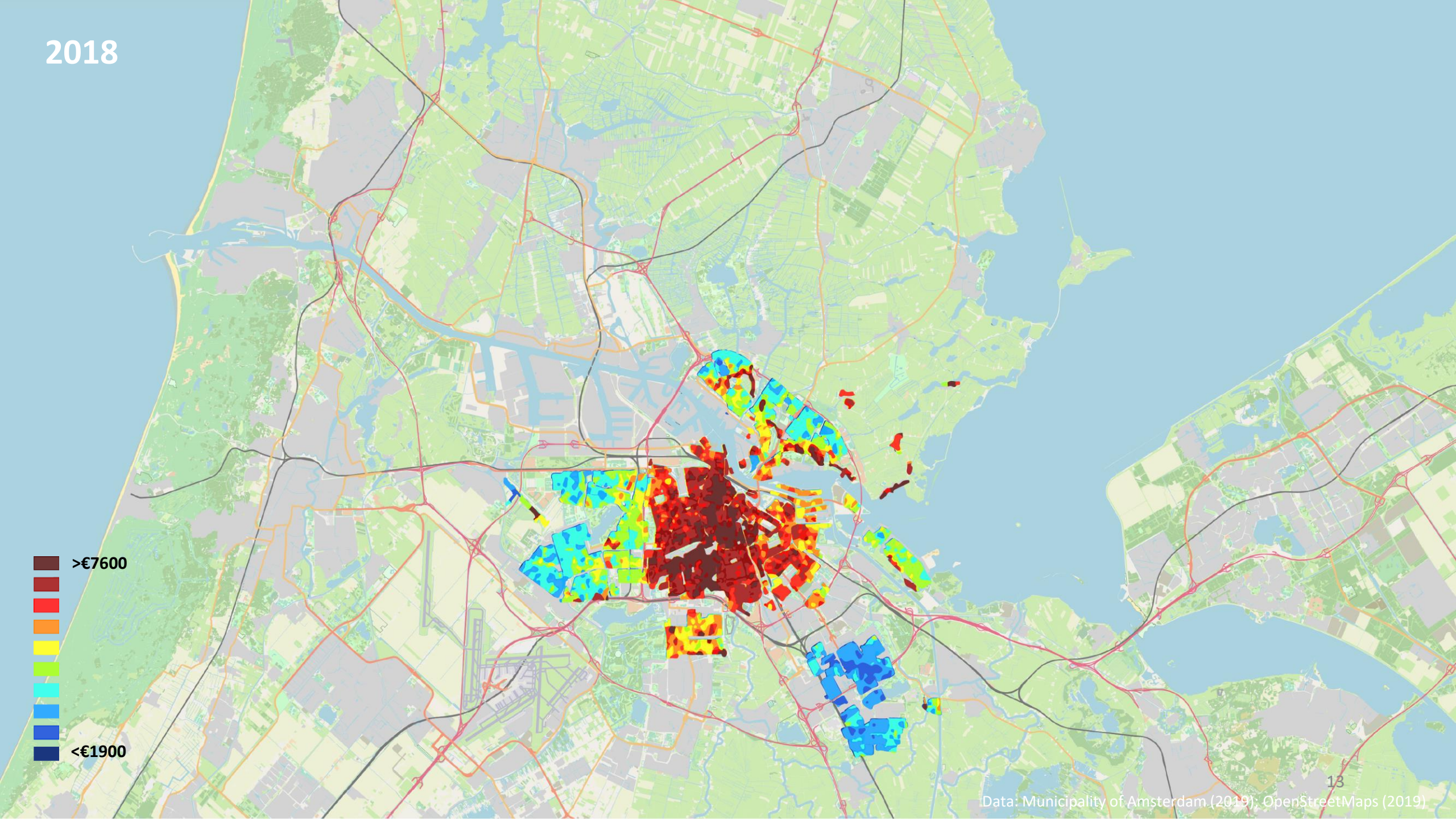

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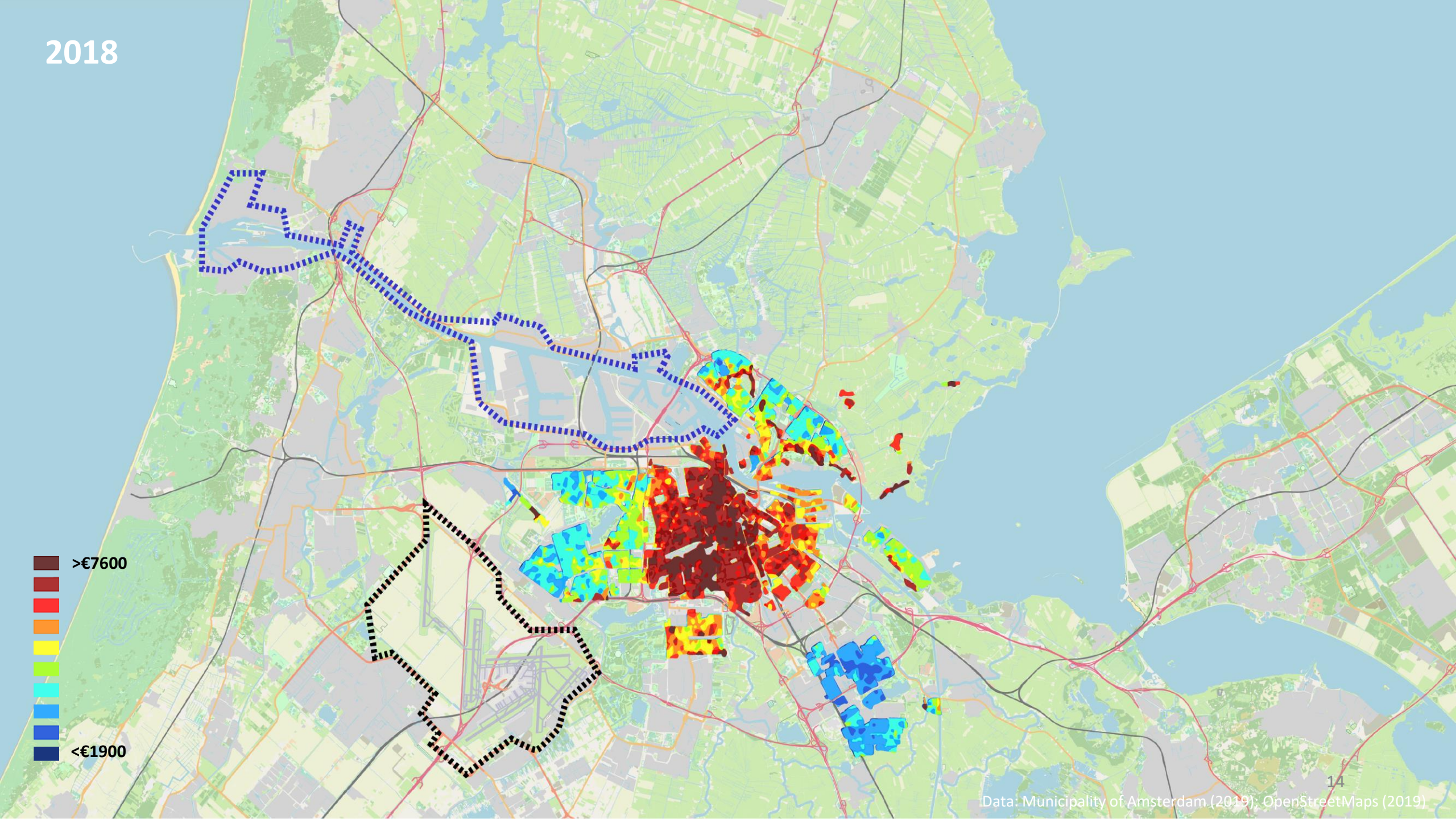

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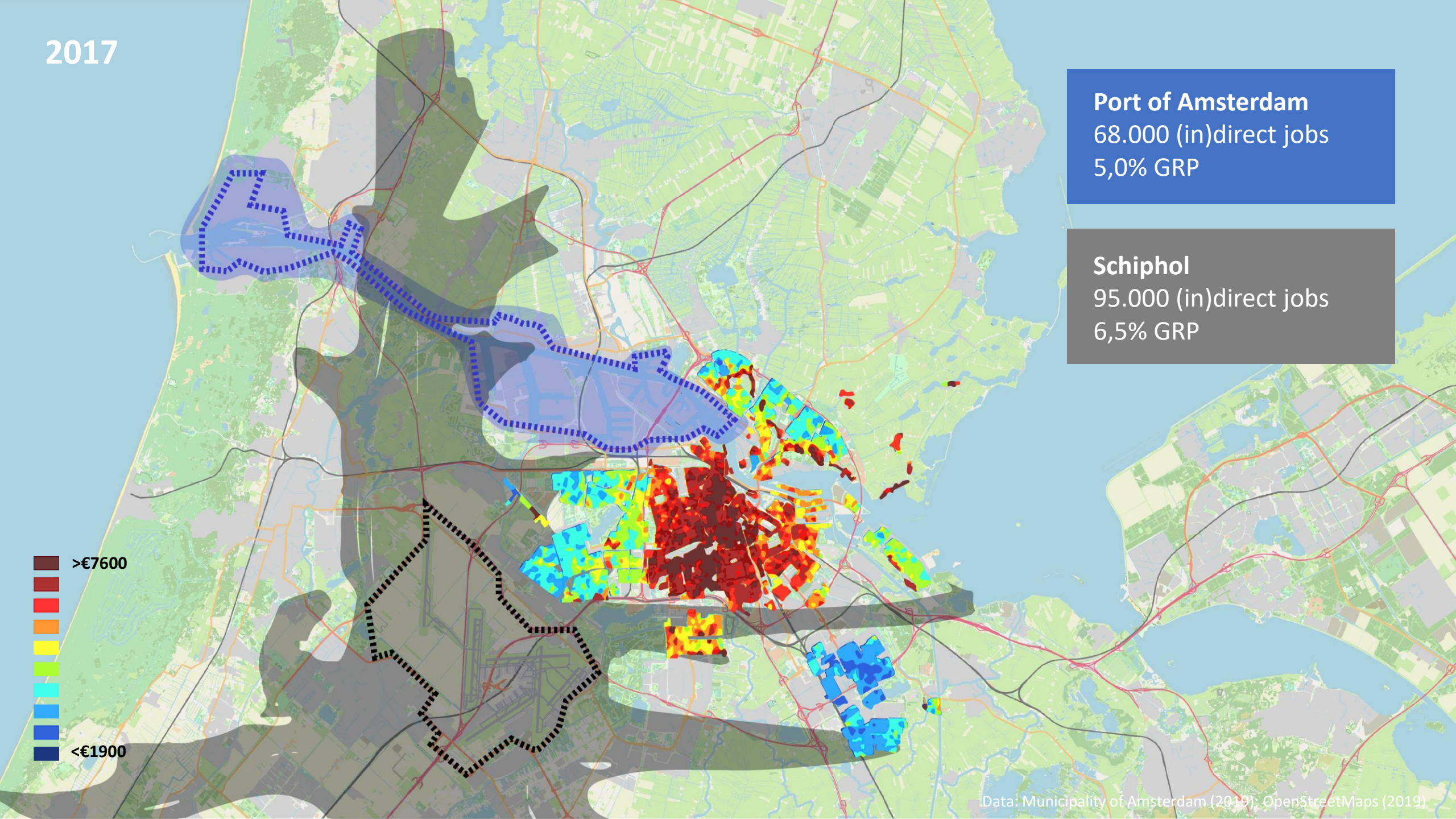
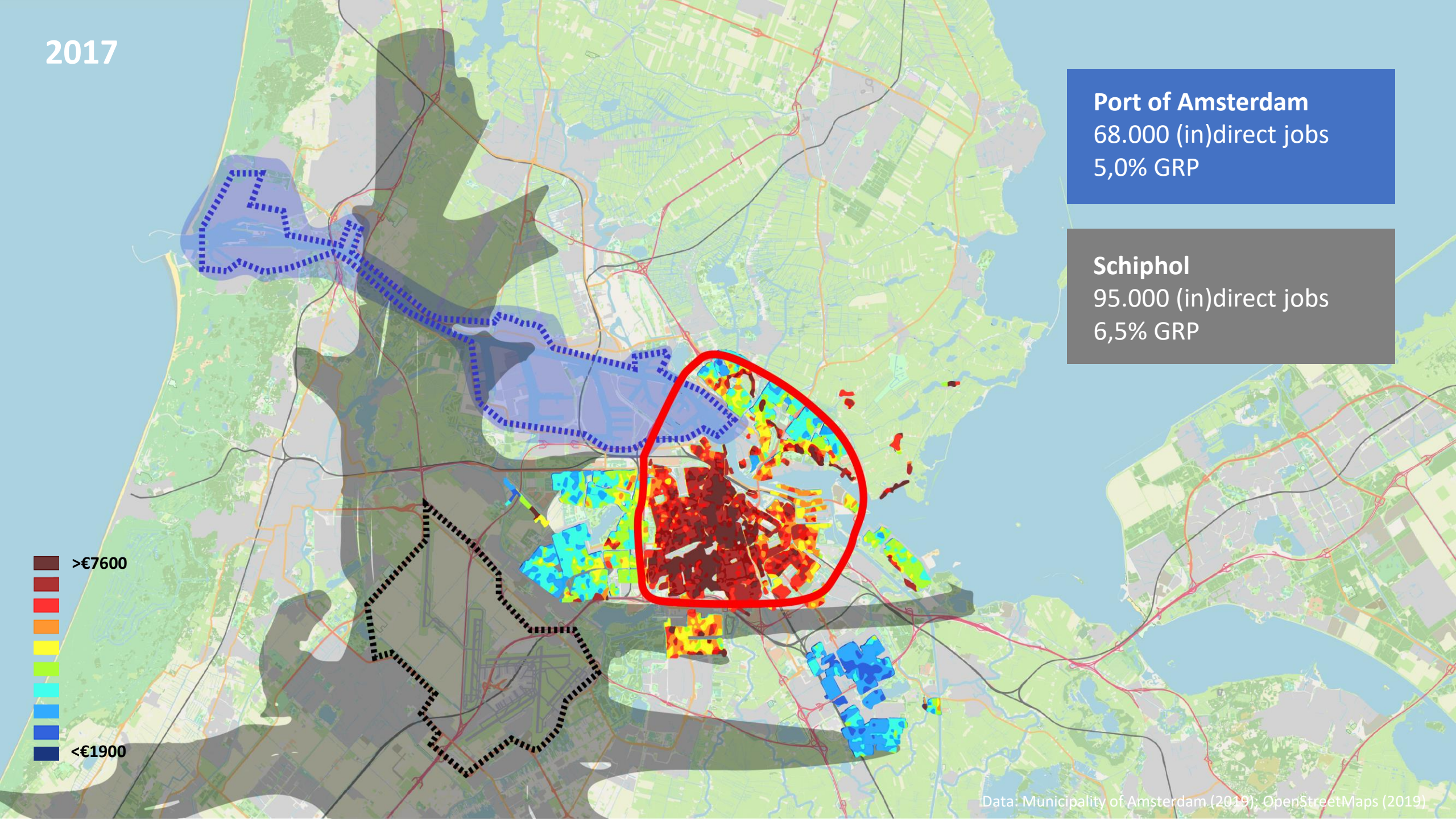

2017
Port of Amsterdam
68.000 (in)direct jobs
5,0% GRP
Schiphol
95.000 (in)direct jobs
6,5% GRP
>€7600
<€1900
Data: Municipality of Amsterdam (2019); OpenStreetMaps (2019)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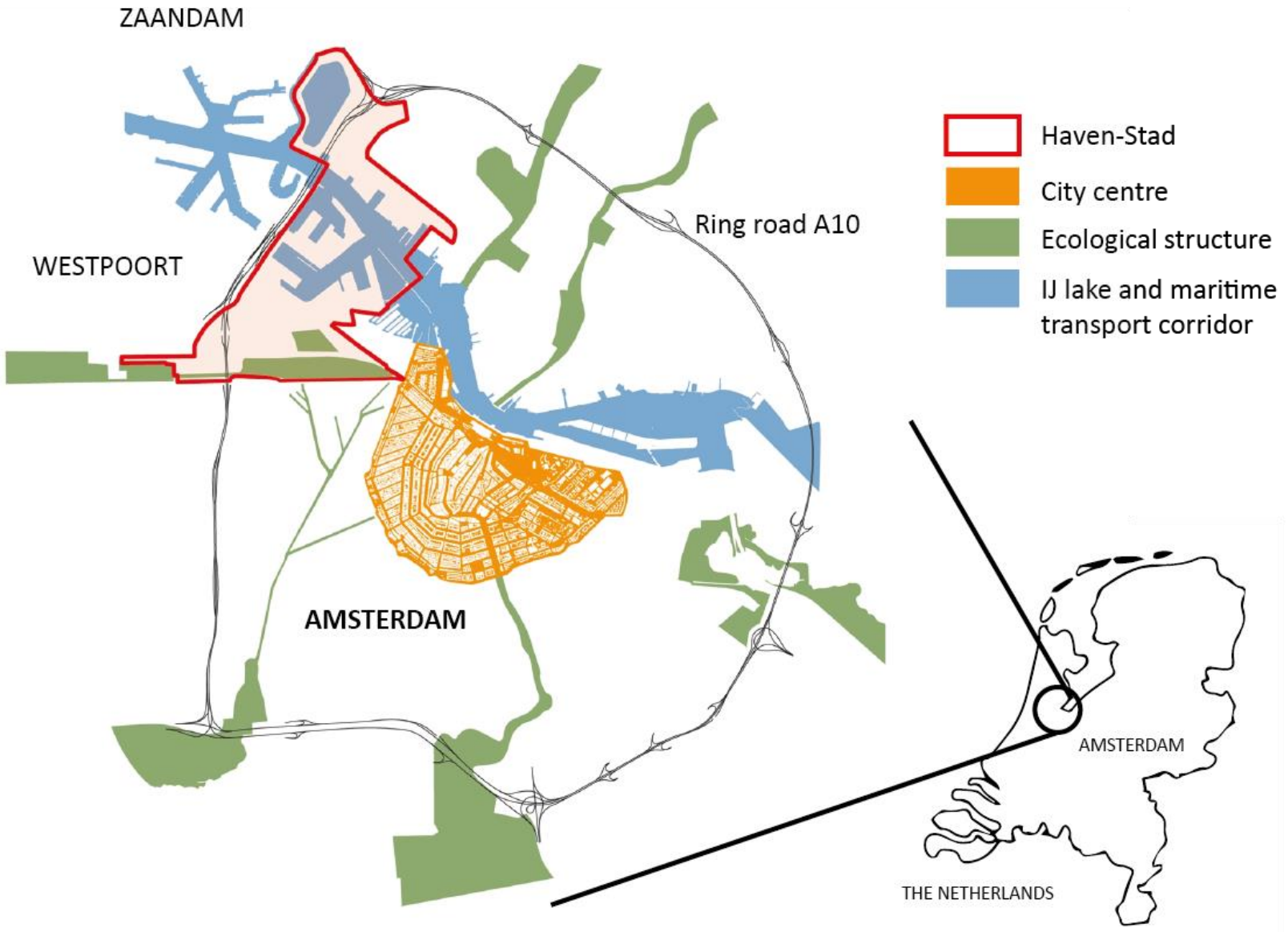
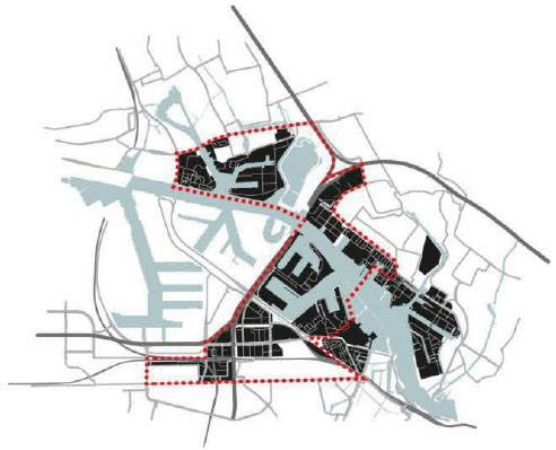


Municipality of Amsterdam (2017)

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

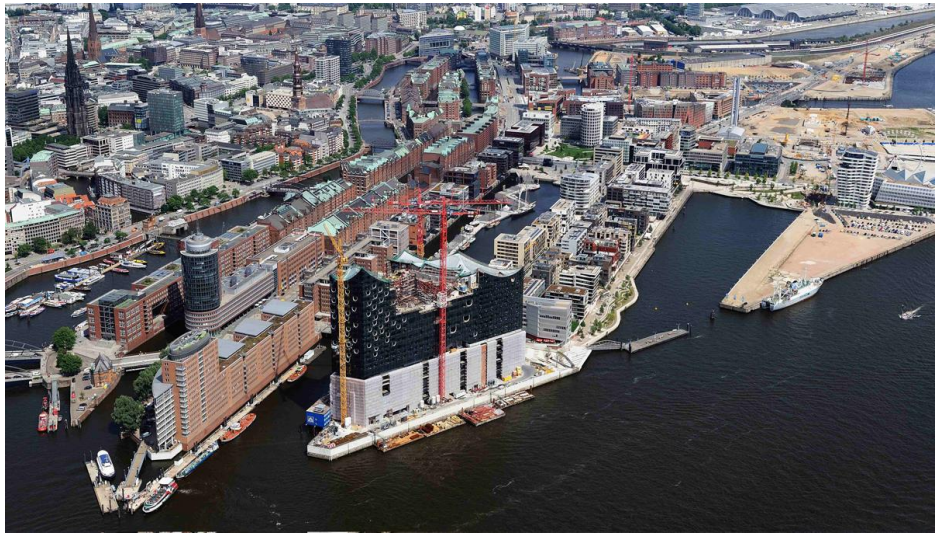
- Focus on specfic dynamic of Amsterdam within available time
- Effort for generalization

Part I: Theory

How can we understand spatial planning in the port?

Waterfront redevelopment

Rijnhaven, Rotterdam

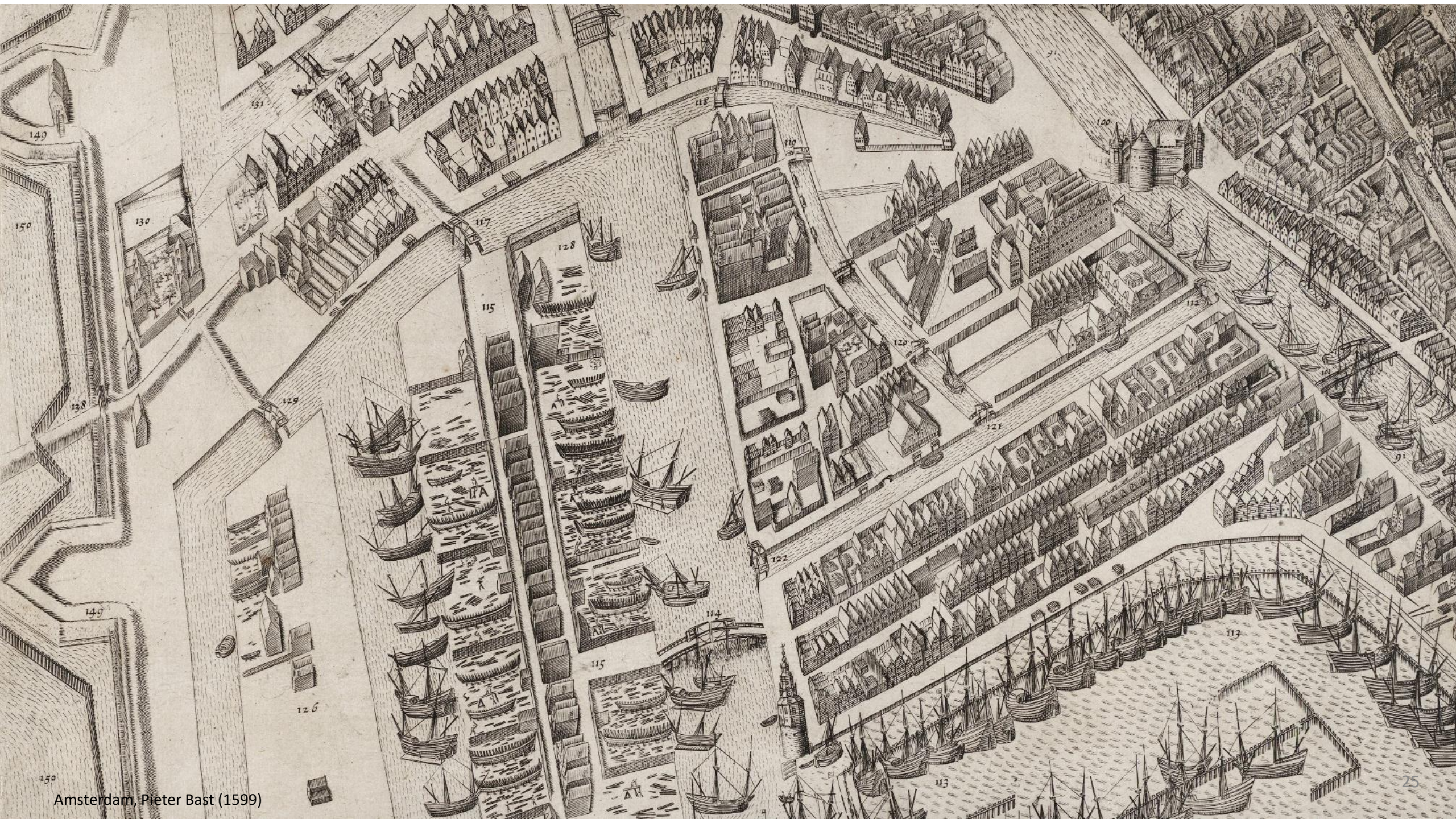


HafenCity, Hamburg

Waterfront redevelopment

Java-eiland, Amsterdam (1962)

Java-eiland, Amsterdam (2006)

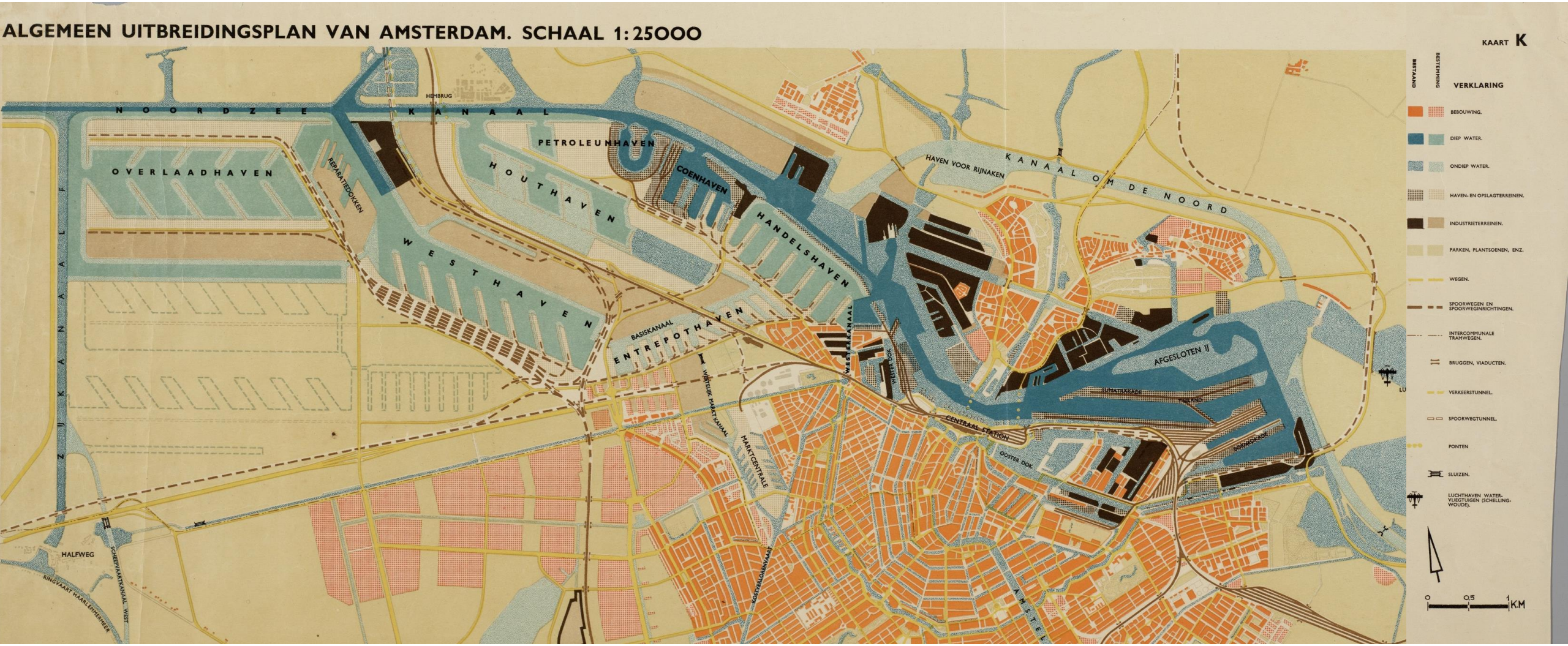


Amsterdam, Pieter Bast (1599)

Waterfront redevelopment

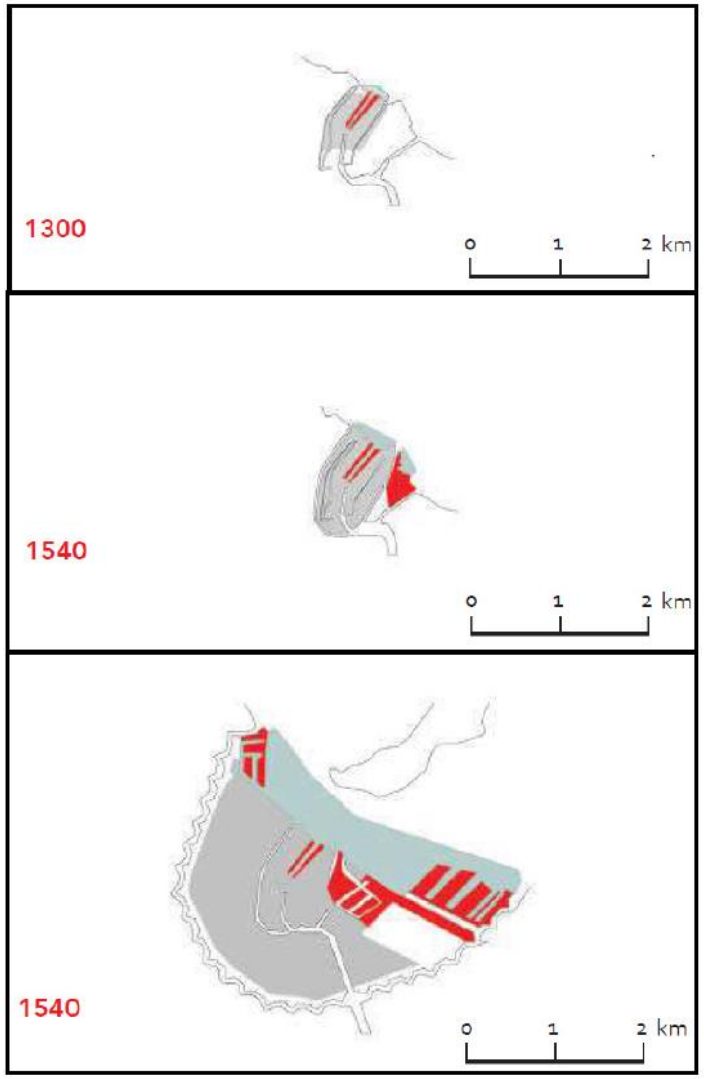
Singel Amsterdam, Johannes Storck (1650)

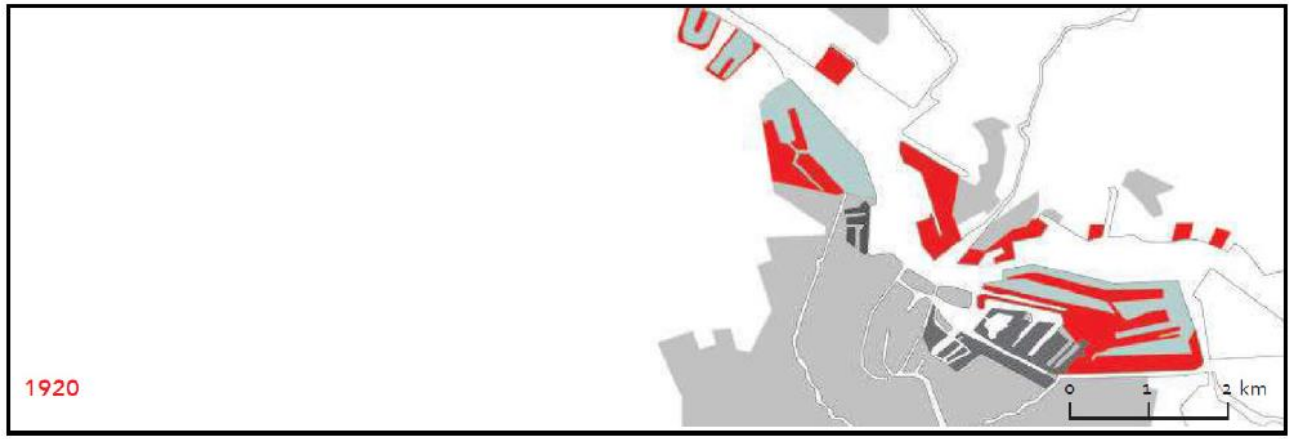
Waterfront redevelopment

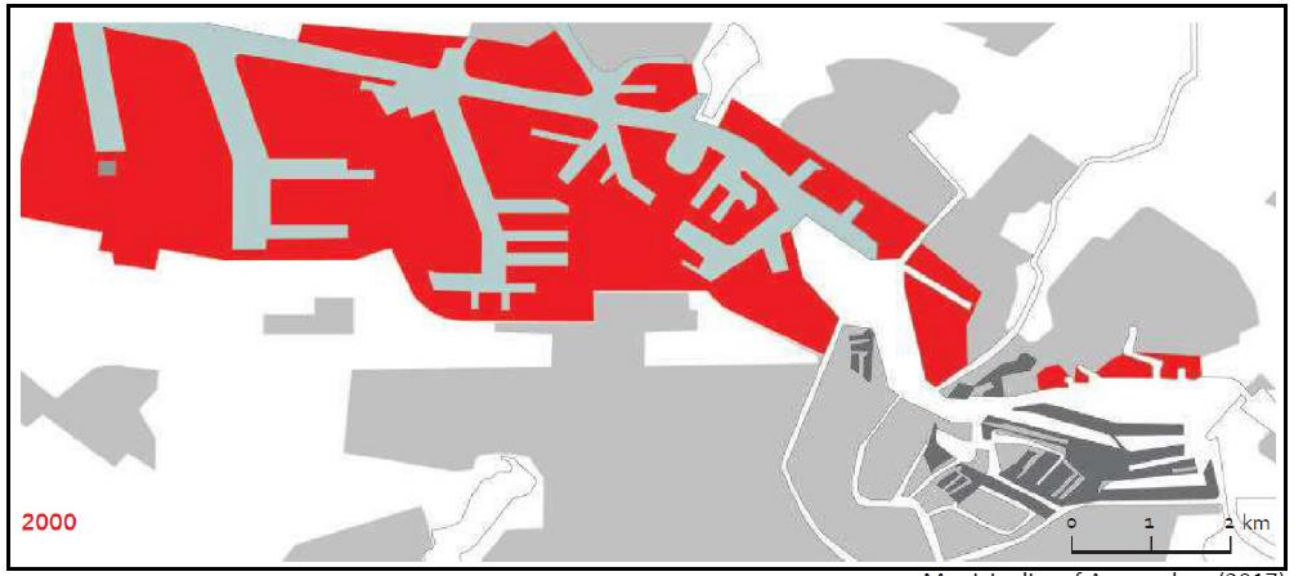


Municipality of Amsterdam (1935)

Waterfront redevelopment







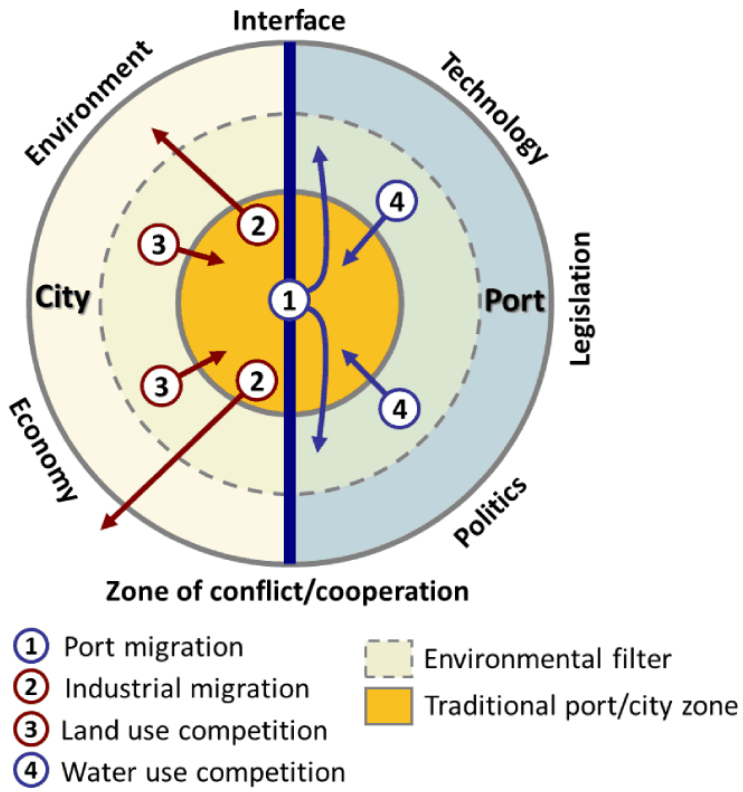
Municipality of Amsterdam (2017)

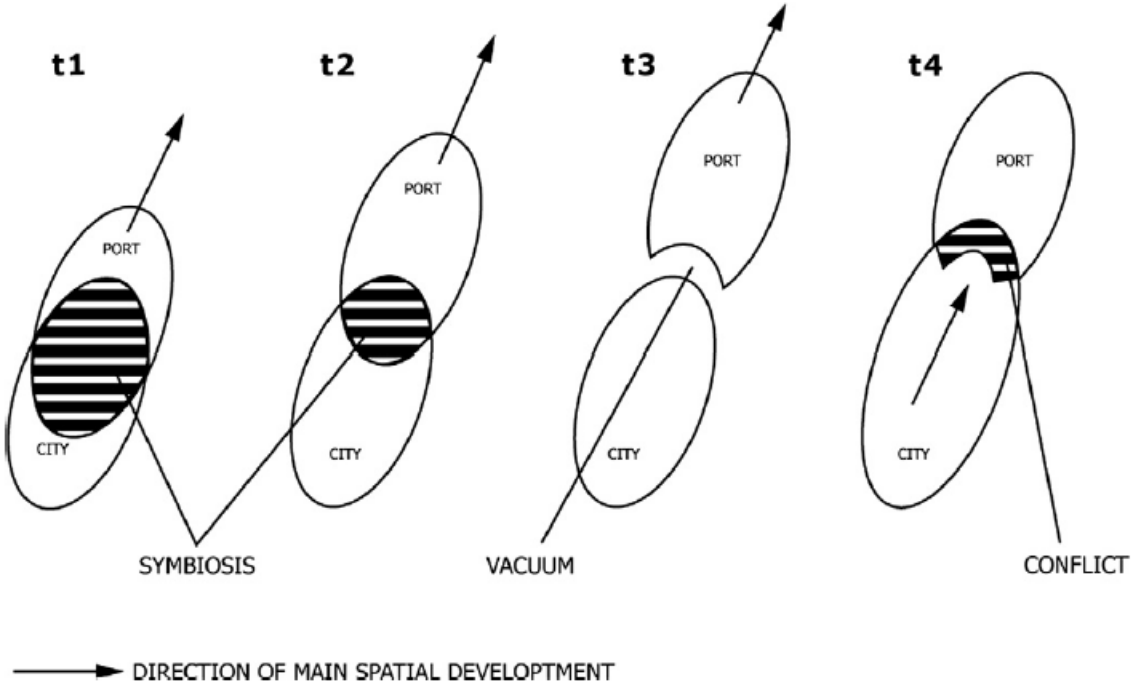
Waterfront redevelopment

Port

City

Port-city interface





Hoyle (1989); Wiegmans & Louw (2011)

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

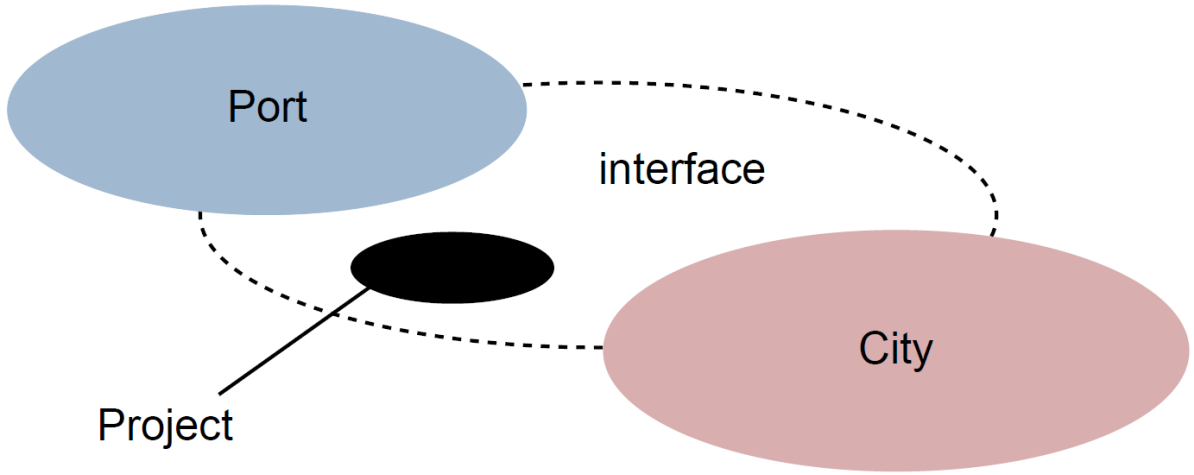
Governance

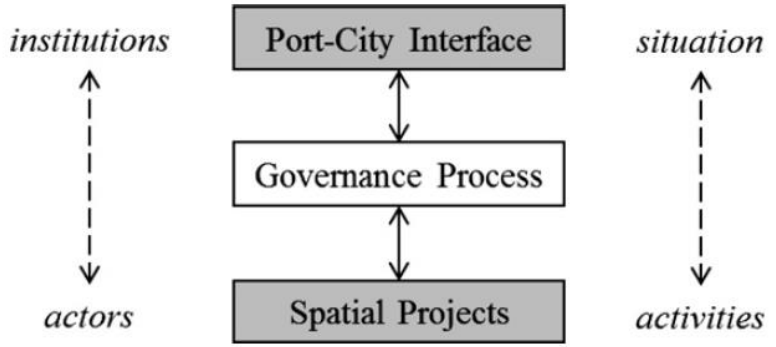
- Success is defined by the capacity of (port and city) actors to cooperate
- Innovative governance arrangements
- A process of:

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

Institutional analysis

- Capacity, orientation and actions of actors





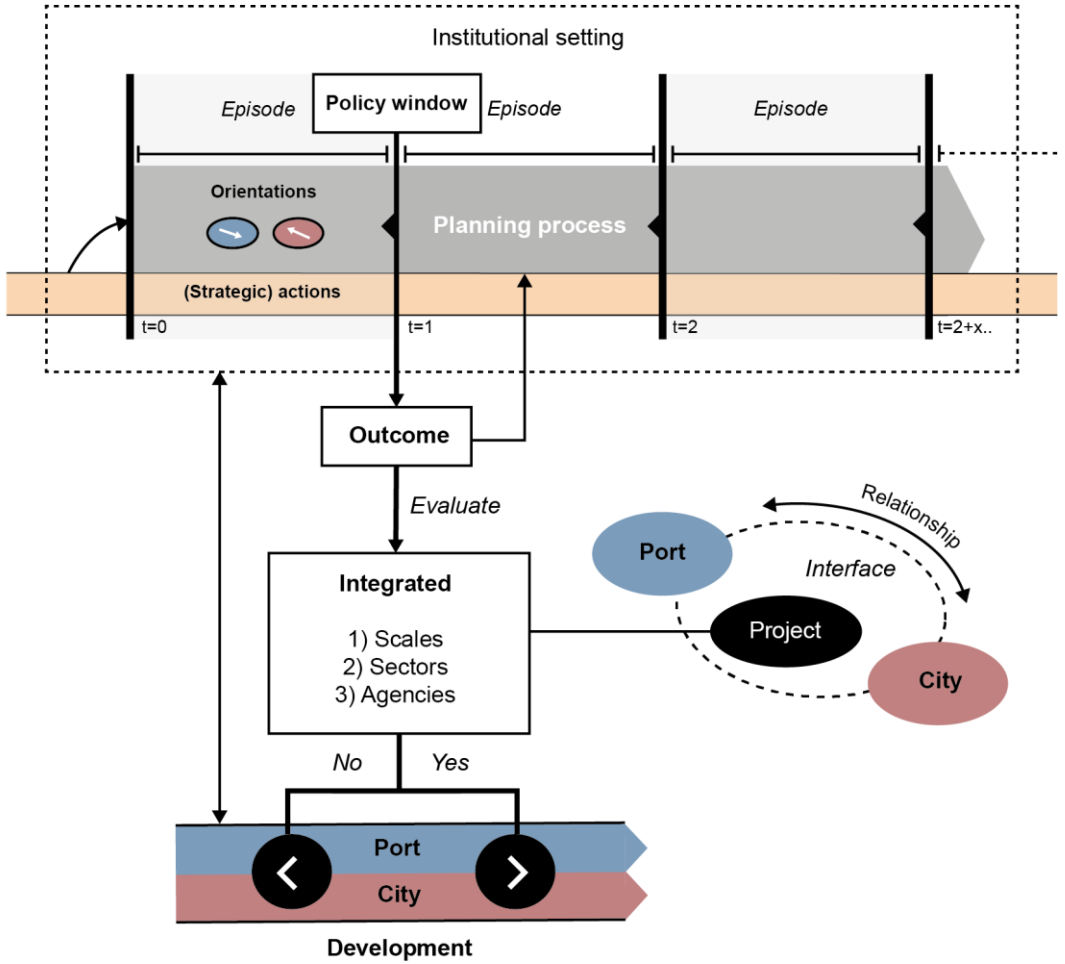
Daamen & Vries (2013)

Institutions: Rules of the game

Formal and informal

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

Analytical framework

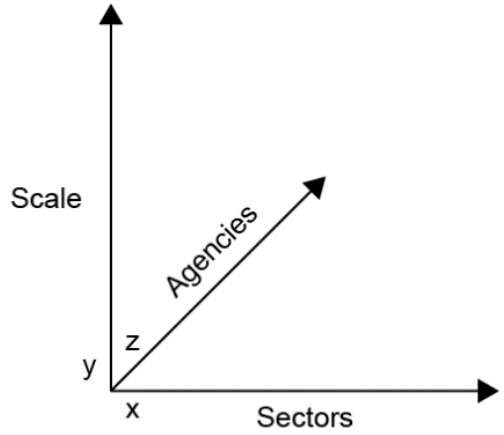


Analytical framework

Measuring integrated development

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

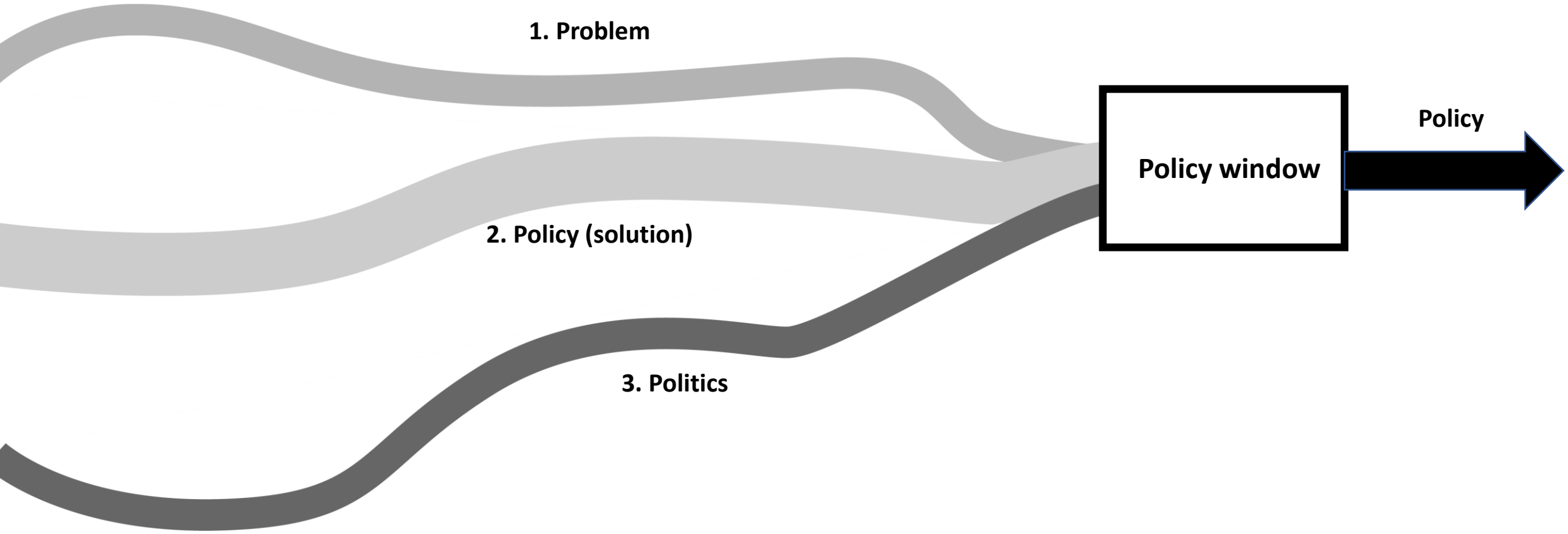
Scales	Sectors	Agencies
Integration of (supra-)national, regional and local spatial policies	Integration of departments	Integration of public, private and non-profit organizations
• Municipal • Metropolitan • Provincial • National	• Spatial Planning Dept. • Economic Affairs • Mobility & Transport	• Port Authority • Port companies • Entrepreneurial associations • Real estate investors/ developers
Vertical	*Horizontal*	*Participation*



Adams & Tiesdell (2013); ECE (1997)

Analytical framework

Formalization process

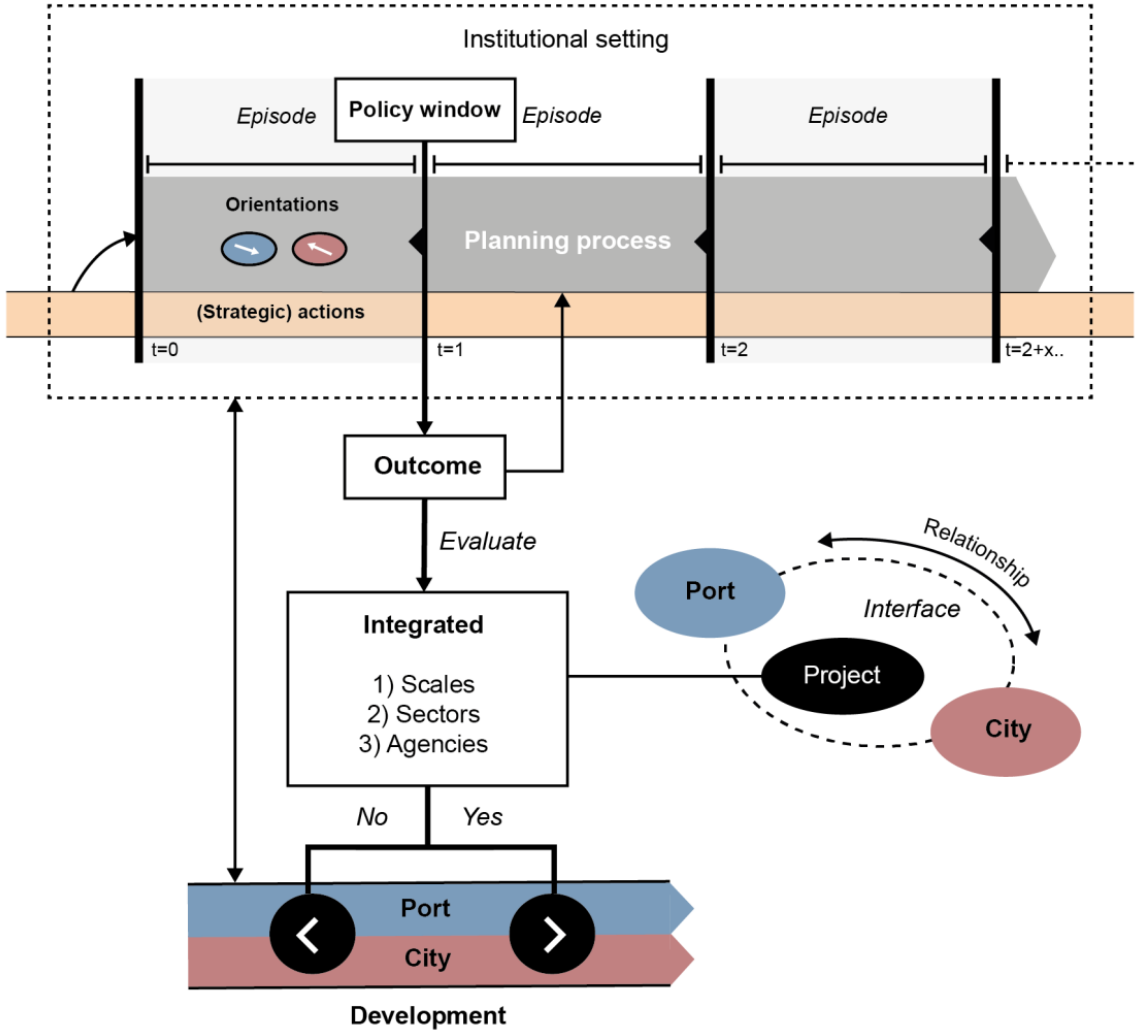


Kingdon (1983)

Analytical framework

3 parts

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



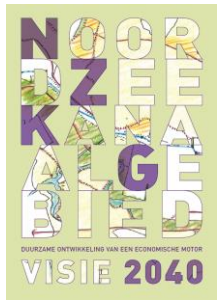
Part II: Case study

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

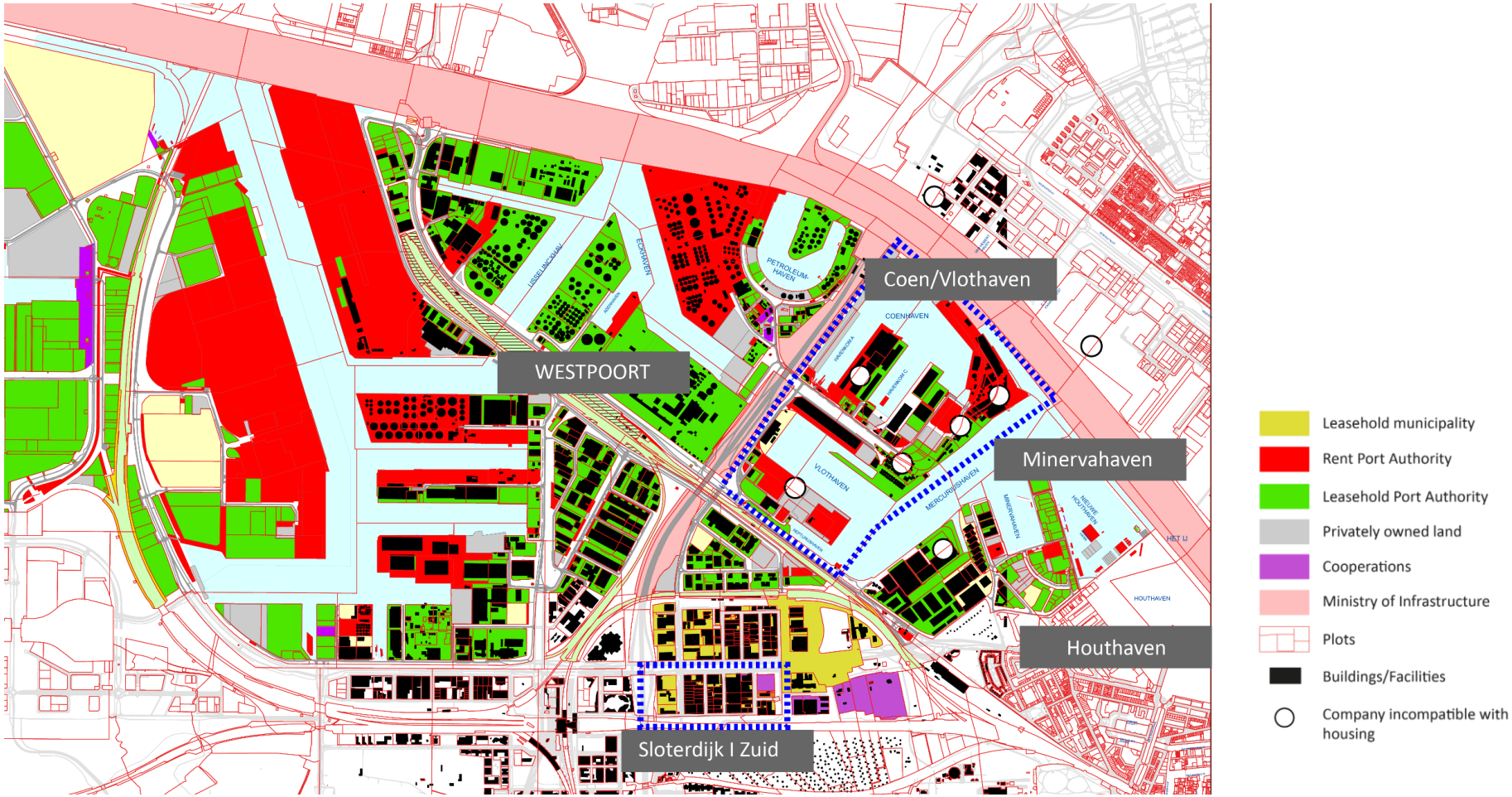
Graduation organization: ORAM

Data collection

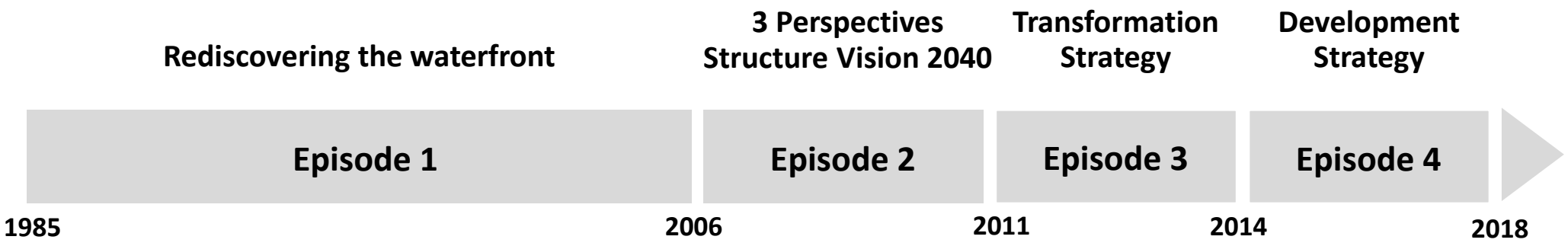
- Creative Sessions
- Council Meetings
- Media Analysis
- Document Analysis (policies, plans and archive)
- Meetings and interviews with project team
- Interviews with experts
- Interviews with stakeholders



Ownership structure



Process reconstruction



GEMEENTE AMSTERDAM

ONTWERP STRUCTUURPLAN AMSTERDAM

KAART 2

STADSVERNIEUWING en AANVULLENDE WONINGBOUWLOCATIES

BEHORENDE BIJ DEEL 1, januari 1984

STADSVERNIEUWING

ACTIEGEBIED : GEREALISEERDE NIEUWBOUW EN/OF WONINGVERBETERING

AANVULLENDE WONINGBOUWLOCATIES

A-LOCATIE : GEREALISEERD OF GEREED VOOR REALISATIE

A-LOCATIE : PLANVOORBEREIDING GESTART

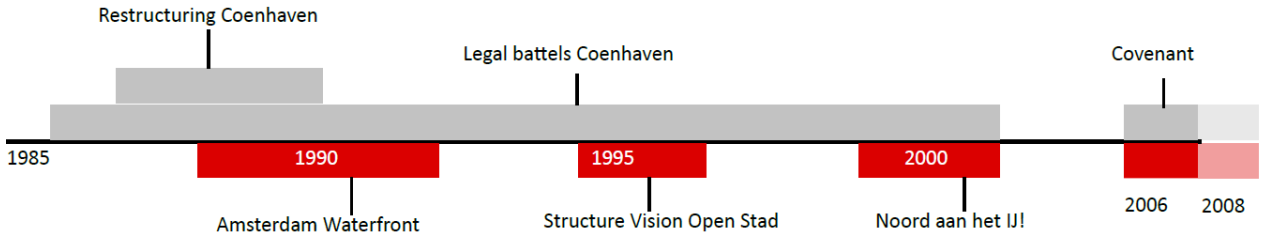
A-LOCATIE : IN STUDIE

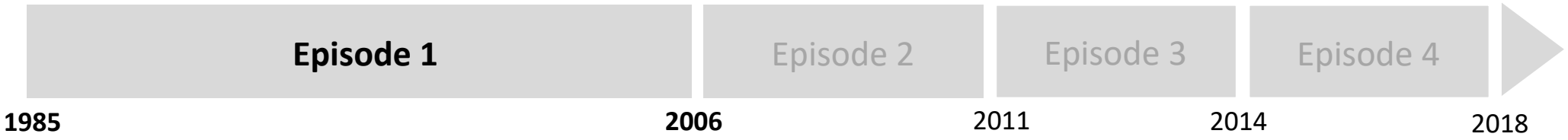
C-LOCATIE : TE ONTWIKKELEN

C-LOCATIE : TE RESERVEREN

Rediscovering the waterfront

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





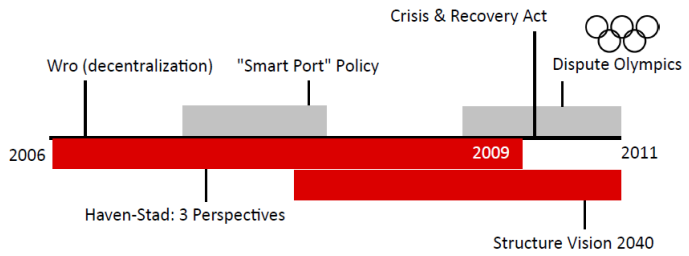
Rediscovering the waterfront

- 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)

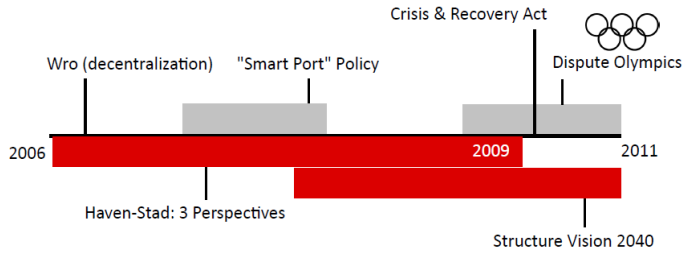
- Political change
- New port policy: Smart and sustainable growth
- Economic Affairs: Knowledge economy needs inner city interactive environments
- Aldermen assign study for development **'Haven-Stad'**
- Cooperation between port and citty



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

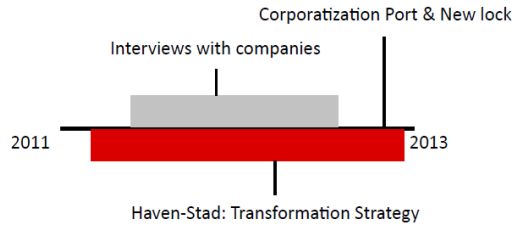
- Conflict between port and city
- One-sided decision of Board of Mayor and Aldermen

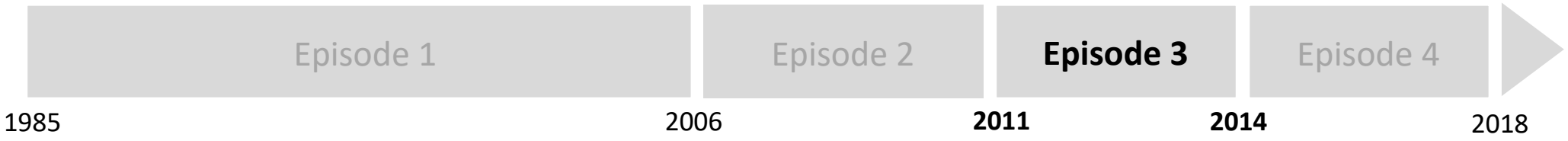
Scales		Sectors		Agencies	
Municipality	**+**	**Spatial planning dep.**	**+**	Port Authority	-
MRA/NZKG	+/-	Economic Affairs	+	Port companies	-
Province	-	Mobility	+	Covenant partners	-
National	N.A.	Land Department	+	Company associations	-
		Engineering	+	Investors, developers	-
		RWS	-		



Haven-Stad: Transformation Strategy

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

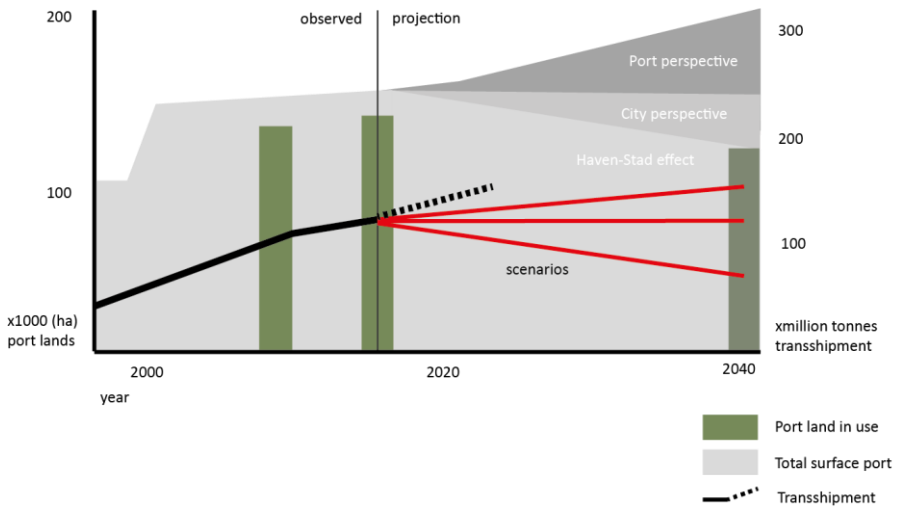


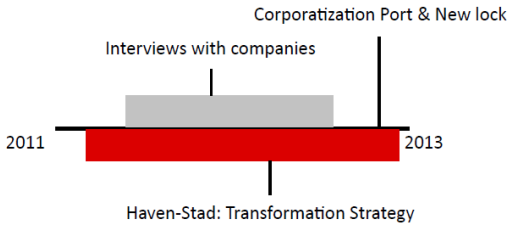


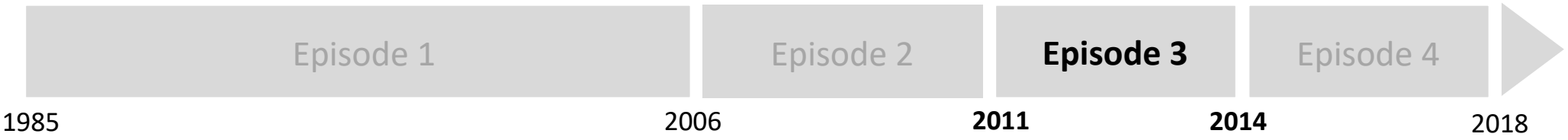
Haven-Stad: Transformation Strategy

- 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.		







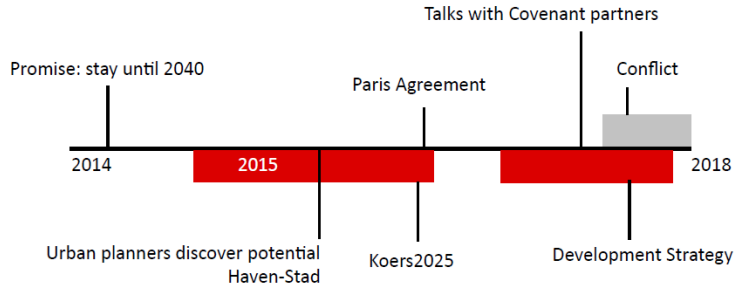
Haven-Stad: Development Strategy

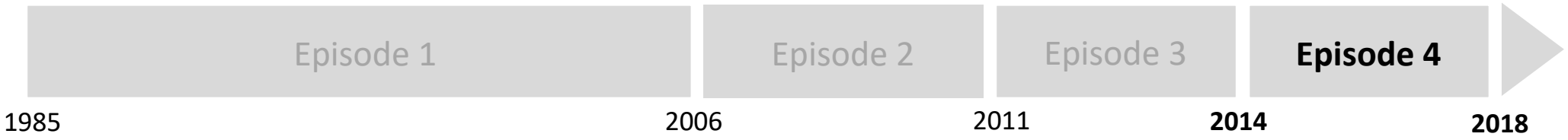
- After elections: Companies can stay until 2040
- But.. Housing crisis
- Trick: mix housing with industry
- ‘Experimental Development Area’

Huidige bebouwing Haven-Stad
"Werken in verschillende verschijingsvormen"

Traditionele woonbebouwing
"Verschijningsvorm verschilt: gesloten bouwblokken, torens, urban villa's, etc."

Menging in Haven-Stad
"Combinatie van wonen en werken met voorzieningen in de plint"

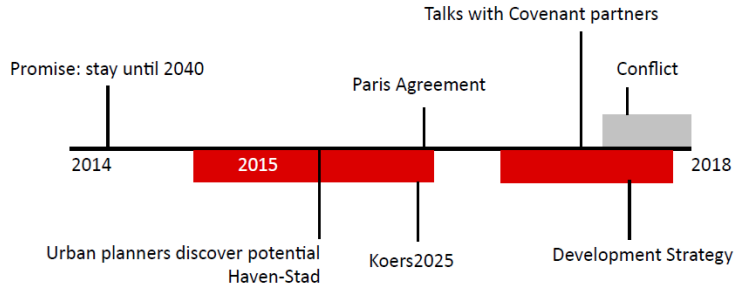


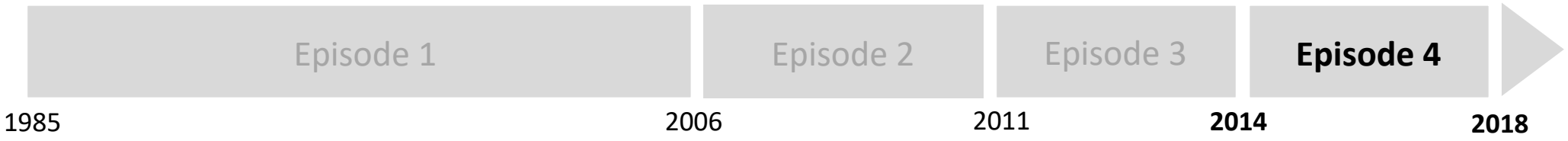


Haven-Stad: Development Strategy

- 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!