

## **Geo Spatial Worldforum 25 April 2012 Amsterdam**

### **Abstract Bas Kok “Governance & Planning”: Dutch experiences in relationship between National Data Infrastructure communities and Spatial Planning communities”**

**Associate Professor Delft University of Technology Geo Information Governance**

**Director Delft University of Technology Knowledge Centre GI Governance**

#### **INTRODUCTION**

The theme of the session “Governance and planning “is a very hot issue at this moment. Governance abilities and well-functioning National Spatial Data Infrastructures are key elements for and adequate legal, organizational and institutional national spatial planning system. A very good example is on how the Dutch spatial planning authorities are making use of the key elements of the Dutch National Spatial Data Infrastructure for the preparation, the establishment and execution of the national, provincial and local spatial planning instruments. In the conversion of the spatial legal planning system the geo experts made use of the right governance tools and information policy instruments laid down in the Dutch National Spatial Data Infrastructure system.

The way in which governance responsibilities are used and the way in which the national spatial data infrastructure are organised and implemented were very important for the Dutch spatial planning community and succeeded in this.

#### **GOVERNANCE MODELS**

In this process there was a tight interactive relationship and interaction between governance, information policy implementations by NSDI’s and Spatial Planning mechanisms. When are focussing on the governance issue first, the term governance is very popular at this moment and is used In many cases. Scientists are using a variety of definitions of governance . The definition of

Prof Katrien Termeer attracts me because she explains that during the past decades the use of governance instruments by public authorities had been changed. Originally governance was only focussed on the tools for government. In this first generation of governance models emphasis was laid on top down. Governance policies should influence peoples social behaviour. After some years a second generation of governance approach was introduced In the first generation of governance approaches there was a lack of information. A reaction on this first the generation governance model governments in the second generation models provided information to society before the government made the final decision. It gives more room for negotiation with the society. Nowadays we are in the Netherlands in the third generation of governance model. This model is a more modest view on government steering and works effective when governments work in full interaction with the societies and the communities.

#### DEVELOPMENT OF DUTCH NATIONAL SPATIAL DATA INFRASTRUCTURE

The Dutch National Spatial Data Infrastructure is also an important instrument for the use of the Dutch National Spatial Planning system. The NSDI is also developed in the third generation governance context. I will explain this in more detail. When you look at the development from an organisational and institutional perspective of the Dutch NSDI I distinguish four stages of developments. The stand- alone stage, the exchange stage, the cooperation phase and the network phase. The stand-alone stage of the NSDI development was in the 1980's. During that time only the Dutch Cadastre had the ambition expand their own cadastral registration system that comprised all the elements of the NSDI. In 1984 a coordinating minister of geo information became responsible for the effective geo information supply in the Netherlands. At the end of the eighties an information policy plan for GI was set up in cooperation with all the other suppliers of GI under the leadership of a GI platform and the Minister in cooperation with the all the GI professional suppliers. That was the second phase of this overview. In this second phase the second generation governance approach was used. The NSDI model was developed making an information analyses and compose a structure plan of land information for whole of the country. In the model eight important registrations needed to be

improved of set up to create an effective and efficient infrastructure for the Netherlands. As key registrations were defined. The Population register, Cadastre Registration and the Register of Enterprises needed to be improved. And a large scale and a small scale basic map , a building register, a register of addresses and a register of public restrictions needed to be set up. This plan was approved by the Council of Ministers in the mid of the nineties. The registers became part of the Dutch e government program and most of the registrations nowadays have a legal basis as so called authentic registers. That means that the producer of this register is obliged to guarantee the quality of the data and all the public agencies are obliged to use this information for their tasks. In the second half of the nineties a system of semantic standards was developed that made possible that the data between the registers could be exchanged. In this third phase of SDI development standards were developed by the geo community. Government authorities made in this phase use of the third generation governance tools.

In general after the implementation of the main registrations an NSDI questions came up about the way in which NSDI's could be effectively used for other important government tasks and activities.

## RELATIONSHIP WITH DUTCH PLANNING LEGISLATION

And now a short overview about the way in which the Dutch national planning authorities made use of these opportunities; the way the governance tools were used and the way in which the spatial planning community developed tools that fits into the Dutch NSDI approach.

In the Netherlands the Dutch Geo Spatial Planning Sector took the initiative that the Dutch NSDI approach became an essential part in the new legislation for spatial planning in the Netherlands that came into force in the beginning of 2010. In the Netherlands we have a very strict spatial planning regime. We live here in the Netherland of one of the most high dense countries in the world. What's I'm saying looks may be a bit unbelievable. When you look out of the window of your airplane just before you arrive at our international Schiphol airport you look over a vast area of green rural areas. That is one of the

benefits of our traditional and current national spatial planning system. There is a very strict regulations regime that forbids unlimited building in rural areas.

The involvement of the spatial planning sector in our NSDI started in the nineties with a question of then Minister of Spatial Planning mr. Pronk. He wanted to protect rural areas from urban sprawl. He wanted to know how much potential room was available in the urban area to concentrate in the future the new building activities in the urban areas and to forbid new building activities in the rural areas. To answer this question effectively the geo experts in the ministry took the initiative to introduce a new project called the Digital Exchange of Local Spatial Plans. By collecting all the legal municipal spatial plans in the Netherlands a calculation of the available room for the future building and planning capacity in the future for urban areas could be made. In this way expansion of buildings in the rural area could be restricted and limited. . It was very difficult to give a reply on the questions of the minister. Most of the legal spatial plan were paper plans. So all the spatial plans needed to be digitized and an all over digitalising system needed to be developed that's quantifies the room that is available in which areas new houses can be constructed.

In the meantime another government came in but from other reasons the digitization program became more and more important. Geo experts inside the ministry of spatial planning took to initiative for close cooperation between designers, architects, municipalities, provinces and water board to develop geo spatial standards that made possible that the digital spatial plans could be exchanged in the preparation and design phase of the spatial planning process. The advantage of this approach was that digitized plan could be exchanged and could be submitted for approval by the responsible municipalities and provinces. A special program DURP was launched. In this program spatial planning standards (called IMRO) were developed as a special standard called IMRO as an integral part of the Dutch NSDI standardization system. In this way the geo professionals of the ministry introduced and executed in cooperation with the NSDI experts within the Netherlands Council for Geo Information ( Ravi a standardization system that made possible that the municipal, provincial and national plans could be exchanged and compared and that fits in the NSDI standardization system. This DURP program became more and more popular in

the first years of 2000, also because of the introduction of the Dutch e government program Government Portal 2000 program. The main objective of this program was to stimulate better service provision to citizens. Policy trends about improving transparency of governments to citizens and participating democracy of citizens also contributed to the success of this project. This successful approach became part of the new Spatial Planning Legislation that came into force on January 1<sup>st</sup> 2010 . This new planning legislation obliges that new spatial plans must be digitized, the IMRO standards must be obligatory used in these plans, and the key NSDI registrations such as the Large Scale Basic Map must be obligatory used in every digital plan that will be developed. In this way these plans can be easily exchanged between municipalities, provinces and national governments. A special website [www.ruimtelijkeplannen.nl](http://www.ruimtelijkeplannen.nl) gives for every citizen an insight of the status of the national spatial plans in the Netherlands. NSDI experts and Geonovum assists the planning authorities in the maintenance of the IMRO standardization system.

### **Conclusions and points of attention.**

- The strong, enthusiastic, visionary, communicative **project leader** in the Geo spatial planning sector was one of the **basic elements for success** (convincing municipalities and provincial experts to participate, and convincing politicians ) and was **NSDI supporter**
- The **national geo planning specialists (NSDI user community) of the Ministry** initiated and successfully carried out the **program DURP**
- They **IMRO system** and **DURP** is a **fully part of the Dutch NSDI standardization and application system** ( national semantic standardization system)
- **DURP** is an **essential part** in the **new spatial planning legal system** as well as the **key registration of the Dutch NSDI**
- **Adequate NSDI development ( at least third stage )** is important **requirement** for the **execution of the new legal system for spatial planning** ( high quality, accurate and timely available Key data)
- **Third generation governance** basic **NSDI** and **Spatial Planning Legal and organizational system**