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DIE AKTUELLE RAUMORDNUNG IN DEN NIEDERLANDEN VERSUCHT MIT EINER GESETZGEBUNG AUF NATIONALER STUFE DIE STÄDTE UND DEREN ZENTREN ZU STÄRKEN. DOCH DER DRUCK HIN ZU EINER DISPENSEN ENTWICKLUNG BLEIBT TROTZDEM BESTEHEN. MIT DEN ERLASSENEN GESETZEN WURDE ZWAR VIEL ERREICHT. DOCH UM DEN KÜNFTIGEN ANSPRÜCHEN DER RÄUMLICHEN ENTWICKLUNG BESSER GENÜGEN ZU KÖNNEN, MÜSSEN PLANER DIE TRADITIONELLEN UND INSTITUTIONALISIERTEN GRENZEN ZWISCHEN DER ÖFFENTLICHEN HAND UND PRIVATEN ÜBERSCHREITEN.

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## Urban policies and the development of (dynamic) city centers in the Randstad Holland: the role of planners

► Maurits Schaafsma

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(Bearbeitung durch BW,  
Korrespondent collage)

### National policy and spatial development

In the 1990's Dutch planning policies on the national and regional level aim at improving the position of the cities and their cores. The national Fourth Report on Physical Planning sets the trend. Housing and economic development must be accommodated within the boundaries of the urban regions, contrary to the policies of "concentrated dispersion" of the 1980's. This anti-suburbanisation policy should, amongst others, lead to improved support for the existing central urban amenities (retail, leisure, culture).

Secondly, a location-policy allows for offices to be build near railwaystations only (and limits the

amount of parking space allowed). The trend of developing office parks on motorway sites was stopped. The development of stationareas got an impuls, specially in the inner cities.

In addition to these general policies, a number of major cities has been designated "urban node", (stedelijk knooppunt).

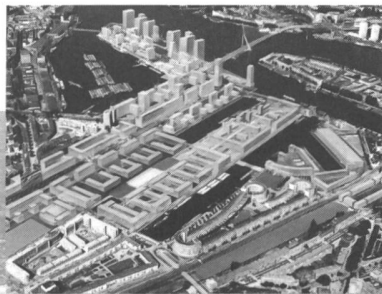
Urban nodes get support from the national government to improve their status as a regional center. Concentration of amenities, improved telecominfrastructure and good access will be provided as much as possible. Nodes with a recognised international position are Amsterdam, Rotterdam, Den Haag and Utrecht within the Randstad, and Groningen, Arnhem/Nijmegen and Eindhoven outside. An internationally competitive environment will be developed to attract the international service sector, with emphasis on Amsterdam, Rotterdam and Den Haag. Connection to the high speed railway network to the east (Germany) and to the south (Belgium/France/UK) will be provided by new high speed railways.

Additionally, financial support for "key projects" (most of them are inner city regeneration projects) must help to develop projects which are of strategic importance.

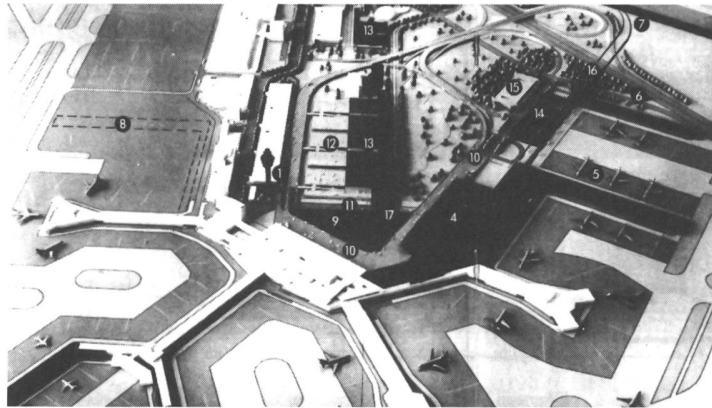
### The city centers – or urban regions?

Generally the "natural" pressure of suburban development still exists. In the Netherlands suburbanisation does not occur in the form of uncontrolled dispersal, but happens within the tight limits of (planned) build-up areas. It appears ba-

Kop van Zuid



**Schipol Airport in 2003**  
(alle schwarzen Flächen  
sind Neuplanungen)



sically at two levels: on the level of the urban region and on the level of the Randstad-Holland. The possibilities to build within the urban regions are more and more restricted. As for the next 10 years 400'000 houses have to be build within the Randstad-Holland, we come to the end of the possibilities of building houses in and next to the big cities.

For offices and commercial buildings there are more possibilities within the city centers. Yet, the market keeps the pressure on fringe building sites near the motorways for offices and large scale shopping centers. We may expect the cities to develop more and more into urban regions.

#### **The effect of (national) policy**

Overviewing the development of the city-centers it seems relevant to question if the policies lead to safeguarding the position of the inner cities. Is this enough to resist suburban developments and is this the way to improve the (regional and international) economic position of the city-centers? The described policies to stimulate the development of inner city offices did not improve the international economic competitiveness of the Randstad enough. The main reason is that they are not linked to the internationally important economic sectors in the urban areas. Only in the case of Amsterdam there are chances to attract international head offices and the international service-sector. But in Amsterdam the economic regeneration of the inner city by developing offices at the IJ-shore failed.

In Den Haag and Rotterdam the governments are the dominant occupants of the new inner city office developments. Many of the real important economic sectors operate in the urban fringes: industrial activities, transportation and distribution, the flower and bulb trade.

Although the Fourth Report offers a policy to strengthen the position of the existing cities and their cores this policy will not be fully successful in its present form.

The longer the more governments are not able to controll physical development on their own. Policies need the support of commercial investors and the support of the public. Within the Dutch go-

vernmental structure all three tiers of government, municipalities, provinces and the state, have to support the policy to be successful in its implementation.

In the case of suburbanisation the small municipalities in the Green Heart don't share the policy of restriction. They want to build for their own development at least.

Concerning the key projects in the big cities commercial investors and the occupants of the offices did not share the policies either. In Amsterdam they favoured the southern part of the city near Schipol (Airport) instead of the IJ-shore (an inner city key project)

Also the municipality of Amsterdam operated too half-heartedly. In Rotterdam and Den Haag the key projects were more successful. However, in the case of Rotterdam (Kop van Zuid) the projects contributes little to the international position of Rotterdam because this city is not an international office center. The main occupants of the Kop van Zuid is the government.

#### **The planner's role: cross border planning and cooperation**

The policies were no failure, much has been achieved. The policies could however have been more successful reaching the goals which were set if the support had been better and the goals of the other involved parties had been incorporated better.

The increasing dominance of commercial capital asks from planners a high (mental) mobility. Already they have to cross borders within the governmental structure. Support within the three tiers of government asks for tight cooperations. To get the cooperation of the entrepreneurs and commercial financiers, planners have to cross the borders between public and private as well. They must know the "market" and get support from the actors. The barriers to do this are not primarily the governmental structures or instruments (they never will fit). The mobility of planners and politicians themselves has to be increased. As the case of planning the extension of Schipol Airport shows, this kind of cross border planning is possible within a project. ■

#### **Planungsrecht und die Entwicklung von dynamischen Städten in der Randstad Holland: die Rolle der Raumplaner**

Die aktuelle Raumordnung in den Niederlanden versucht mit einer Gesetzgebung auf nationaler Stufe die Städte und deren Zentren zu stärken. Die rechtliche Grundlage ist die "Vierte Note Extra zur Raumordnung der Niederlande". Mit einer klaren Ansiedlungspolitik und der direkten Förderung von Schlüsselprojekten (z.B. Schipol Airport) in strategisch wichtigen Städten soll dieser Strategie zum Durchbruch verholfen werden.

Doch der "natürliche" Druck hin zu einer dispersen Entwicklung bleibt trotzdem bestehen. Der Bedarf an 400'000 Wohneinheiten zeigt klar die Grenzen einer "Verdichtung nach Innen" auf; zusätzlich fördert der Markt noch immer die Standorte in der Nähe von Autobahnanschlüssen. Die Stadt entwickelt sich hin zu einer Stadtregion.

Mit den erlassenen Gesetzen wurde zwar viel erreicht. Doch benötigen die Gesetze die Unterstützung der Wirtschaft und der politischen Öffentlichkeit, damit die politisch festgelegten, und an sich richtigen, Ziele erreicht werden können. Die Planer müssen, um den künftigen Ansprüchen der räumlichen Entwicklung besser genügen zu können, die traditionellen und institutionalisierten Grenzen zwischen der öffentlichen Hand und Privaten überschreiten und den Markt kennen, damit sie die notwendige Unterstützung dieser Akteure auch erhalten.