

Design in the context of fragmented regional governance

Studio South Wing

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Gateway Theme: M. Territorial governance: planning policy and practice.

Keywords: Regional governance, planning concepts, design, The Netherlands

Abstract - In European regions, such as the Randstad Holland, emerging patterns of interaction and movement result in increasing spatial fragmentation. This development creates enormous challenges for the governance of territories. Classic forms of government, based upon clear-cut divisions in terms of administrative levels, policy sectors and the public and private domains, become less relevant. One outcome is a rapid accumulation of consultation, coordination and partnership structures. Another outcome is the emergence of more flexible forms of governance, working around traditional arrangements and formal jurisdictions which do not coincide with actual spatial relationships and levels of functional integration. The result is a complex pattern over overlapping governance regions, characterized by fuzzy territorial boundaries and interrelationships between public and private actors.

The formation of governance arrangements around planning issues that transgress multiple administrative boundaries has, in the Netherlands, frequently been assisted by a design approach or, as de Jonge (2009)¹ calls it, a ‘design dialog’. This is a distinctive method of negotiation which makes use of spatial representations of the future of regions. The aim of such representations is not limited to the mere indication of physical change but to debate the distribution of responsibilities and resources for planning tasks among plan actors. Policy makers in the Netherlands currently recognise that design could be an effective and powerful tool for the integration of planning perspectives and strategies. There is however little understanding of the way how designs perform in the (social) construction of comprehensive planning frameworks on the level of regions. Their influence on spatial, organisational and conceptual change remains largely unclear. This is specifically due to the fact that in the context of regional planning plan actors compete with each other. Design proposals thus often gain hybrid and unintended purposes while being used and their performance is difficult to predict and trace.

The purpose of this paper is to contribute to a better understanding of the influence of regional design in the context of fragmented regional governance. We seek to achieve this by means of a case study positioned in the southern part of the Randstad Holland. This particular case is centred around the transformation of the planning concept ‘polycentrism’ – more precisely the idea that an urban region forms a ‘network city’ – from a rather abstract metaphor into a framework to direct operational decision-making.

‘Is the planning concept Network City South Wing useful?’ was the initial question that the newly appointed director of the spatial planning department of the province of South Holland has asked himself in 2002. On his initiative the *Atelier Zuidvleugel* (Studio South Wing) was set up in 2005 to facilitate deliberation on this question by means of design. In this paper one of the design processes carried out by the studio is reviewed. Specific attention is given to its influence on the formation of regional governance structures,

The performance of design is assessed through the identification of the use of types of design proposals in policy argumentations and an assessment of their influence on changes in governance arrangements. Drawing on a number of general dimensions of planning concepts, design proposals are distinguished based on their source of information and purpose: 1) design as a craft to integrate and explicate analytical knowledge, thus urging for reflection from a scientific

¹ De Jonge, J. (2009). *Landscape Architecture between Politics and Science: an Integrative Perspective on Landscape Planning and Design in the Network Society*. Wageningen: [S.l. : s.n.].

(‘evidence based’) point of view and 2) design as a craft to allocate meaning, thus urging for deliberation from the point of view of politics and ethics. Policy argumentations are distinguished based on their purposes, ranging from technical verification to societal vindication. Institutional change is assessed through reviewing adjustments to policies, changes in the constellation of stakeholders and attention given to design proposals in indirectly related policies. This assessment is based on a review of policy documents and interviews with key players.

Findings from the case study show that design proposals became directly effective in technical implementation processes when responding to a range of preconditions: 1) making use of explicit analytical knowledge; 2) responding to a shared understanding of the urgency to meet planning objectives and 3) connections made with established policy routines. The indirect influence of the design process –for instance on argumentations concerned about the scope of existing, related policies – is less easy to detect. It will however be argued that this influence has turned out to be robust.

The paper begins by describing the theoretical framework used in the case study. Next the governance situation in the South Wing of the Randstad and the establishment of the design studio within this context is explained. The main part of the paper analysis one of the design processes led by the Studio South Wing in depth. In the final section insights into the performance of the applied design process will be summarized and discussed in the broader context of governance situations as they occur in European regions.

Studio South Wing: Design in the context of fragmented regional governance.

Keywords: regional design, regional governance, planning concepts, The Netherlands

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Presentation

1. Theoretical framework and methodology

2. Context of the case study

Studio South Wing

Stedenbaan

3. Preliminary conclusions

1 Theoretical framework and methodology

Development planning

Since the early 1990s spatial planning approaches in European regions shifted under the influence of emerging spatial patterns of interaction and movement, and *'a relative decline of the role of the state, a growing involvement of nongovernmental actors in a range of state functions, the emergence of new forms of multi-agency partnerships and more flexible forms of networking at various spatial scales'* (Davoudi, 2008, p.63).

In the Netherlands, **the Dutch development planning-approach** emerged: *'...planners, then, began to promote constructive ways into actively developing new perspectives for the future instead of merely relying on protective and prohibitive regulation – hence the emphasis on the word “development”.* (Salet, et al, 2009, p. 236).'

Regional design

The emergence of the Dutch development planning approach has in the same period induced a search for (new) processes to support decision making.

One of the ways that gains attention by practitioners concerned about regional spatial development and involved in regional governance, is regional design: **the making of spatial representations of the future of regions to negotiate on territorial change.**

Regional design

Regional design efforts

- Have often been initiated by public authorities but were **inclusive**.
- Have often reached out for broad, sometimes **public attention**.
- Assisted in planning phases concerned about **the compatibility and relevance of policies** in the light of normative frameworks.

- Aimed at **specifying spatial implementation strategies**.
- Aimed at the widening of governance arrangements, **informing organisational (and political) change**.

Regional design

Although regional design is often practiced in the Netherlands, it is not clearly defined in theoretical terms.

Theoretical notions

- **Planning images** (e.g. spatial representations, plans, maps).

(Kunzmann, 1996; Faludi, 1996; Neuman, 1996; Zonneveld, 2008; Thierstein, et al., 2008)

- Spatial representations respond to and influence **the evolution of conceptual frameworks** over time.

(Zonneveld, et al., 2005; van Duinen, 2004)

- Visualisations are (often contagiously) used to **explain and debate physical change**, and to **inform the organisation** of planning processes and **the deliberation on political values**.

(Schönwandt, et al., 2003; Zonneveld, 2007; Förster, 2009; Carton, et al, 2006; de Jonge, 2009)

The performance¹ of regional design

¹ Faludi A. & Korthals Altes W., 1994. Evaluating Communicative Planning: A Revised Design for Performance Research. *European Planning Studies* 2(4), pp. 403-418.

How does the use of spatial representations improve the quality of decisions in the context of regional governance?

Design

- Is oriented towards change and improvement
- Evolves in synthesis-evaluation iterations, steps in which representations of alternative solutions are communicated and comprehended, reflected upon and adapted.

van Aken (2005),

Planning concepts

Regional design addresses complex problems.

(Schönwandt, et al., 2003; de Bruijn, et al., 2008)

Assists in processes of frame reflection.

Faludi, 2010; Healey, 2004; Rein, et al., 1993

Planning concepts describe by means of geographic representations and text the way that planning actors perceive (frame) spatial development of an area.

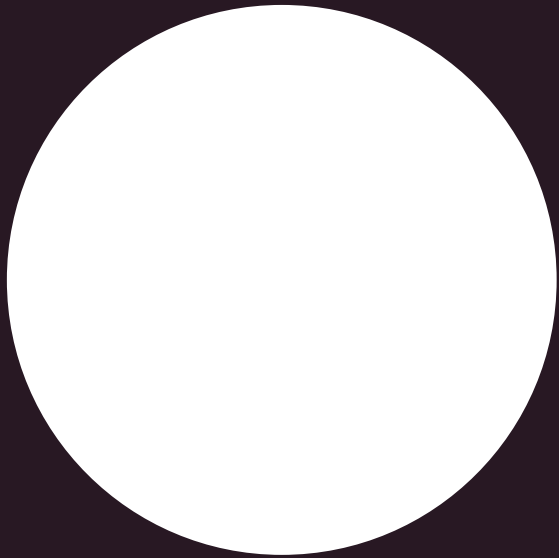
(Zonneveld, et al., 2005)

Dimensions and properties applied in the analysis

Analytical dimension

In their analytical dimension planning concepts provide hypotheses for the formation of spatial structures.

Planning concepts are used to **explain** a spatial structure.



Normative dimension

In their normative dimension planning concepts provide a metaphor for desirable spatial structures.

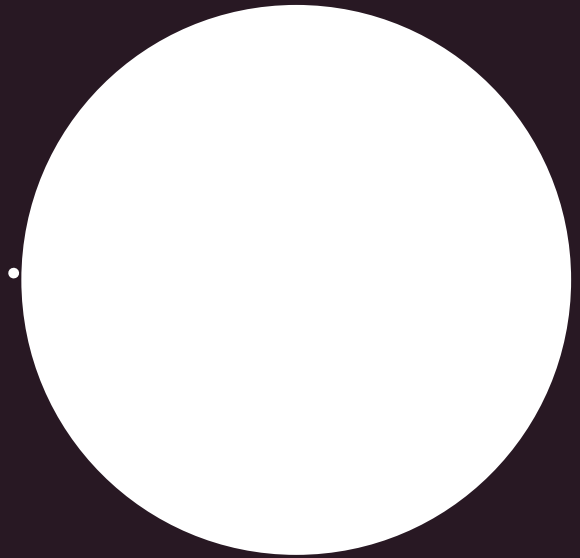
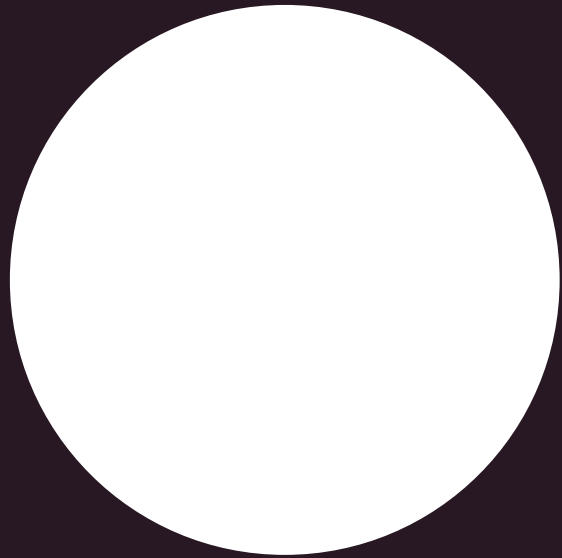
Planning concepts are used as **a guiding principle** to achieve a policy goal.



Analytical dimension

Normative dimension

Links between dimensions establish the argument for the efficiency and legitimacy of spatial planning interventions.

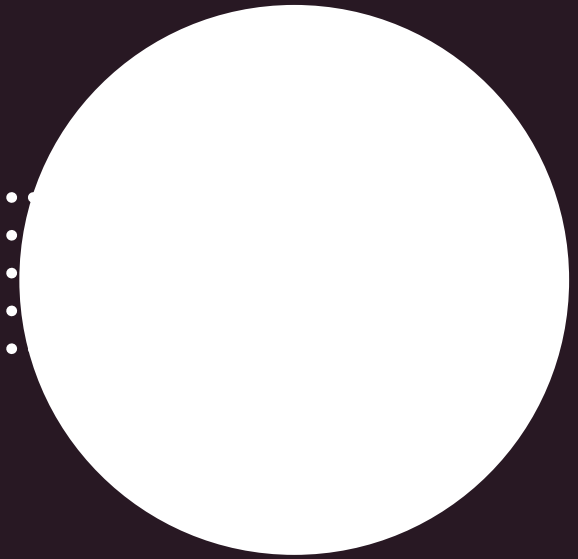
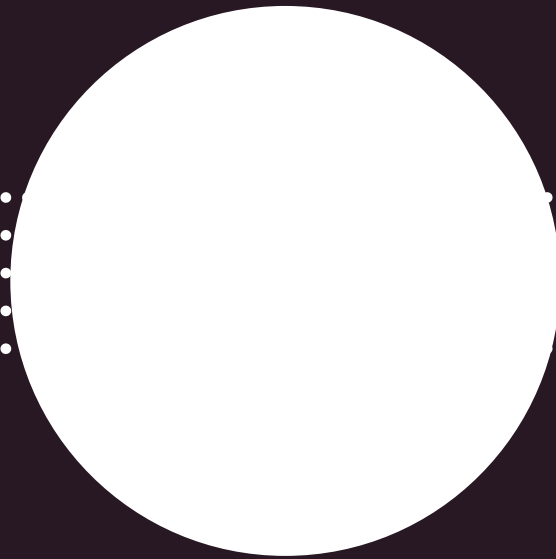
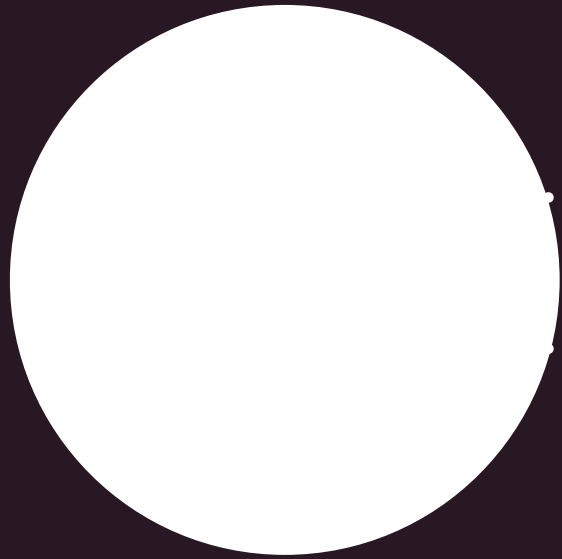


Analytical dimension

Discursive dimension

Normative dimension

Arguments are structured
in processes of learning and
advocacy.



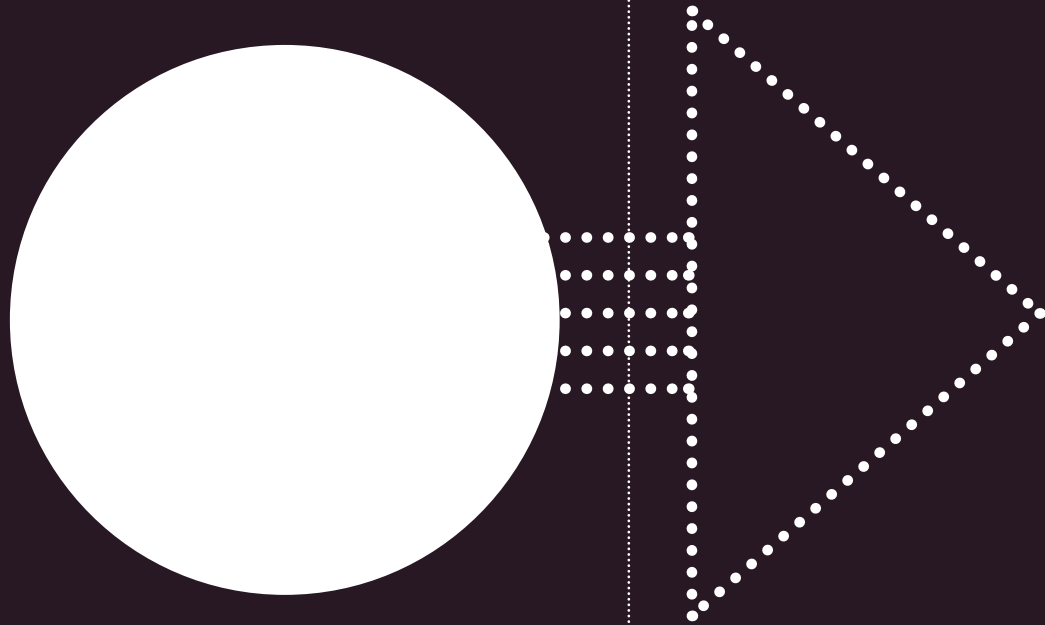
Analytical dimension

In their analytical dimension planning concepts provide hypotheses for the formation of spatial structures.

Discursive dimension

Design as a craft to integrate and explicate analytical knowledge, thus urging for reflection from a scientific ('evidence based') point of view and

Normative dimension



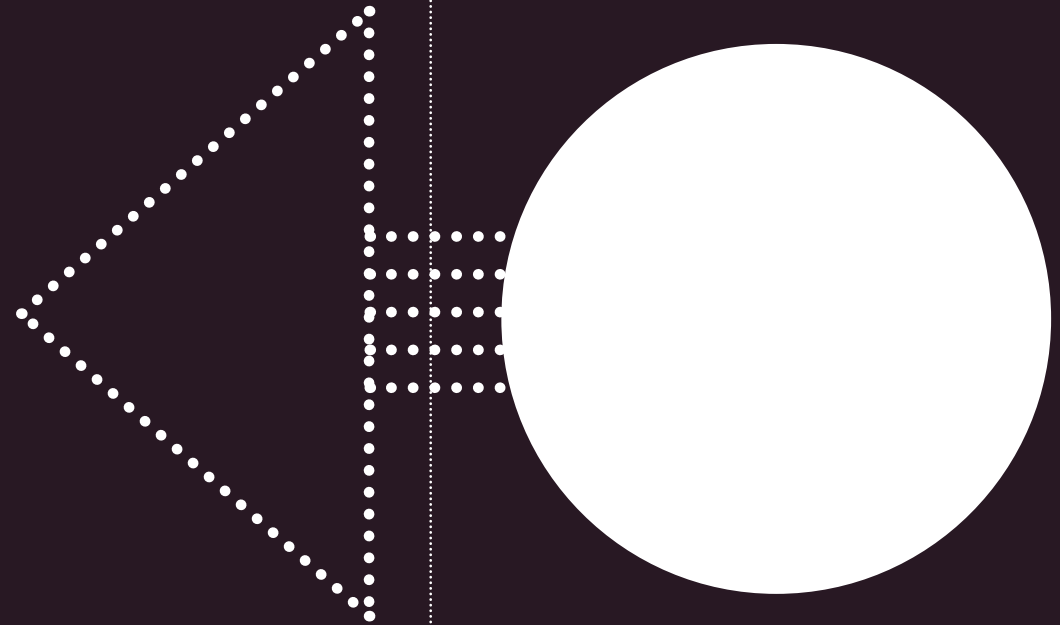
Analytical dimension

Discursive dimension

Normative dimension

Design as a craft to allocate meaning, thus urging for deliberation from the point of view of politics.

In their normative dimension planning concepts provide a metaphor for desirable spatial structures.



Policy argumentations

- Social choice, discussing **core principles of policies.**
- Societal vindication, discussing **the compatibility of the policy** with accepted political values and societal aims.
- Situational validation, discussing **the relevance of a policy** in the light of a problem.
- Technical verification, discussing **the effectiveness of policies.**

Fischer, F., 1995. Evaluating Public Policy. Chicago: Nelson-Hall., Mathur, N., Skelcher, C. & Smith, M., 2003. Towards A Discursive Evaluation of Partnership Governance. Presented at the occasion of the European Consortium for Political Research joint sessions.

Field of choice: Re-scaling of policy argumentations

The '*diffusion of control and the need to cooperate across levels and sectors*' (Faludi, 2010)' has created soft spaces for the governance of regions which are bounded neither by territorial nor by administrative boundaries. Under this condition frameworks '*...carry a potential for the "re scaling" of issue agendas down from the national or state level and up from the municipal level* (Albrechts, 2006, p. 1492, referring to Healey, et al., 1997; Albrechts, et al., 2001; Albrechts, et al., 2003)'

Data collection techniques

In this case study three types of data collection techniques have been used:

- (1) participant observation,
- (2) qualitative research interviews and
- (3) document and text analysis.

2 Context of the case study

The South Wing of the Randstad Holland

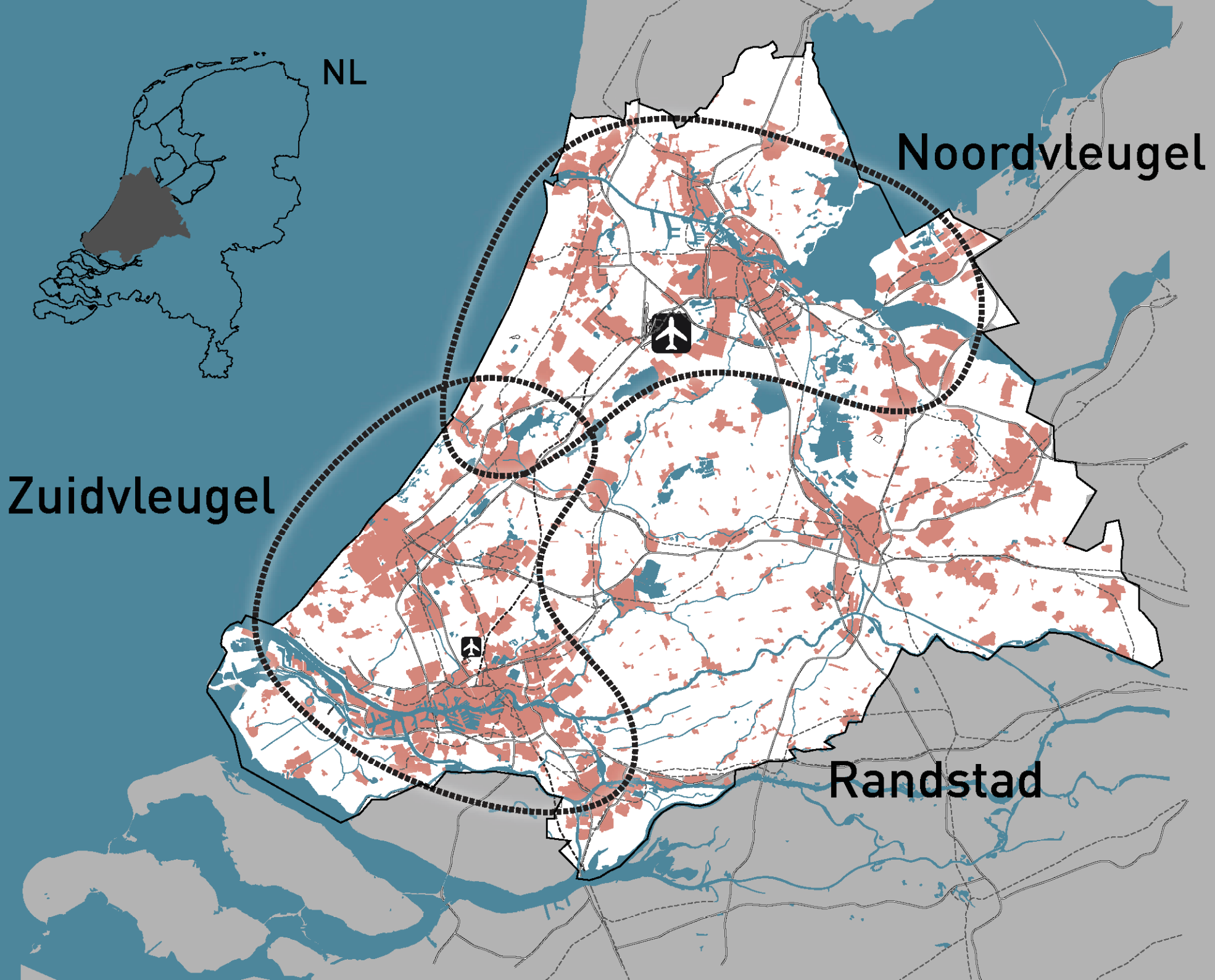
High densities in the South Wing are spread out across the two major cities of The Hague and Rotterdam and many smaller subsidiary municipalities.

The spatial configuration of the southern part of the Randstad Holland has by several authors been related to a high degree of governance fragmentation.

Dijkink, et al., 2001; Salet, 2006

Nevertheless, this area is conceptualised as a coherent polycentric network city.

VROM, et al., 2004, BPZ, 2003



NL

Noordvleugel

Zuidvleugel

Randstad

'Is the planning concept Network City useful?'

(Actor 1, province of South Holland).

Studio South Wing

In 2005 the Studio South Wing was set up as an independent platform to elaborate on the usefulness of the concept.

Partners in the initiative:

- Province of South Holland
- The municipalities of The Hague and Rotterdam
- The Administrative Platform South Wing (BPZ)
- The ministry of VROM

Studio South Wing

The studio was intentionally placed in the governance context of the South Wing.

It was given three functions:

Find spot: explicate knowledge.

Podium: stimulate dialogue among policy makers and other stakeholders in the area.

Laboratory: regional design.

ATELIER ZUIDVLEUGEL



Stedenbaan (City Line)

Transit Oriented Development

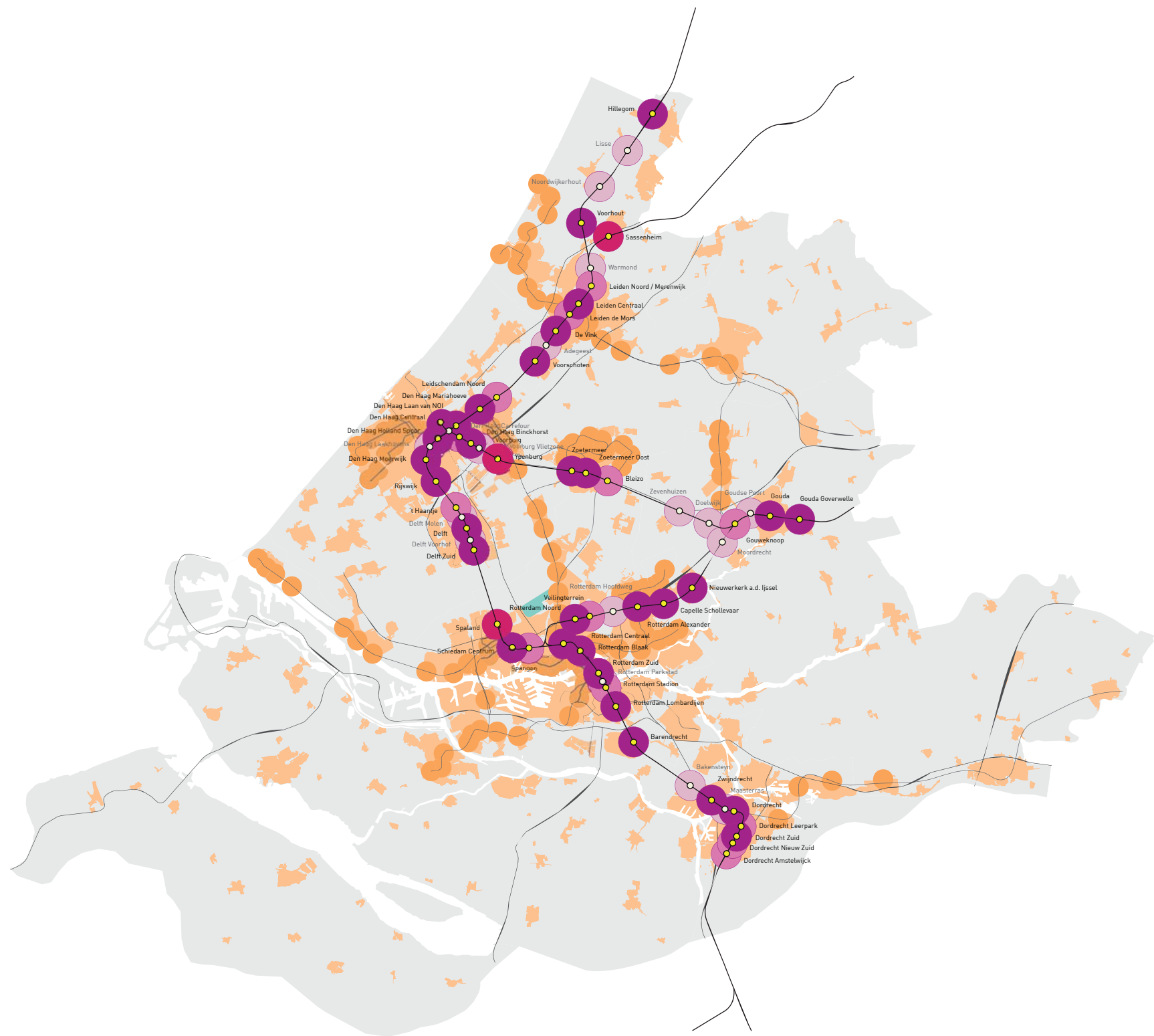
The Studio South Wing was initially asked to technically verify the densification strategy as proposed by the BPZ.

(Ministerie van VROM et al., 2004), (Ministerie van VenW, 2004. p.58),

The design process was concerned about including the regional coordination of land use development in the strategy.

1.3 STATIONS- GEBIEDEN

- 32** Bestaande stations
 - 2** Nieuwe stations
 - 13** Stations in verkenningsfase
 - 17** Niet meegenomen station
- Vliegveld
 - Invloedsgebied rondom air
 - Verstedelijkt gebied
 - Provincie Zuid-Holland



3 Preliminary conclusions

Orientation of regional design:

Specifying spatial implementation strategies

Iterations in the design process have generally refined the spatial description of the Stedenbaan project.

When starting the project has been predominately perceived to be a transport project and was represented as such: a set of public transport lines.

Still in 2012 the project consistently represented as a TOD project.

**Orientation of regional design:
Informing organisational change**

Building up on a 'partnership in formation' it has contributed to the formalization of the partnership which is, still in 2012, driving the development of the project.

In efforts for up scaling argumentations, the studio was confronted with patterns of decision making as observed in the field of political sciences: Most prominently the resistance of organisations to change.

However, in 2012 the Stedenbaan is still perceived to be the 'best case' for regional TOD strategies in the Netherlands and has as such attracted attention also from abroad.

3 Preliminary conclusions

Types of design processes

1) design as a craft to integrate and explicate analytical knowledge, thus urging for reflection from a scientific ('evidence based') point of view

Most design proposals that were formulated in the course of the project were evidence informed (Davoudi, 2006).

The up scaling of argumentations was assisted, but not driven by evidence.

Evidence became effective when responding to (earlier expressed) normative agendas and when corresponding to the intuitive perception of participants in the debates.

32. Ruimtelijke situatie

► Een excursie langs de Stedenbaan was een belangrijke inspiratiebron voor het ontwerp van

de negen toekomstkansen. Deze reis voerde langs stations die midden in de stad liggen, stations in het overgangsgebied tussen stad en landschap of stations midden in het landschap. Ook de

landschappen verschillen: er is weiland en voor recreatie attractiever landschap zoals Midden Delfland of de Kagerplassen.



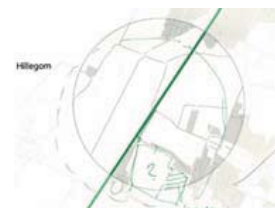
1st design proposal, evidence informed:
Station areas along the Stedenbaan line differ
substantially from each other

Types of design processes

2) design as a craft to allocate meaning, thus urging for deliberation from the point of view of politics.

Due to the functions of the 'podium' the design processes was highly responsive to the organisational and political setting in the South Wing and the Stedenbaan project.

Proposals that associated local land use plans with the project became the most influential ones.



1.03 Hillegom



3.03 Leidas de Vink



4.03 Den Haag Moerwijk



4.11 Schiedam Centrum



5.06 Rotterdam Lombardijen



5.14 Dordrecht Nieuw Zuid



6.07 Zoetermeer



7.06 Nieuwerkerk aan den IJssel



1.05 Voorhout



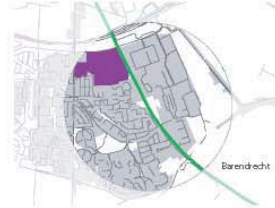
3.05 Voorschoten



4.04 Rijswijk



4.12 Spangen



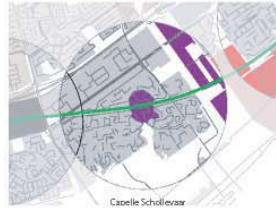
5.07 Barendrecht



5.15 Dordrecht Amstelwijk



6.08 Zoetermeer Oost



7.07 Capelle Schollevar



1.08 Leiden Noord / Marnewijk



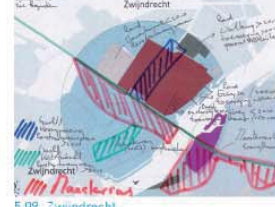
3.06 Leidschendam Noord



4.05 't Haantje



5.01 Rotterdam Centraal



5.09 Zwijndrecht



6.01 Den Haag Centraal



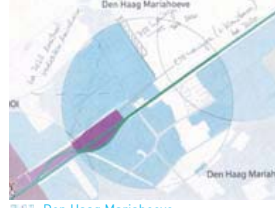
6.09 Bleizo



7.08 Rotterdam Alexander



2.04 Sassenheim



3.07 Den Haag Mariahoeve



4.07 Delft



5.02 Rotterdam Blaak



5.11 Dordrecht



6.03 Den Haag Binckhorst



7.01 Gouda Goverwelle



7.10 Rotterdam Veilingterrein



3.01 Leiden



3.08 Den Haag Laan van NOI



4.09 Delft Zuid



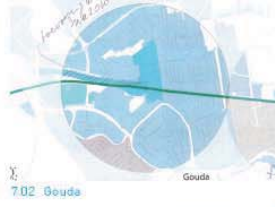
5.03 Rotterdam Zuid



5.12 Dordrecht Leerpark



6.04 Voorburg



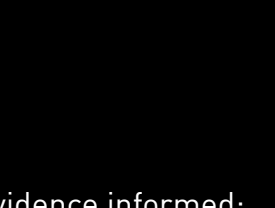
7.02 Gouda



7.11 Rotterdam Noord



5.05 Rotterdam Station



5.13 Dordrecht Zuid



6.06 Ypenburg



6.08 Gouweknoop



6.06 Ypenburg



7.04 Gouweknoop

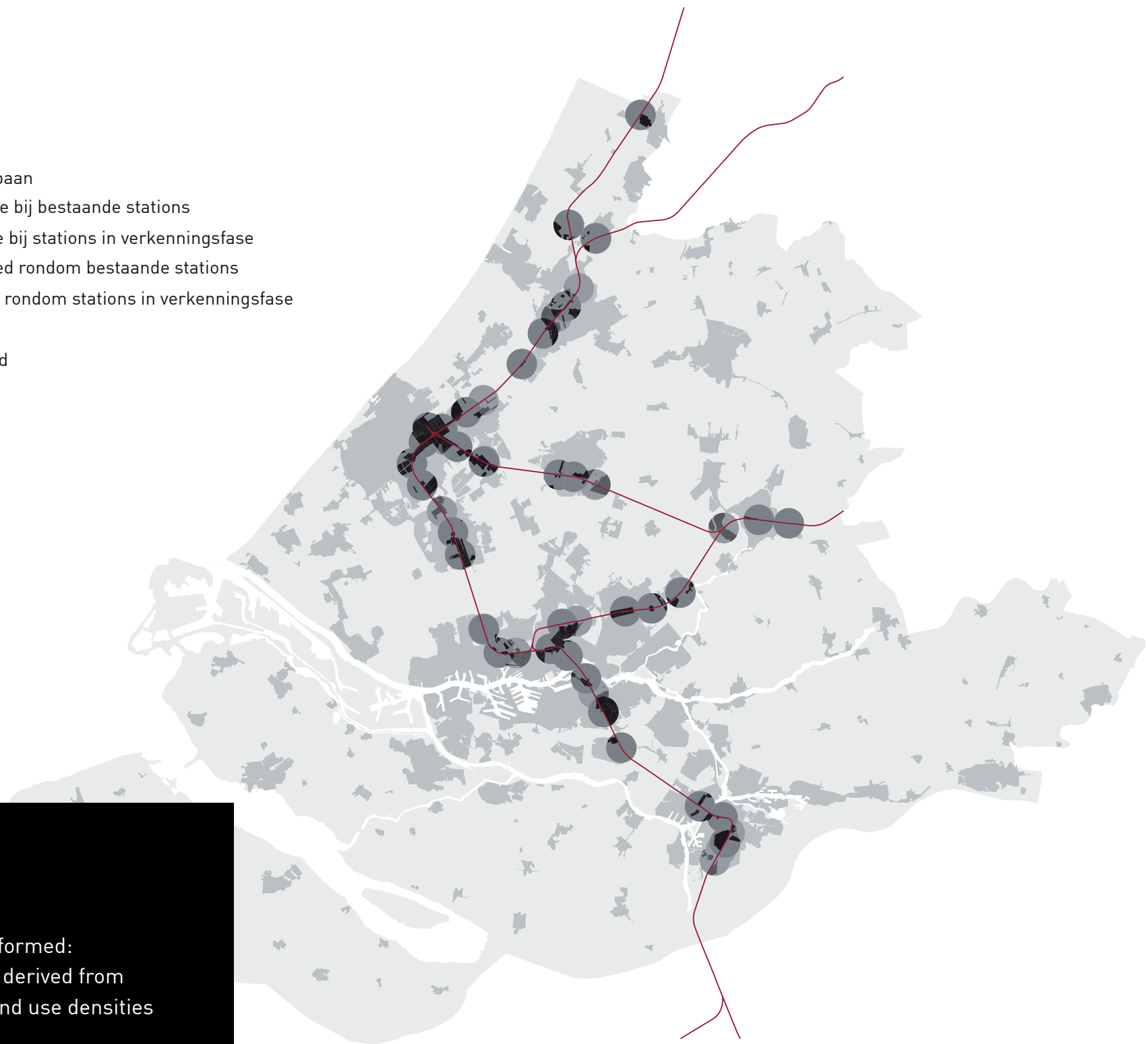


7.04 Gouweknoop

1st design proposal, evidence informed:
 Potentialities for intensification, derived from
 statistically exploring existing land use densities
 around stations.

Ontwikkeldruimte rond stations

- Invloedsgebied Stedenbaan
- 2500ha Ontwikkeldruimte bij bestaande stations
- 700 ha Ontwikkeldruimte bij stations in verkenningsfase
- 14 500 ha Invloedsgebied rondom bestaande stations
- 3500 ha Invloedsgebied rondom stations in verkenningsfase
- Verstedelijkt gebied
- Niet verstedelijkt gebied



1st design proposal, evidence informed:
Potentialities for intensification, derived from
statistically exploring existing land use densities
around stations.

Thank you very much for your attention