

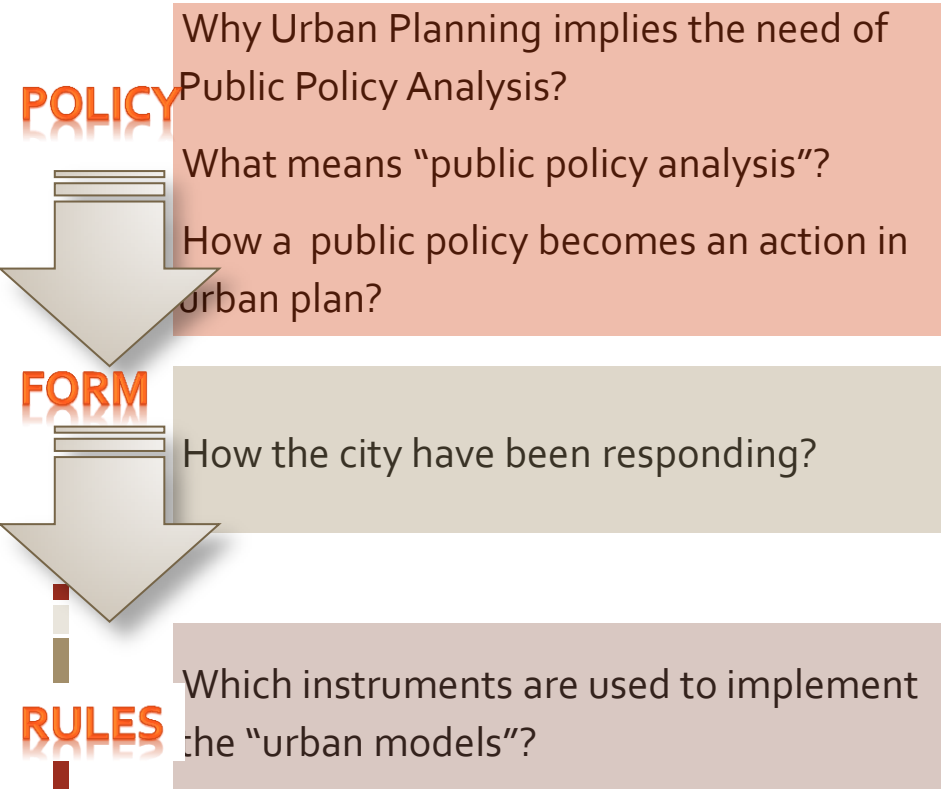


PLANNING THEORY AND URBAN DYNAMICS

Prof. Carmelina Bevilacqua – Università Mediterranea Di Reggio
Calabria

Urban Regeneration and Public Private Partnership -


Summary



Planning Theory and Public Policy Analysis

Urban Growth vs. Urban regeneration

Land Use regulation



PLANNING THEORY AND PUBLIC POLICY ANALYSIS

|| Planning Theory and Public Policy Analysis

**Why Urban
Planning implies
the need of Public
Policy Analysis?**

**What means
“public policy
analysis”?**

The subject area of the study of **public policy** is newly formed.

The so-called **Public Policy Movement** was born in the sixties in America and spread in the seventies in Europe, especially in UK.

The need to analyze and guide **public policies** towards **optimal solutions** to growing complexity in the society outlined a field of study, more properly called **Policy Analysis**, that, quoted Dye (1976) "**tries to find out what the government does, why it does it, and with what results**"

|| Planning Theory and Public Policy Analysis

Urban planning, like all other forms of planning, is a political activity in the research of objectives that meet the needs / values of the community.

The identification of the ways in which the social welfare is expressed implies the use of evaluation criteria to determine the variation of the well-being of the community as a function of the choices made.

According to the version most commonly accepted in public policy analysis, **public policy** is the set of actions performed by a set of actors that are somehow related to the solution of a problem that is a **collective need**, an opportunity or a question unsatisfied, which is generally considered of collective interest. (Dum, 1981)

Planning Theory and Public Policy Analysis

| Juridical Framework <i>Design</i> | Technical approaches <i>Implementation</i> |
|--------------------------------------|---|
| Contents/Objectives | Tools |
| Actors | Consensus/conflict |
| Decision | Action/Management |

Public policy = Policy making process

A **public policy** is defined by the process that is supposed to build the public policy itself, that is **policy making**.

the public policy becomes the union and the interchange of the formulation process and the implementation.

The **distinguishing features** are identified in the design process. While in the implementation process, the **technical elements** and the "modus operandi" of policies are identified.

Planning Theory and Public Policy Analysis

The two stages of policy making, design and implementation, although interrelated, often show a contrast relationship in the **decision-action**, defining the existence of problems related to the **failure to achieve the set objectives**.

What Dunsire called "implementation gap"[Berret and Fudge, 1989] drives to analyze those factors that can influence the process of the action.

The policy making, therefore, is a dynamic process that "cannot be isolated from the social relations in which the process has been developing.

The importance of context has been widely highlighted by the authors who have dealt with the political processes.

Taking up the work of Healy (1989), it is easy to identify the factors which characterize the context:

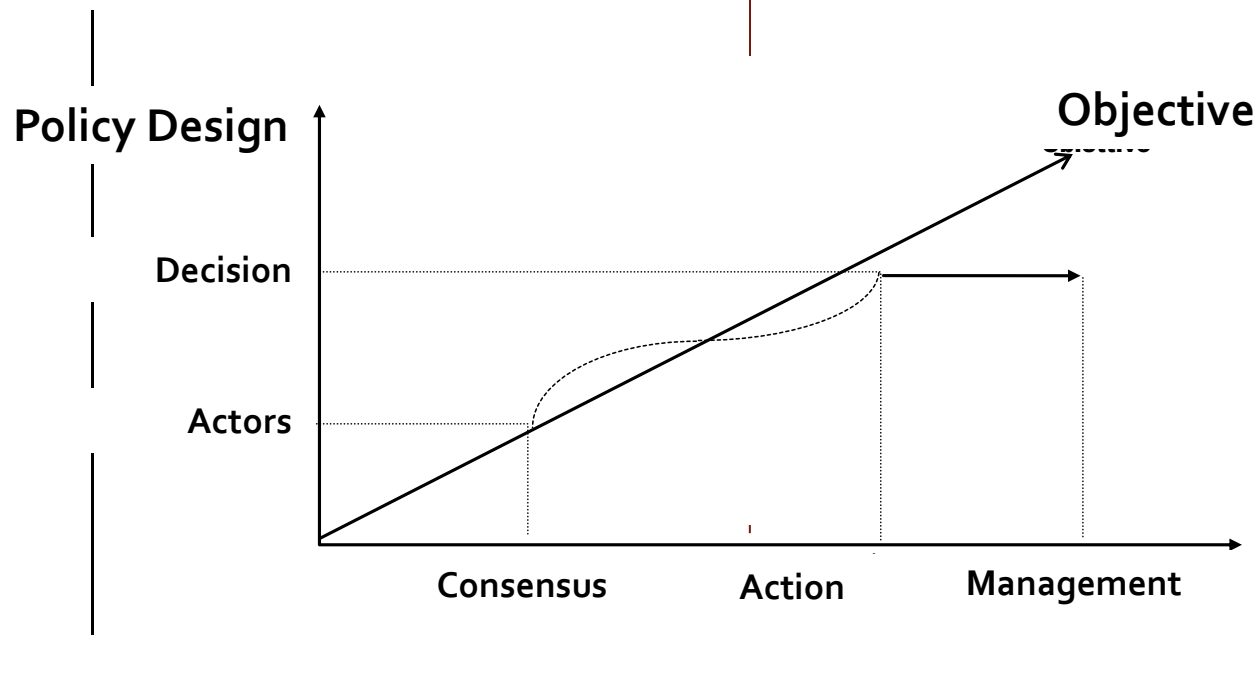
- **cost**, availability of resources,
- **political**, distribution of the power and the level of consensus,
- **technology**, the ability to distribute the information.

These factors become the variables of the analysis of the context for the definition of the final decision.

Planning Theory and Public Policy Analysis

The moment of consensus / conflict in policy making determines some fluctuations which deviate the initial decision by making an adjustment path process towards the definition of the policy to be implemented.

This adjustment process alters the shape of the application but not the content, and depends on the level of the conflict to heal



The discrepancy between objectives and outcomes will be set after the adjustment time, when the management / action takes over the decision, that is, when the directionality of policy can also be affected mystifying its goals.

Planning Theory and Public Policy Analysis

Thinking about urban planning, we can now argue that its process is identified in the "ways of mediating conflicts of interests." (Healy, 1988)

The interests define, then, the social relations characterized according to the ways of production, the culture of social welfare and organizational structures that act not only in the policy definition but also in its implementation.

- The shape of the political processes which emerge in particular situations is therefore not a product predetermined by the dominant power groups; but is rather the result of
 - consolidated political and organizational practices,
 - the range of interests that are grouped around issues and particular areas,
 - the choices of various groups to pursue their own interests and
 - the ways in which the relationships between these groups are specifically negotiated.
- It is possible argued that the shape of the political process (how) changes according to the issues addressed (what) and between places and institutions (where), and between the groups involved and their respective institutions (who). [Healy, 1989]

Planning Theory and Public Policy Analysis

the political process in urban planning produces plans, which shows the structure of the local political system.

The management of the structure of the local political system. defines scenarios of urban/territorial transformation that could not match the expectations.

By contrast the plans could resolve conflicts between the legislative decision and the administrative implementation.

- If the axis conflict / consensus is an obvious and important way to analyze the interactions between the actors, it is certainly not the only one.
- Another dimension to which we must pay attention, is that which refers to the degree of consistency among the decisions and planning mechanisms. "(Dente, 1990)

|| Planning Theory and Public Policy Analysis

Within the policy-making process, different approaches regarding the analysis of public policies can be identified.

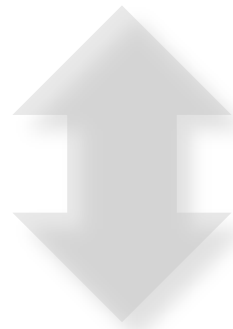
- Although what Wildavsky (1979) asserted regarding the inability to find a single definition is accepted, the identification of different levels of analysis according to typology proposed by Hogwood and Gunn (1981) and reported by Ham and Hill (1984), can be useful, even in its reductionism.

|| Planning Theory and Public Policy Analysis

| CATEG. | DEFINITION | SUBJECT |
|---------------|--|---|
| I | Analysis of the policy contents | How policy areas have been generated and implemented and what are the outcomes - by case study analysis. |
| II | Analysis of political/administrative process | Which factors could affected the design of a policy . |
| III | Analysis of policy outcomes | Why the expenditures levels and the services supply vary with respect different contexts. |
| IV | Evaluation | Impact evaluation on population. |
| V | Information need for the political-administrative process. | The attention is paid on the data organization to support the decision making process. |
| VI | Efforts to improve processes | The way of improving the capacity building of the administrative bodies by redistributing functions, roles, and in order to increment the policy choice by planning and evaluation of alternatives. |
| VII | Efforts to improve the policies | Push for specific choices or specific ideas. |

|| Planning Theory and Public Policy Analysis

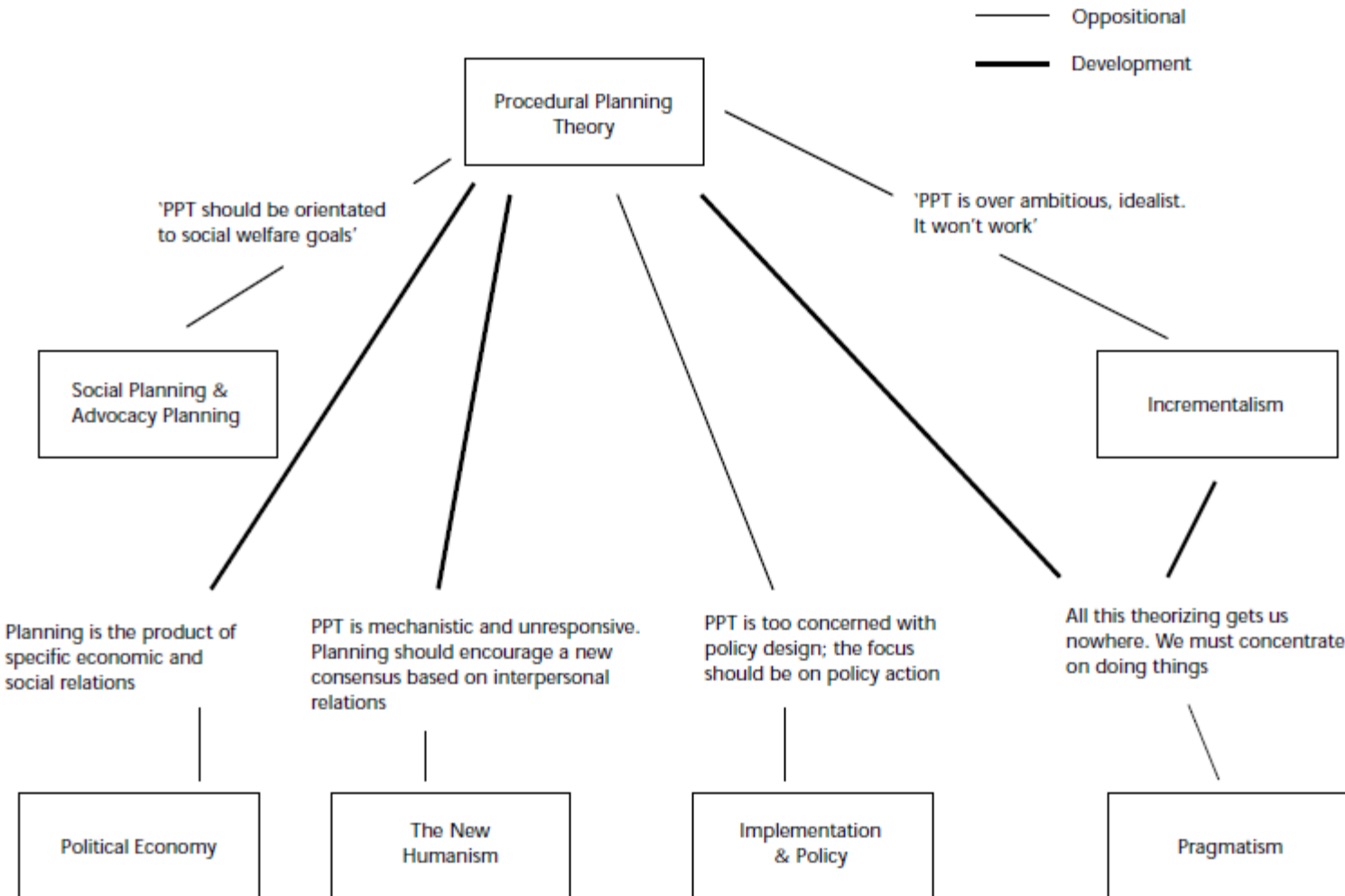
- In the structuring of the conflict / consensus the decision making is susceptible to different interpretations in relation with the theory that underlies to the process itself.



Planning Theory



Planning Theory and Public Policy Analysis





LAND USE REGULATION

Land Use regulation

The relationship policy-planning in the management and organization of the territory is not only an administrative decision. So far, the problem of the content of policies, the objective of the public action on the territory, was placed only in terms of generating conflicts of interest.

The fact that generate conflict is symptomatic of the special interests that are affected when an administration decides to pursue a goal. So the conflict arises for the goal and for policies that could potentially be taken to achieve the goal by itself.

GOAL

Policy

Policy

Conflict

Land use regulation

Land Use regulation

The relationship between policy and planning in the urban field is expressed in controlling land use.

This activity cannot be separated from its public feature because, even when it interacts exclusively with private sector generates externalities, indirect effects, which bring into play the interests of others.

Apart from the controversy on the exercise of control, whether dictated by a mere market mechanism or by a process of governmental regulation or state, the fact that the subject of planning is the control of land use calls into question the distribution of power, which is typically related with the activity of zoning, while spatial planning remains an academic exercise.

Land Use regulation

According to Allensworth (1980):

“There is actually much more zoning than planning, and while in theory planning is to form the base of zoning, it commonly doesn’t. Perhaps the reverse is true.”

The meaning of this statement lies in the simple identification of the real conflict that the decision defines in the context of urban planning

Although the decision is public, in the sense that originates from public institutions, in reality reflects the power of private interests.

Public policies come from the conflict generated between interest groups, the most influential of which will prevail in the final decision, which will be stigmatized as public interest.

“It is power and influence that determine all public policy, including planning policy”
[Allensworth, 1980].

Land Use regulation

Allensworth states that it is common among urban planner , consider planning as an activity that is directed to an "efficient" allocation of resource, dealt with the theoretical and practice of rational choice.

The issue lies in the definition of "efficiency" for proper use and common use.

The common definition of efficiency concerns the choice, among competitive uses and purposes, of the optimal allocation of scarce available resources the cheapest way to a given end.

In terms of action and implementation, however, efficiency can mean anything, depending on the point of view of the interests involved.

. The solution of the problem acquires a political characteristic, in the sense that it is based on power and political influence, rather than on technical and professional settings.

Finally we can argue that in the resolving the conflicts, the urban planner would have the task of understanding , on one hand, the rationality of the problems in the game, on the other hand, the structural setting of the political economy of the context in which these problems "operate ". C. Wright Mill calls this ability "the sociological imagination", ie the ability to understand the connection between personal "problems" and social "issues"

Land use regulations: definition (from Owner)

- Refers to the rational and judicious approach of allocating available land resources to different land using activities and for different functions consistent with the overall development vision/goal of a particular city.
- refers to a document embodying a set of policies accompanied by maps and similar illustrations which represent the community desired pattern of population distribution and a proposal for the future allocation of land to the various land-using activities

Land use regulations: definition (from Owner)

- **refers to the manner of utilization of land, including its allocation, development and management**

- To promote efficient utilization, acquisition and disposition of land ensure the highest and best use of land
- To direct, harmonize and influence discussions and activities of the private and public sectors relative to the use and management of lands

Land use regulations: definition (from Owner)

- **refers to the manner of utilization of land, including its allocation, development and management**

- To reconcile land use conflicts and proposals between and among individuals, private and government entities relative to the present and future need for the land
 - To promote desirable patterns of land uses to prevent wasteful development and minimize the cost of public infrastructure and utilities and other social services

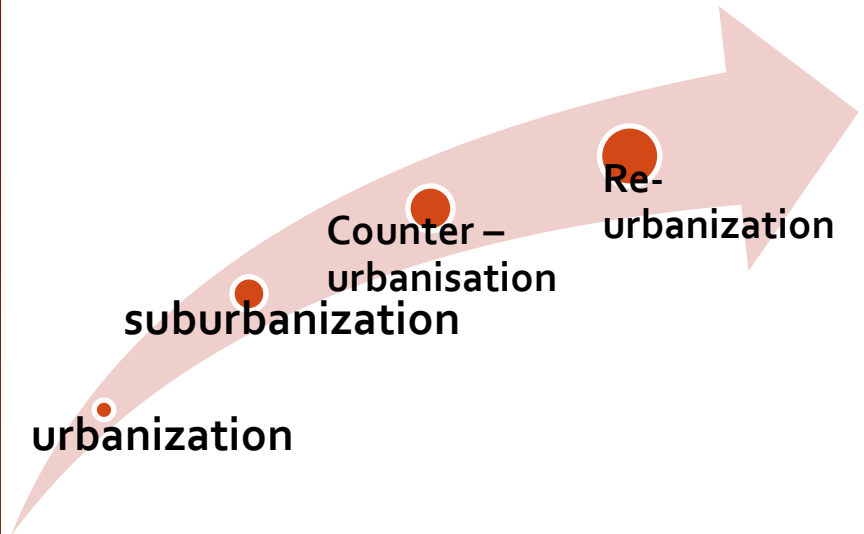


URBAN GROWTH VS. URBAN REGENERATION

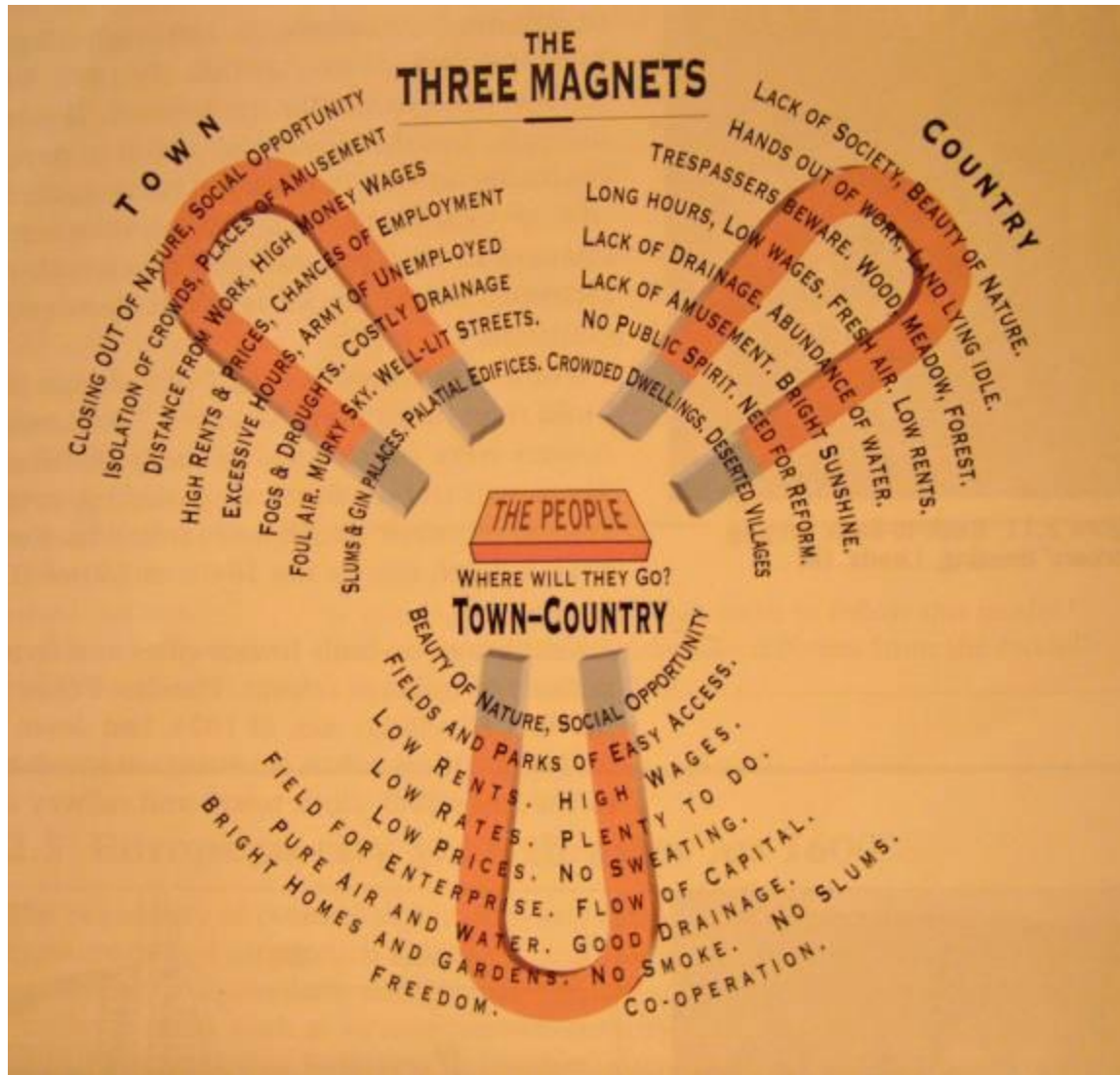


Land use regulations: definition (from Owner)

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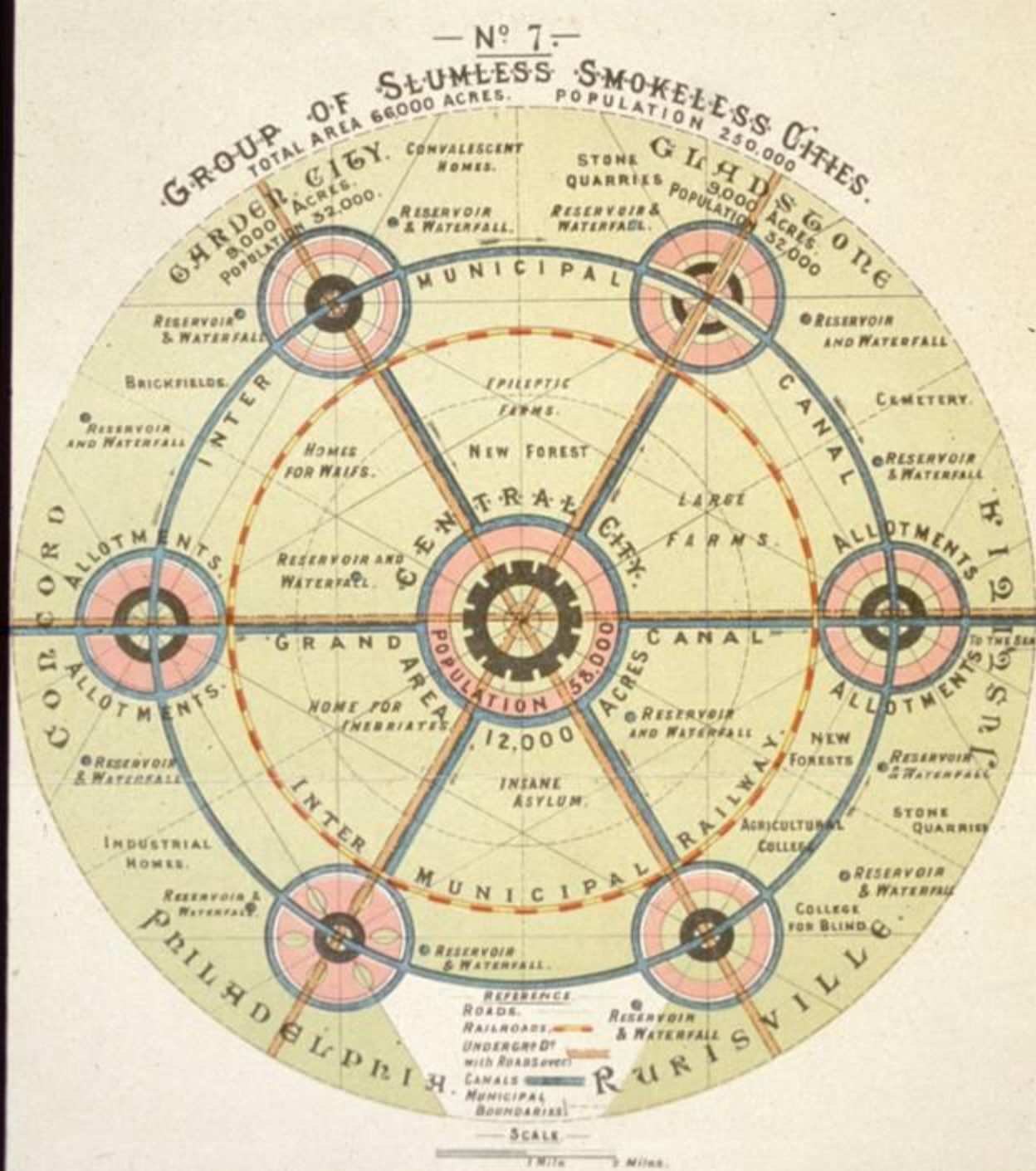
Urban Models from Darwell



Ebenzer Howard's Three Magnets 1898

Contrasting rural and urban life. The possibility that the best of urban and rural could be incorporated on a "Garden City"

eg Letchworth (1903) and Welwyn Garden City (1920). He actually planted a tree in every garden in WGC.



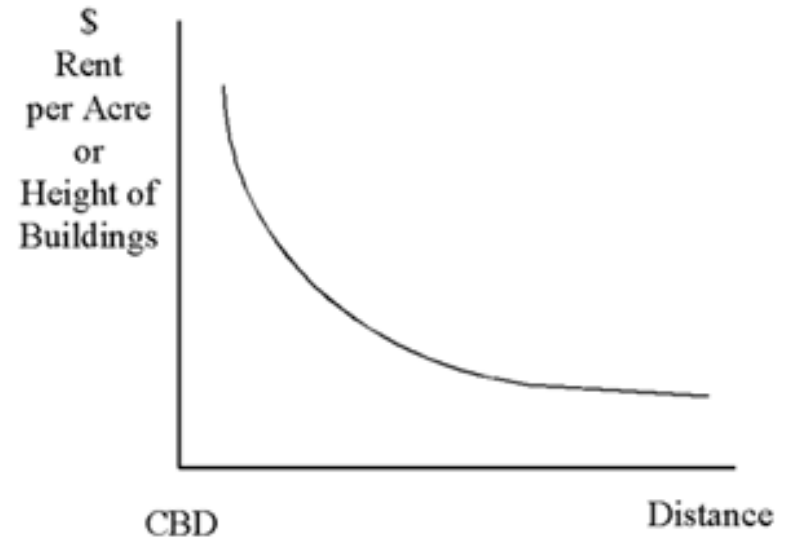
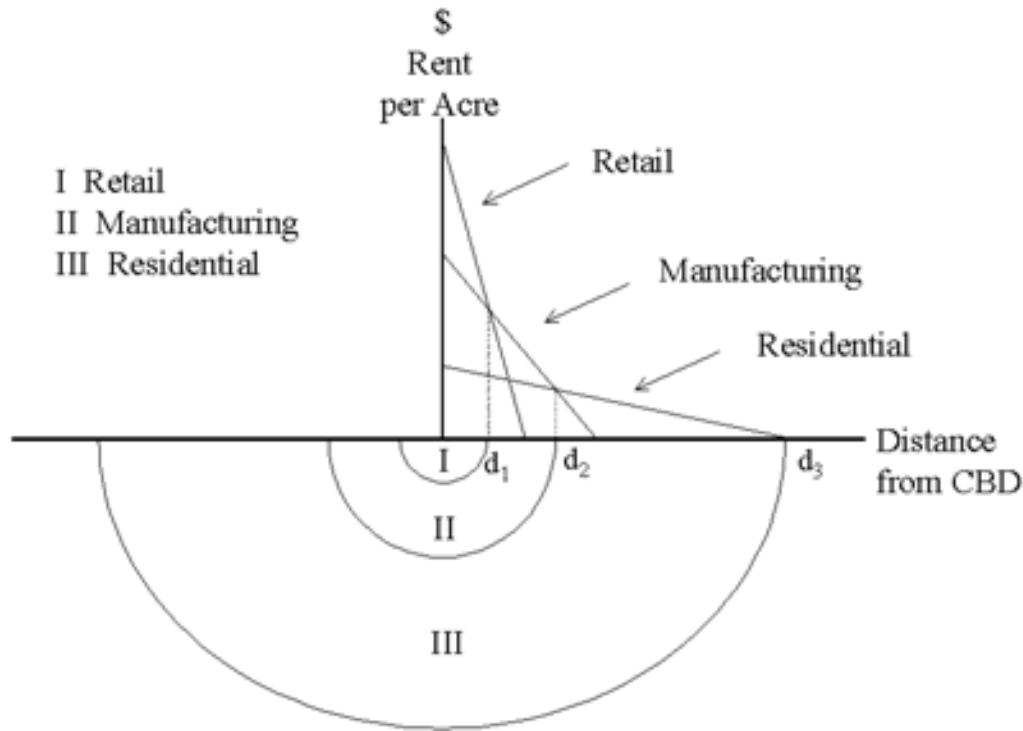
Ebenezer Howard
 'Garden Cities of Tomorrow' in 1902.

Influenced the later strategy of building **new towns** in the UK, US, Canada, Argentina, Israel and Germany.

As with most instances of **social engineering**, the garden city movement didn't quite achieve what it set out to do. Its laudable motives and egalitarian vision contrast with the often depressing artificiality of 'garden cities', and the fact that they merely function as dormitories to the larger cities they so often adjoin.

Bid Rent Theory

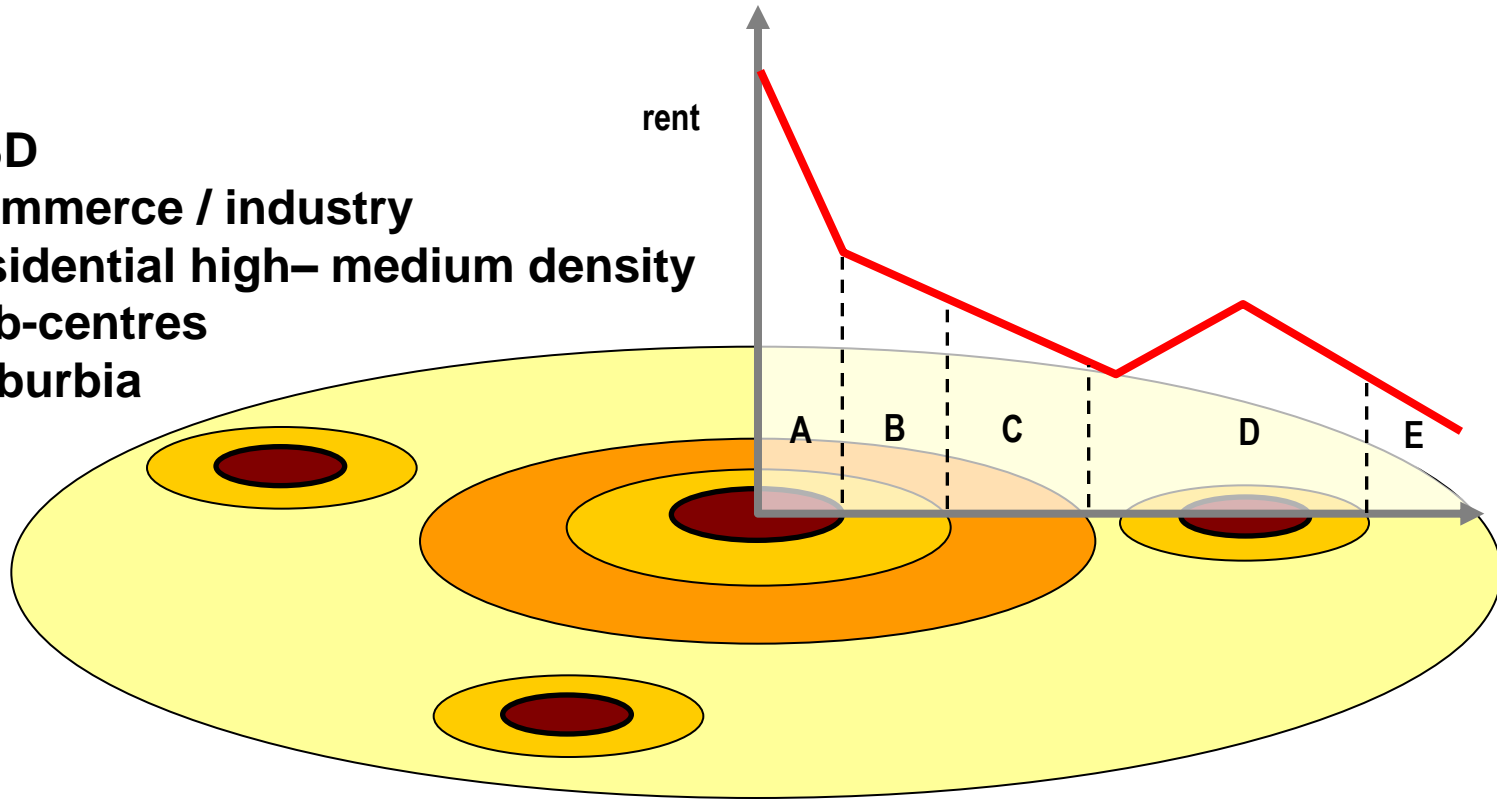
(Alonso 1964)



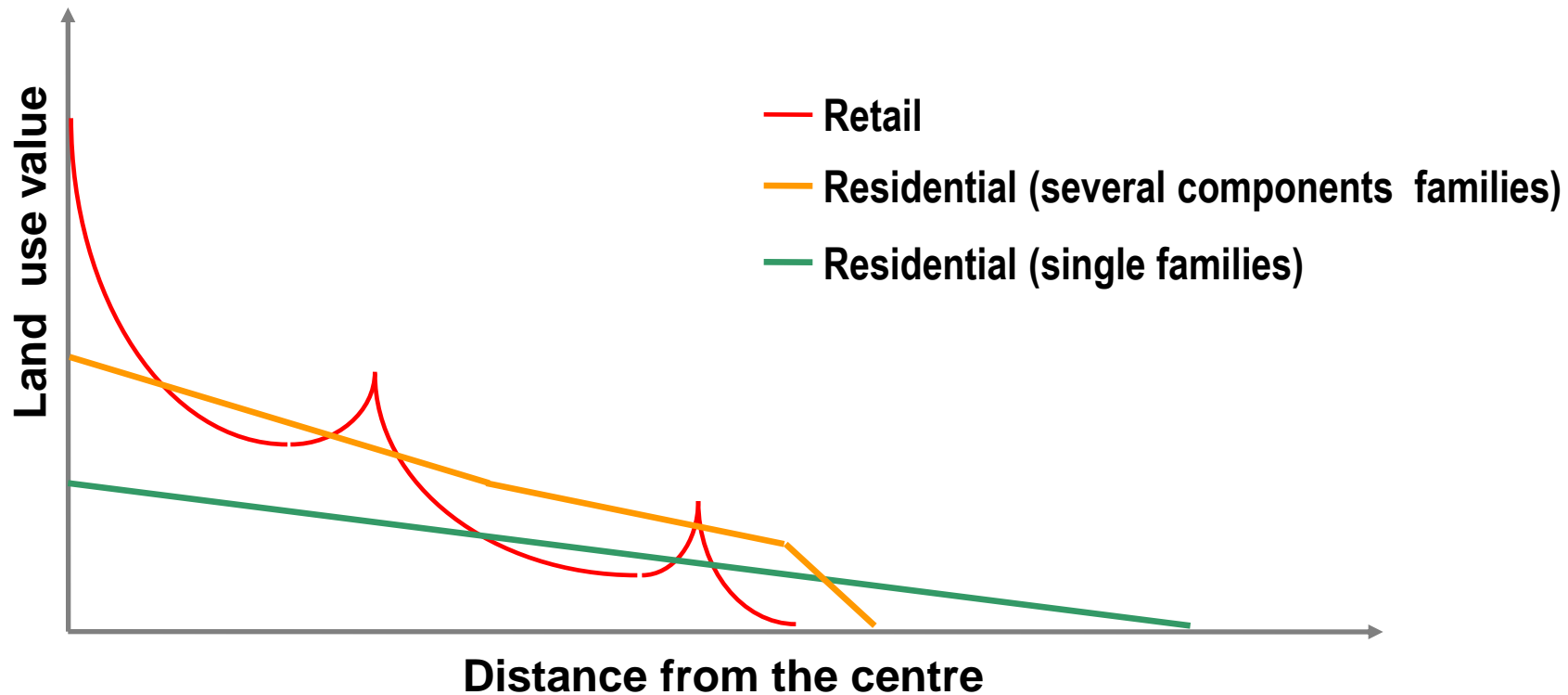
Bid rent/land rent theory shows how much different sectors of the economy are prepared to pay for land. Basic assumption is that accessibility is increased with centrality and therefore retailing is prepared to pay a high price for land in the CBD. As distance from the CBD increases availability of land increases and it is affordable for residential and even agricultural use.

Variations to bid-rent theory

- A – CBD
- B – Commerce / industry
- C – residential high– medium density
- D – sub-centres
- E – Suburbia

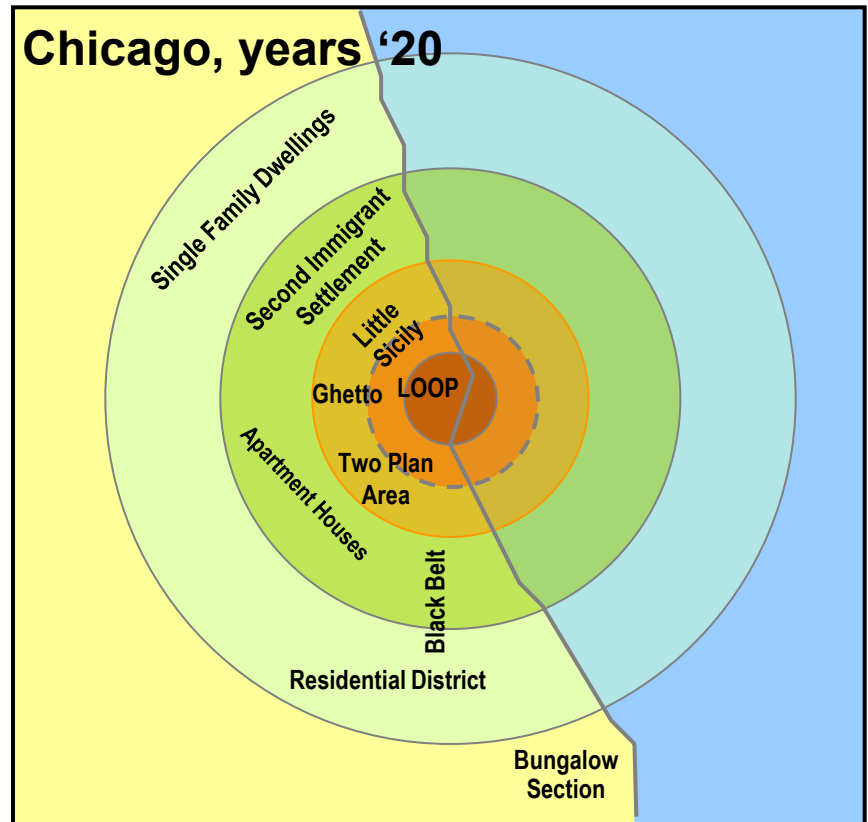
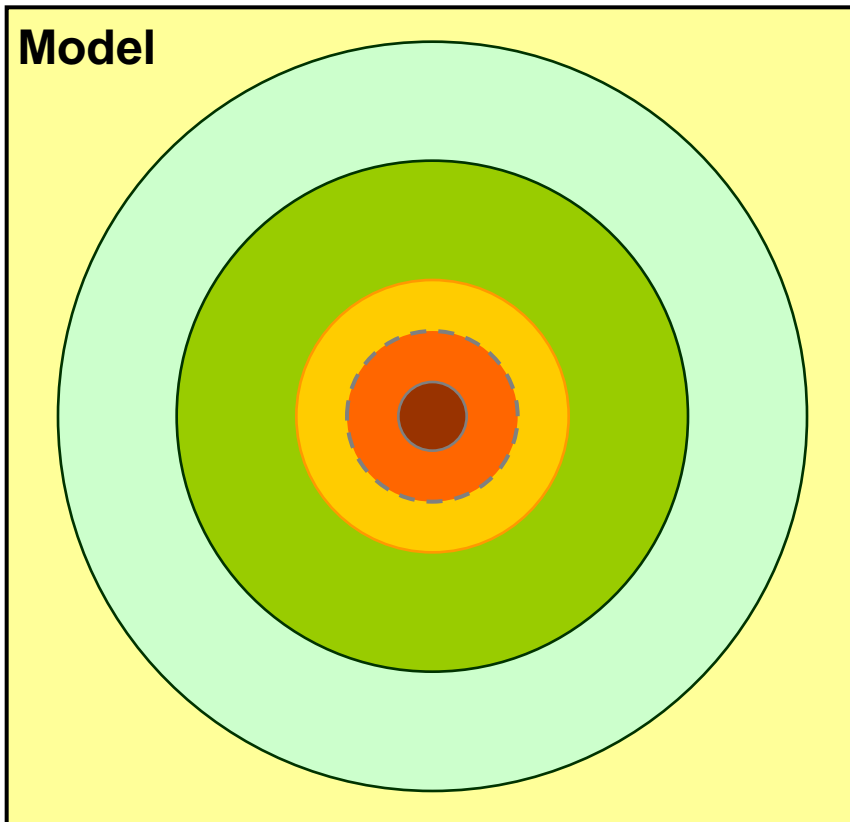


Land use value for activity sector according to the distance from the CBD



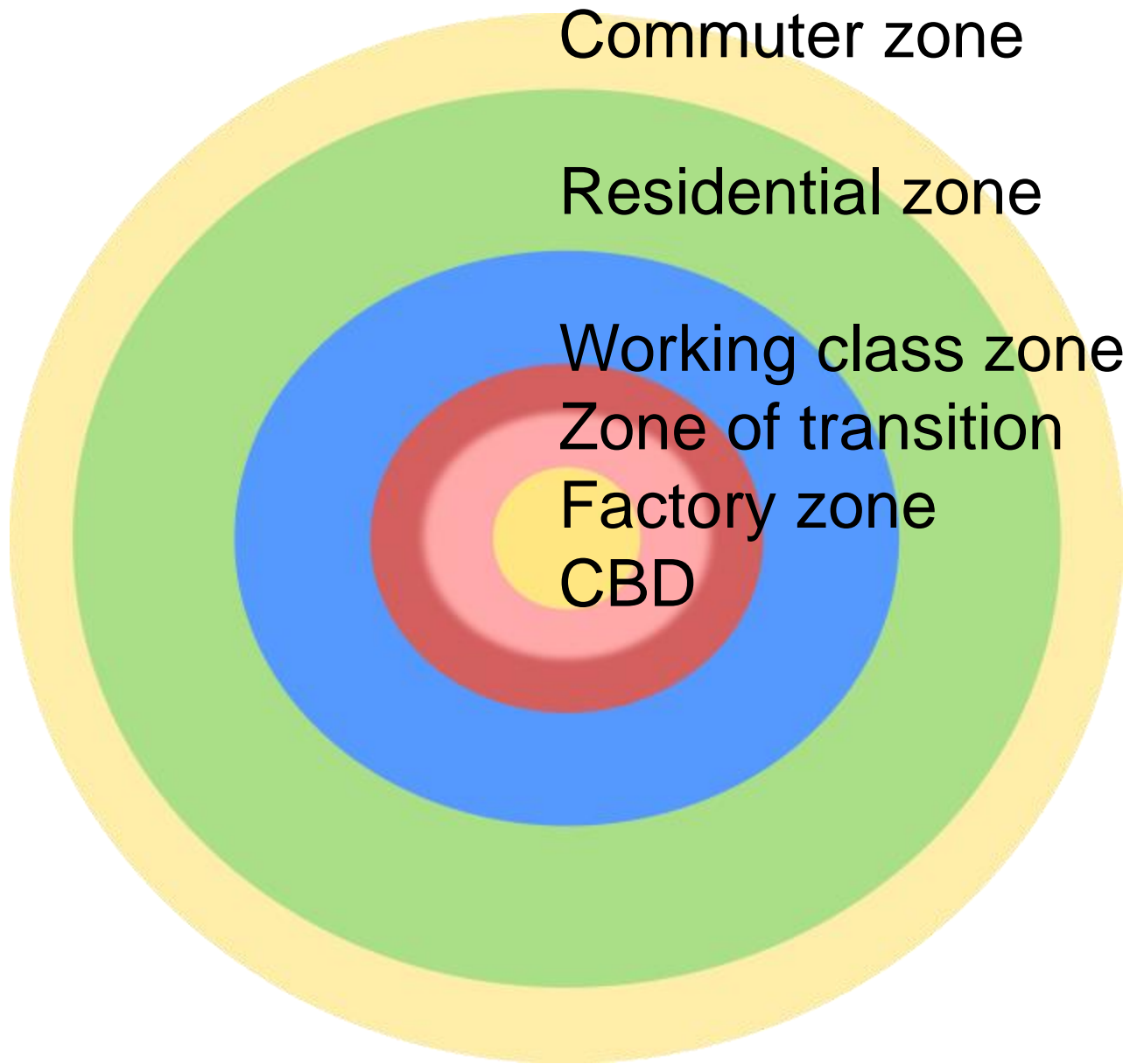
Peaks due to transport intersections

Burgess' model of land use



- I - Loop (downtown; CBD)**
- II - industries**
- III - transition area**

- IV - working class area**
- V - residential area**
- VI - suburban area**



Commuter zone

Residential zone

Working class zone

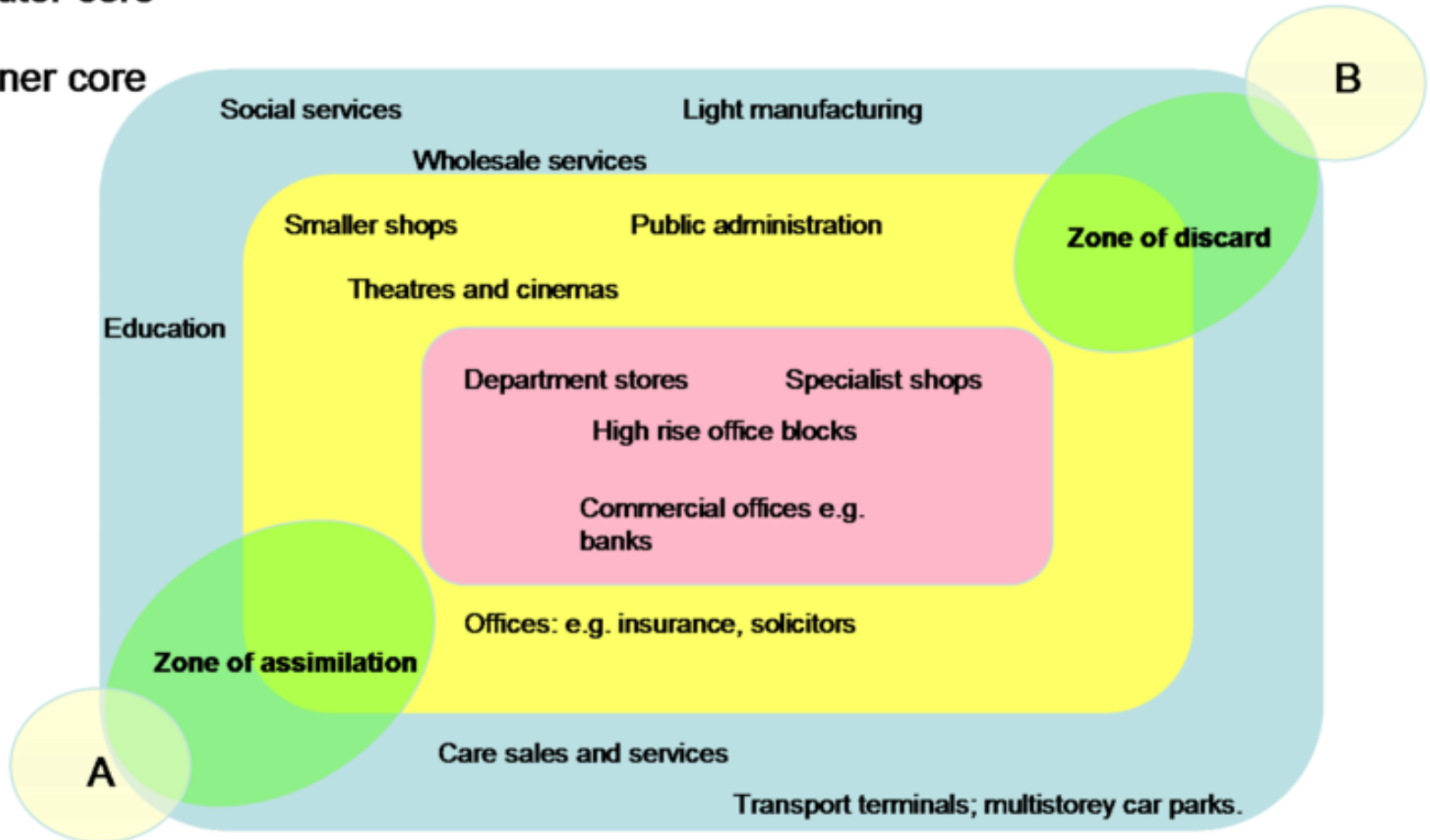
Zone of transition

Factory zone

CBD

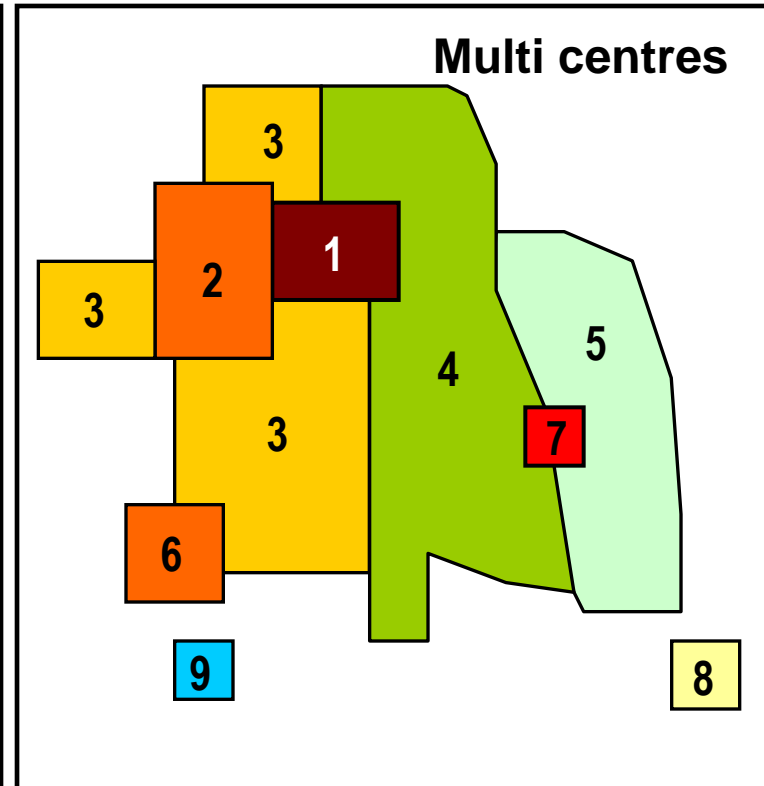
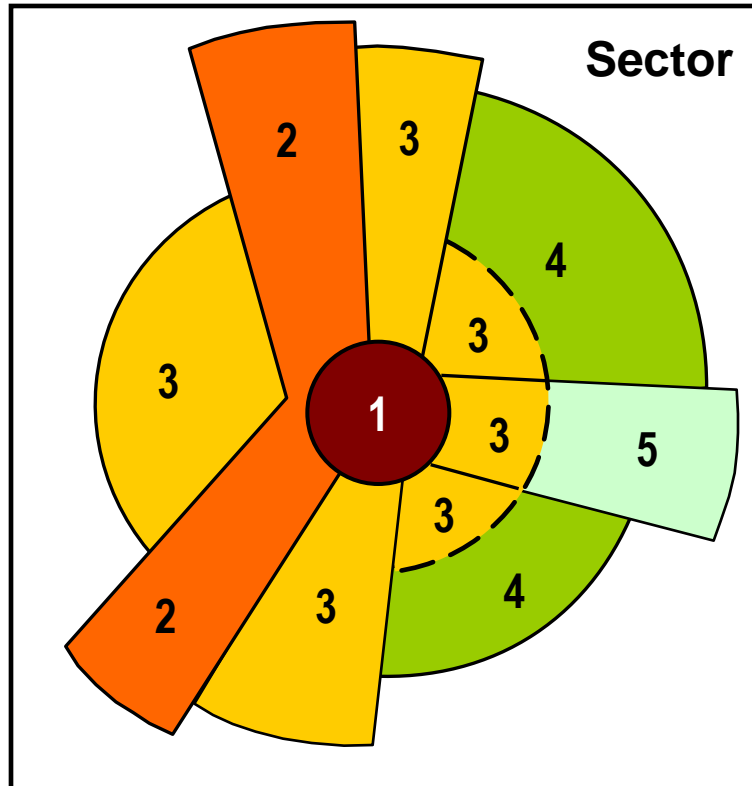


Core Frame Model – CBD Morphology



A=Better residential properties; B=Heavy industry and poor residential

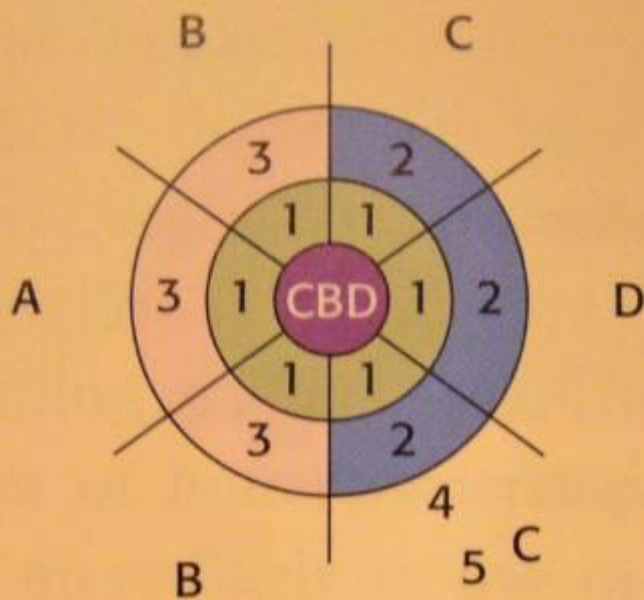
Models: 'sectors' (Hoyt) and 'multi centres' (Harris and Ullman)



- 1 CBD
- 2 Wholesale and light manufacturing
- 3 Low-class residential
- 4 Middle-class residential
- 5 High-class residential

- 6 Heavy manufacturing
- 7 Sub business district
- 8 Residential suburb
- 9 Industrial suburb

Mann's concentric circles and sector model



Zones

| | | | |
|---|--------------------|---|---|
| 1 | Zone in transition | 3 | Late Victorian and larger old houses |
| 2 | Small terraces | 4 | Post-1918 residential, with post-1945 development mainly on the periphery |
| 5 | Commuter villages | | |

Sectors

| | |
|----------------------|------------------------------------|
| A Middle class | C Working-class, public housing |
| B Lower-middle class | D Industry and lower working-class |

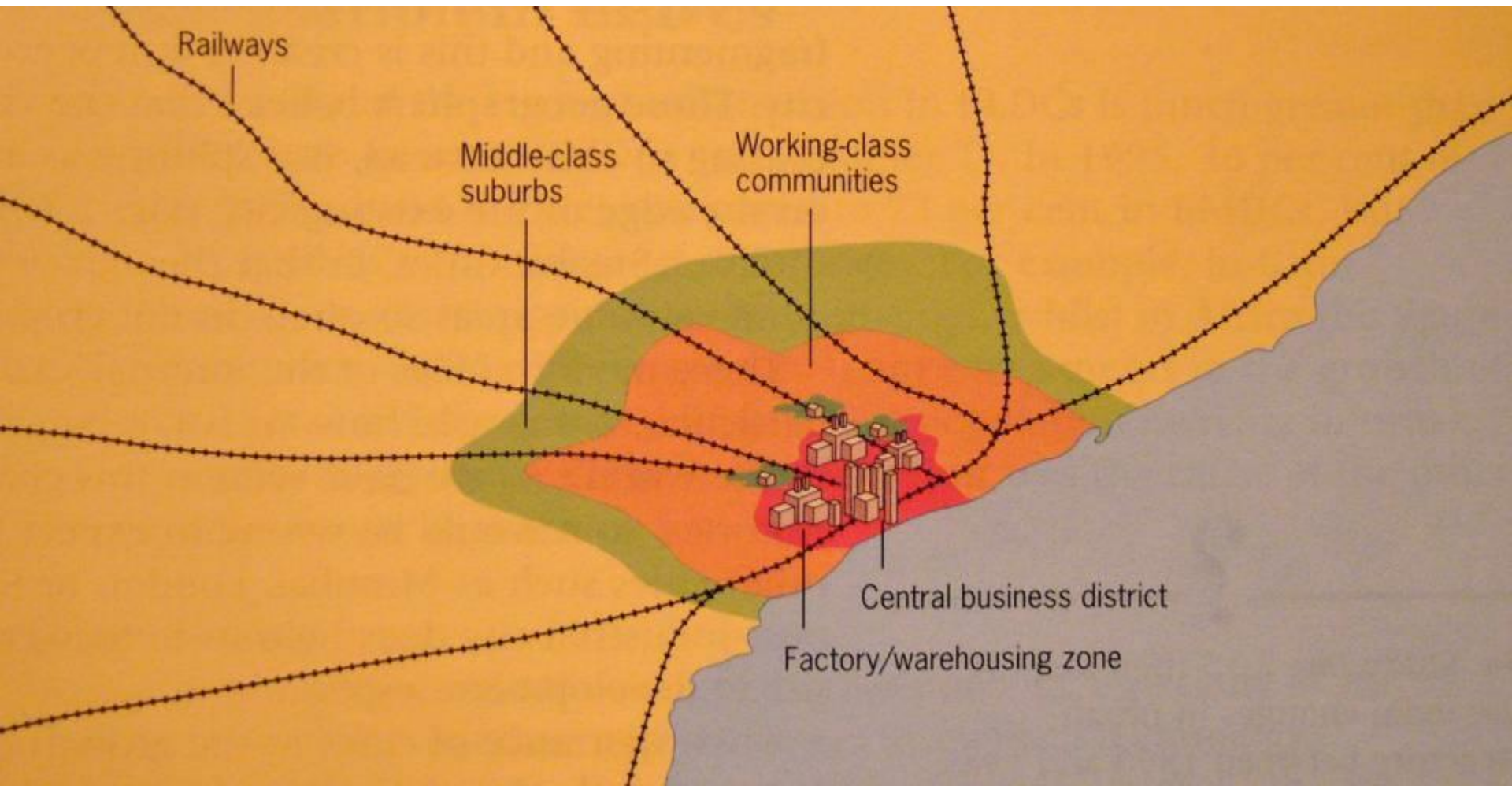
The industrial city of northern England

Devised by: Philip Mann, 1965

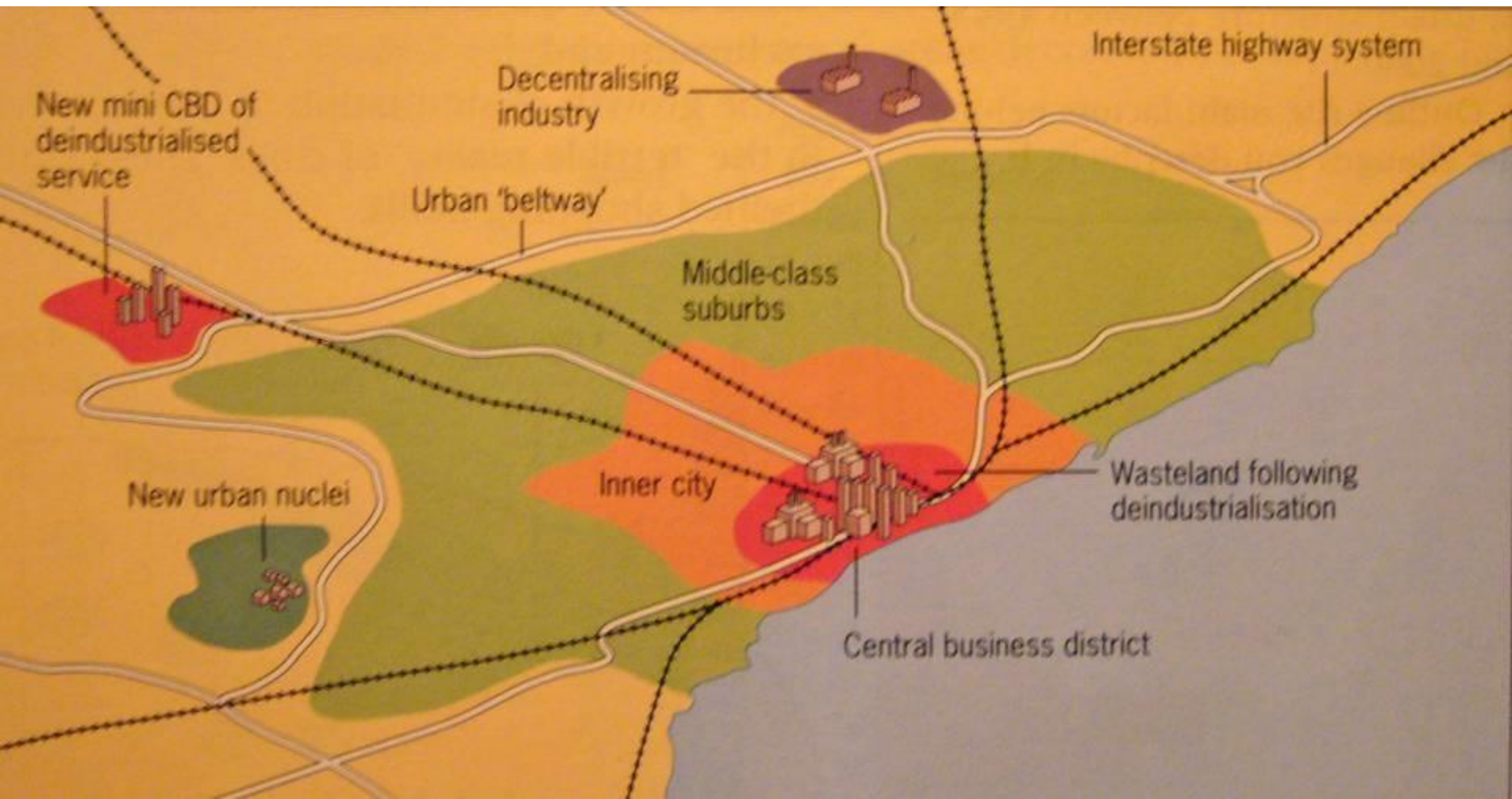
Main processes: proximity, centrality and accessibility
 Given that the prevailing wind blows from the west, Mann assumed that industry would be in the east, and high-status housing upwind of the factories in the west. His model combines concentric zones and sectors, and also recognises the role played by local government in building public housing in the UK.

Classic industrial city 1850s

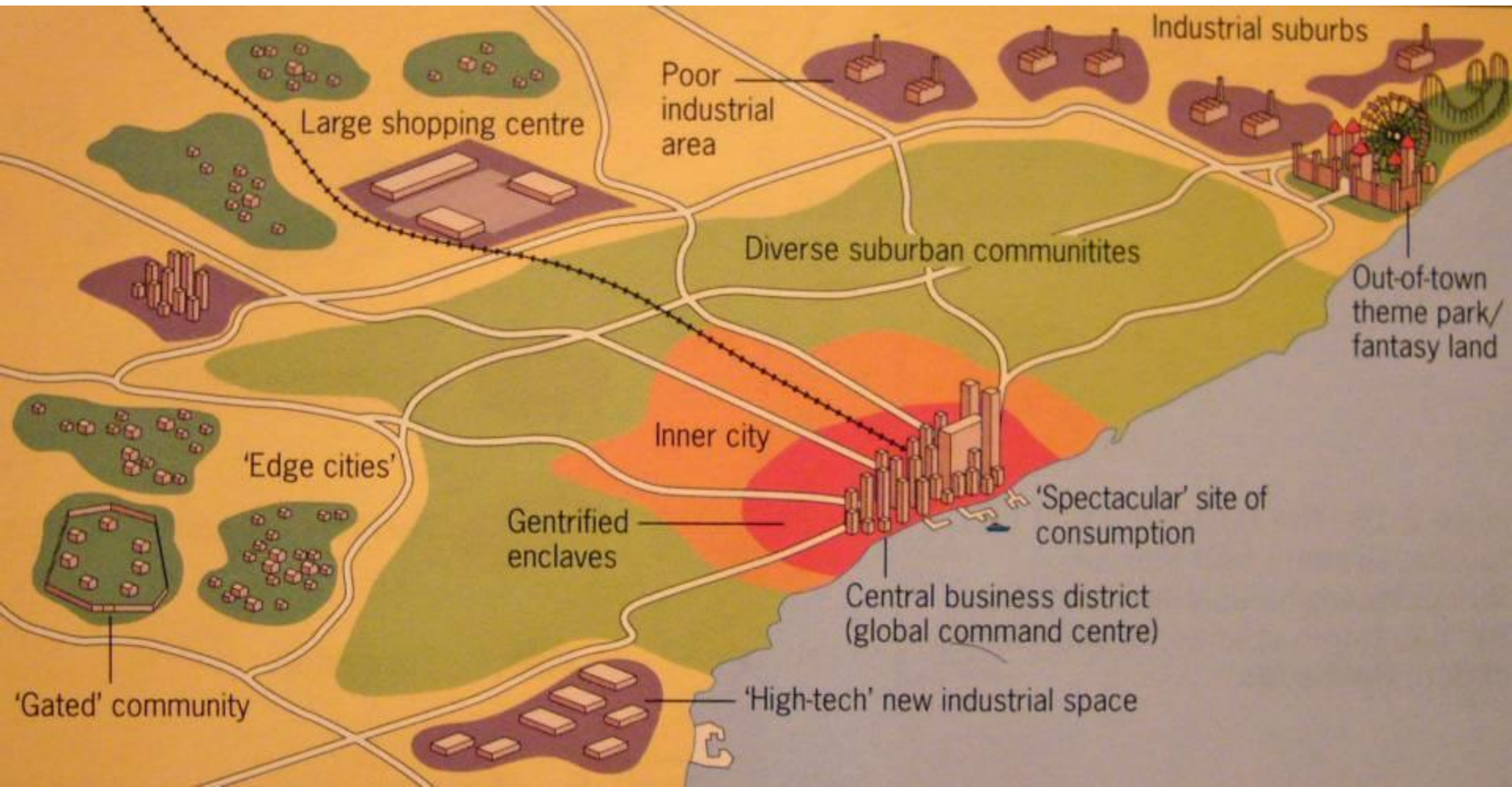
Konx and Pinch 2000 – Urban Social Geography



Industrial city 1945-1975



The post-industrial city

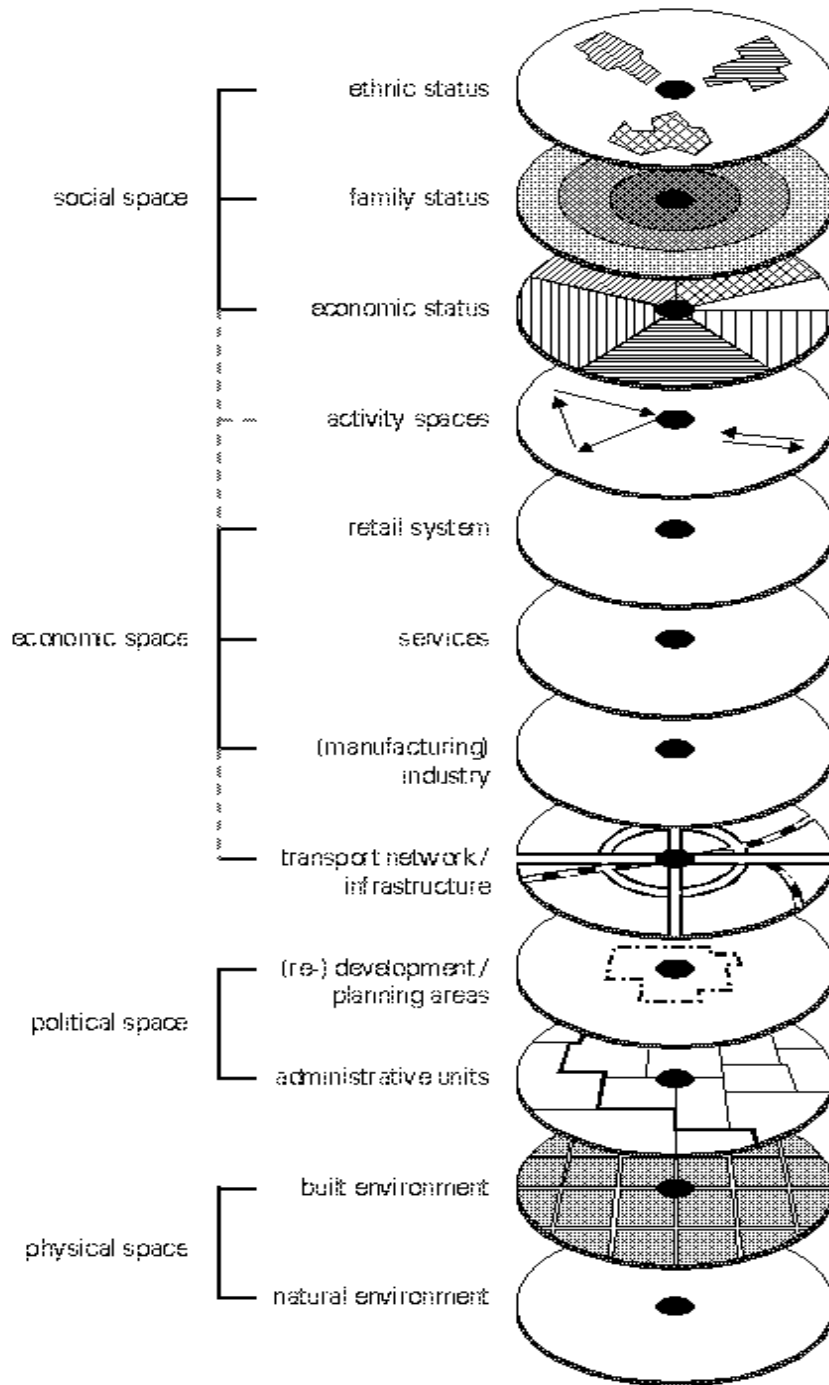


Ecological Land use model

MURDIE, R. A. (1969): Factorial ecology of metropolitan Toronto, 1951-1961

Cities have a very complex morphology combining physical and social space

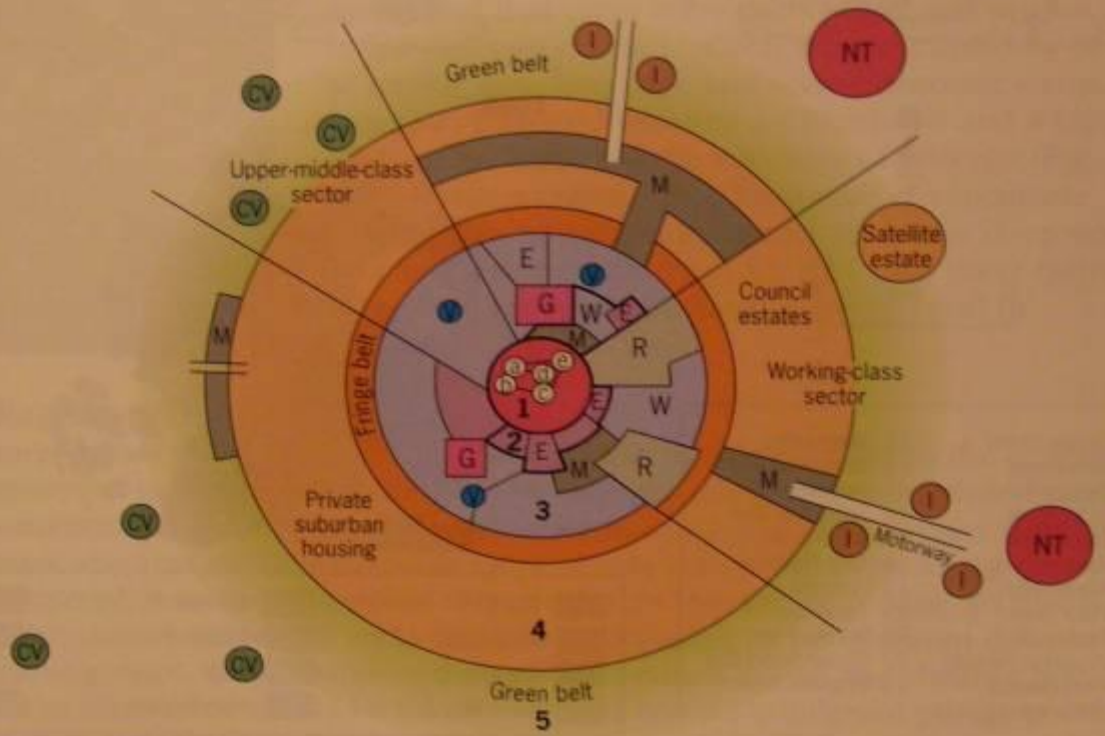
A city's morphology can be seen as a pizza with layers of toppings creating a complex and seemingly random morphology.



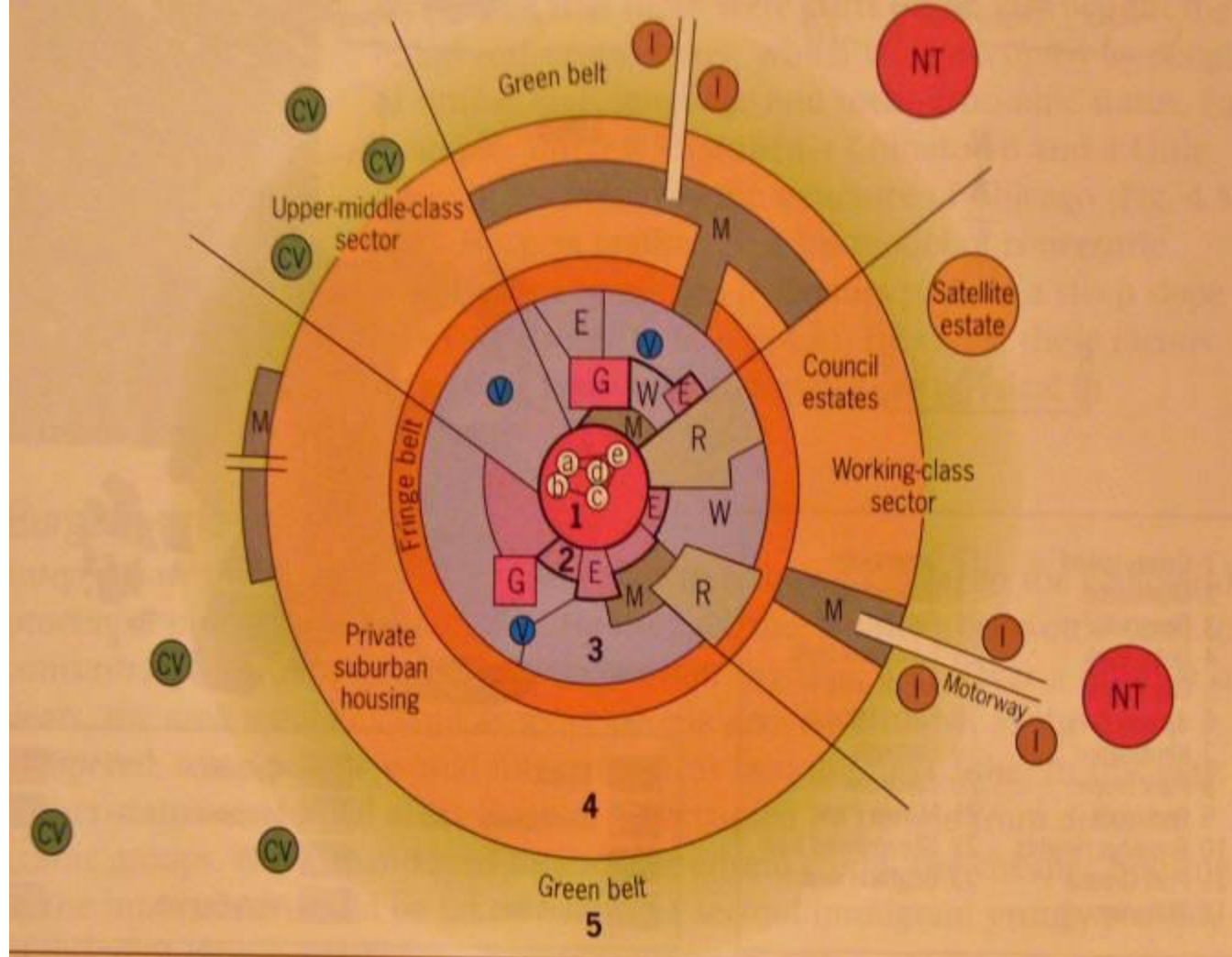
Kearsley's model of urban structure, 1983

In recent years, geographers have begun to re-evaluate Burgess's work, and have tried to update it. One of the most important of the new models is that produced by Kearsley in 1983 (Fig. 4.10). Kearsley tried to adapt the Burgess model to include modern aspects of urban change such as inner city decline and decentralisation (the movement of people, shops and offices from the city centre to edge-of-city locations).

Kearsley's model includes contemporary urban processes and changes such as gentrification, commuter villages, development projects.



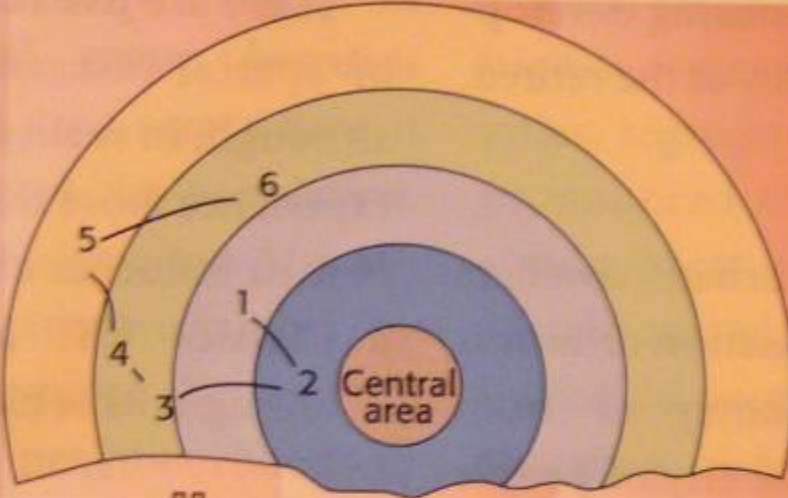
| | | | |
|-----|--|--|--|
| a-e | Specialised nodes of activity within the CBD | | The divide between the inner city and the outer suburbs (often marked by a fringe belt of institutional land uses) |
| CV | Commuter village | | 1 Central business zone |
| E | Ethnic-minority residential area | | 2 Transition zone |
| G | Area of gentrification | | 3 Pre-1918 residential development |
| I | Inter-urban commercial/industrial site | | 4 Post-1918 suburban development |
| M | Manufacturing district located on radial and concentric routes or in twilight zone | | 5 Ex-urban commuter zone |
| R | Local development scheme | | NT New Town |
| V | Encapsulated village | | |
| W | Area of stable working-class communities | | |



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Family Life cycles and movement within a city

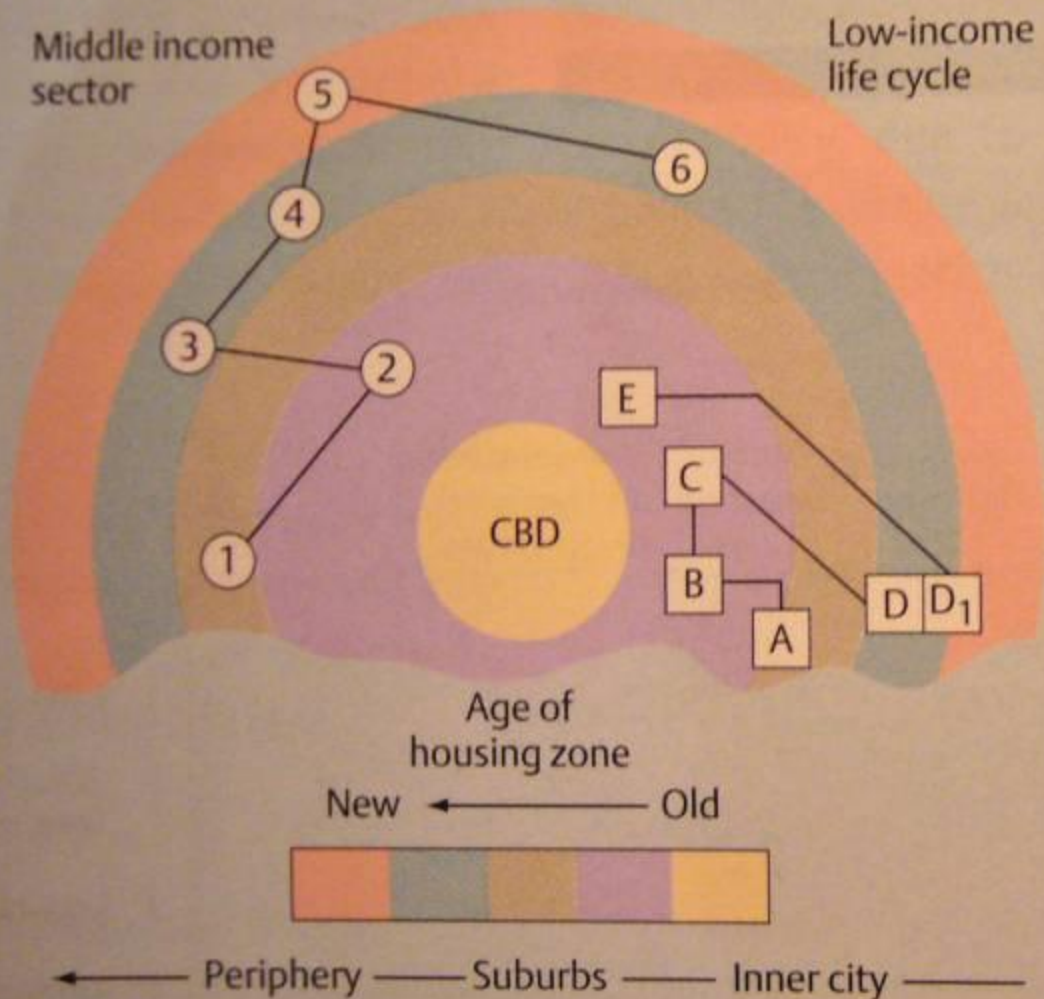


| | 1 | 2 | 3 | 4 | 5 | 6 |
|--------------------|-----------------------|--|-----------------------------|------------------------|-------------------|---------------------------|
| Type | semi-detached | rented room in converted large Victorian house | owned starter home | owned family home | owned family home | owned retirement bungalow |
| Stage | childhood | pre-child | pre-child/ child rearing | child rearing | child launching | post-child/ late life |
| Space needs | controlled by parents | unimportant | increasingly important | increasingly important | very important | unimportant |

Low income life cycle model

Middle income sector

Low-income life cycle

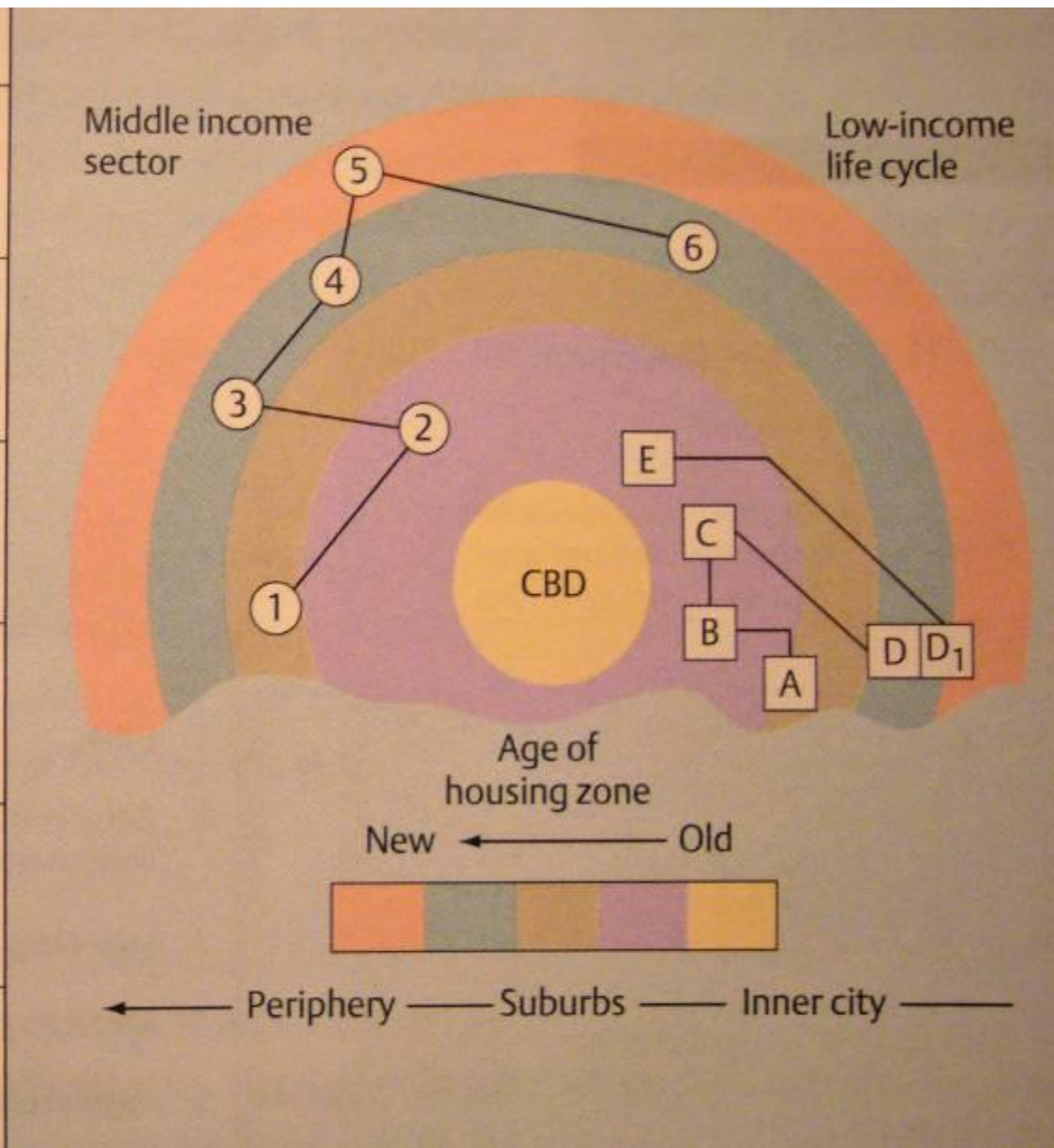


Low-income life cycle

| | | |
|----------------|---------------------------------|--------------------------|
| A | Council house (1930s) | Childhood |
| B | Rented rooms in industrial area | Pre-parenthood |
| C | Council-owned inner city flat | Child-rearing |
| D | Council-owned semi-detached | Primary-age children |
| D ₁ | Purchased council semi-detached | Adolescent children |
| E | Council sheltered accommodation | Grandparenthood; elderly |

Middle income life cycle model

| Middle-income life cycle | |
|---|--------------------------|
| 1 Semi-detached | Childhood |
| 2 Rented room / bedsit in crowded Victorian house | Pre-parenthood |
| 3 Starter home (owned) | Child-rearing |
| 4 Family home (owned) | Primary-age children |
| 5 Family home (owned) | Adolescent children |
| 6 Retirement bungalow (owned) | Grandparenthood; elderly |



Urban regeneration, PPP

- The connection of Sustainability with the urban planning theory and practice has obviously influenced the use of urban management instruments', mostly belonging to the family of urban renewal and urban regeneration initiatives.
- Urban regeneration initiatives have become more market-oriented by stressing the role of the private sector in the so-called Public-Private Partnerships.

Urban regeneration, PPP

- Urban regeneration can be defined as “comprehensive and integrated vision and action which leads to the resolution of urban problems and which seeks to bring about a lasting improvement in the economic, physical, social and environment condition of an area that has been subject to change”.
- The main features of urban regeneration regard: **area-based approach, strong awareness of what are local needs/urban problems, strategic approach and lasting effects/impacts.**

Urban regeneration, PPP

- Starting from integration as central feature of urban regeneration, the complexity of urban problems and the peculiarity that they assume with respect different urban contexts have, in a certain way, moved the central feature towards the **involvement of the community**.
- The different way of community involvement generates different instruments based on the typology of **partnership** set up.