

THE INFLUENCE OF TRANSFORMATION AND DEVELOPMENT SITES ON THE FORM OF SPATIAL PLANS

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ABSTRACT: The Influence of Transformation and Development Sites on the Form of Spatial Plans. Sustainable urban planning will increasingly have to address how to reutilize already urbanized areas that do not meet current requirements. These requirements include both functional and urban-forming aspects, as they do not create a fully viable urban structure.

This contribution focuses on the analysis of transformation and development sites in selected Western and Central European cities. Specifically, it examines the legislative framework that defines such areas within the scope of spatial planning. Additionally, the contribution emphasizes the characteristics and parameters of specific areas in relation to the city and the spatial planning structure.

The introduction presents how the selected cities define development and transformation areas within the spatial planning framework and how they identify them. The contribution also describes the delineation of individual areas, their typology, and the parameters observed for these areas. The final part quantifies the individual areas.

The aim of this contribution is to describe important principles for urban development that are currently marginal in the Czech legislative context. Our cities often struggle to effectively utilize their territories and are frequently forced to expand into the surrounding landscape, thereby diminishing the urban quality of our cities.

KEYWORDS: spatial plan; development sites; transformation sites; strategy

LONDON

Greater London includes the city of London with its 32 boroughs. The governance and strategic management of Greater London are the responsibilities of the governmental body known as the Greater London Authority (GLA), which was established by the Greater London Authority Act of 1999. The GLA consists of two components: the Mayor of London and the London Assembly.

The Mayor of London is the executive leader of the GLA and is responsible for strategic decision-making, policy development, and advocacy for the interests of London. The Mayor is directly elected by the city's residents for a four-year term and has powers in areas such as transportation, planning, policing, housing, the environment, and other key areas.

The second part of the GLA is the London Assembly, which is responsible for overseeing the work of the Mayor of London. The Assembly monitors the activities

of the Mayor, approves the budget, and has the authority to conduct investigations into matters important to local residents. The Assembly, consisting of 25 members, is elected by the residents of London.

The GLA plays a crucial role in various areas of city governance, particularly in strategic planning, transportation, housing, economic development, and environmental issues. According to the legislation established for the GLA, the Mayor is required to publish and regularly review the Spatial Development Strategy. The overall strategic plan for the city of London sets the economic, environmental, transportation, and social framework for the next 20 to 25 years, known as the London Plan 2021.

The legislation stipulates that the London Plan should focus on promoting economic development and wealth creation, supporting social development, and improving the environment (GLA Act 1999, Section 30). The London Plan is a legal component of every lo-

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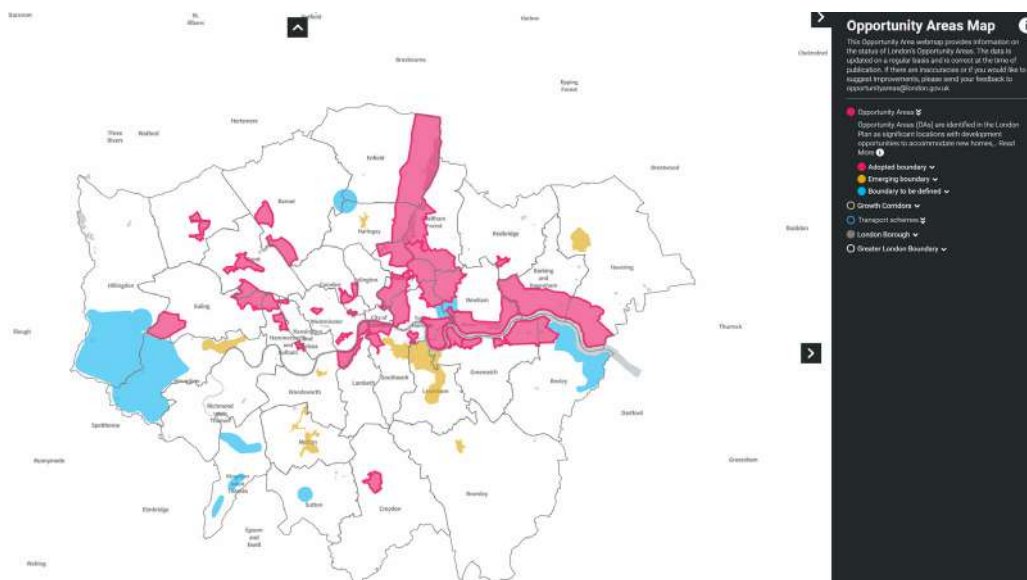


Fig. 1.: London - Map of opportunity areas. (Source: <https://apps.london.gov.uk/opportunity-areas/>)

cal London planning authority's development plan and must be considered in decision-making within Greater London. The current London Plan is valid from 2019 to 2041, and the version over which this text is based is from March 2021.

The London Plan addresses a wide range of planning issues, from the number of required homes to street design, with an emphasis on feasibility and clarity. These policies ensure good development: Building strong and inclusive communities, Optimizing land use, Creating a healthy city, Providing homes, Developing a strong economy, and Increasing the efficiency and resilience of the city.

In the policy of land use optimization, the London Plan focuses on brownfield development, especially in opportunity areas, surplus public sector land, and locations in city centers and their peripheries. It also prioritizes areas well-connected to existing public infrastructure and mass transit, pedestrian, and cycling transport. In areas with access to job opportunities and services, there is an effort to optimally increase development intensity for additional homes and workspaces.

VIENNA

The planning of Vienna consists of several strategic documents: the Vienna Urban Development Plan (STEP 2025), a technical concept for mobility, a technical concept for green areas and undeveloped land, and a specialized concept for high-rise buildings.

Vienna's spatial planning is governed by Law No. 11/1997 on spatial planning and urban development (Wiener Stadtentwicklungs- und Stadtplanungsgesetz, abbreviated as WStG). This law provides the legal framework for the creation, approval, and implementation of spatial plans in the capital city of Vienna. The WStG defines procedures, rules, and principles for spatial planning, including public participation, nature and landscape protection, and how various aspects of urban development, such as housing, transportation, the environment, economy, and social infrastructure, should be considered.

STEP primarily has a strategic character and sets the direction for the development of the city at the societal level until 2025. Vienna's Urban Development Plan

continues the implementation tool called "Target Areas of Urban Development," which was introduced in the 2005 City Development Plan STEP and has been successfully tested and applied since then. Target Areas are areas important for the city as a whole. They are locations with high development potential or specific challenges that require coordination among various stakeholders, creating a framework that necessitates collaboration and consultation between the private and public sectors.

Based on experiences from recent years, key factors for the success of implementing Target Areas have been identified. This includes active management of planning processes, providing ample room for Target Areas coordinators to work on building relationships between different stakeholders, especially in projects involving multiple districts. Coordinators offer information and input, moderate processes, formulate recommendations for actions, initiate key planning documents, and highlight spatial and chronological priorities.

The involvement of coordinators in managing Target Areas has allowed the city of Vienna to enhance the efficiency of its efforts in favor of urban development projects. The coordinators aim to reach consensus among various stakeholders regarding necessary actions, ensuring that the implementation of individual measures is secured without a central governing body.

During the first evaluation of Target Areas, the Vienna City Council decides on the continuation or modification of individual Target Areas and potential future ones. These decisions are not dependent on STEP 2025 and are based on the progress of development or the needs of Target Areas arising from the dynamics of urban development. This system, therefore, requires continuous monitoring and appropriate adaptation to current situations and challenges.

At the same time, one of STEP's tasks is to initiate new partnerships, where urban development does not depend solely on regulatory bodies in the public sector. This process involves actions by various political departments and administrative units representing public institutions and private businesses, landowners, investors, organized civil society, and individual citizens as stakeholders with their own interests in shaping the future of the city, who are willing to influence this de-

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Fig. 2.: Vienna - Target areas. (Source: <https://www.wien.gv.at/stadtentwicklung/projekte/pdf/20190515-gesamtkarte-zielgebiete.pdf>)

velopment with their own commitment. It involves a shared responsibility between public administration and individual interests, always for the common good.

Enabling functional urban development planning among various stakeholders by integrating different intentions is ensured by a process that includes mechanisms of cooperation and control and implementation competencies. This cooperation systematically evolves through mutual agreements on goals, project organization, and the development of new negotiation and financing models.

STEP monitors the city's interests as a whole by defining positions and strategies. However, specific solutions in individual locations are proposed by local stakeholders, including the municipal districts. This requires the direct involvement of municipal districts in spatial planning processes, where, considering the overarching or overall context of the spatial plan, they manage Target Areas.

Interactions with the population and interest groups involved in urban planning processes represent a fundamental cooperative element in urban development. The diversity of possible solutions proposed in the context of participatory procedures can provide important inputs for decision-making. Participation requires mutual respect, willingness to communicate, and learning from all involved stakeholders. It is crucial to involve all stakeholders from the beginning through open discussions about development in Target Areas.

BERLIN

The urban area of Berlin is composed of 12 urban districts, each of which has the population of a medium-sized city. The Berlin plan establishes a framework for proper, integrated, and coordinated urban planning for the capital city of Germany.

The spatial plan "Flächennutzungsplanung FNP für Berlin 2020" (FNP) covers the entire urban area of Berlin and designates areas suitable for housing or business while preserving open spaces. Among the main goals of Berlin's FNP is ensuring housing within the city, urban diversity, a balanced offering in all parts of the city, good public transportation accessibility, and

the protection of recreational and open spaces.

The challenge of spatial planning lies in harnessing the potential associated with growth for sustainable and socially just urban development. This involves modernizing existing urban structures and creating new development opportunities to strengthen Berlin's appeal as a metropolis.

Through targeted planning processes, FNP defines the use and ensures compatibility of new spatial requirements with the principles of strategic planning, thus ensuring that the plan is always up to date. The spatial plan includes sectoral development plans.

The growth in Berlin's population requires addressing housing concepts, job accessibility, green areas in the city, infrastructure, and mobility options. FNP emphasizes the need to more intensively utilize and qualitatively develop existing urban structures and to implement an active real estate policy. The current FNP plan for Berlin 2020 includes plans for 16 new neighborhoods. In Berlin, the priority is the inner development of vacant areas and brownfields, although spatial reserves within the city are limited. Attention is increasingly shifting to integrated areas on the city's outskirts, where more intensive use and the creation of new neighborhoods need to be explored.

Reliable integrated planning that coordinates various requirements, stakeholders, and interests is required for the city's development. To guide integrated urban development, a housing development plan for 2030 (STEP Wohnen 2030) has been included in the spatial plan. STEP demonstrates the potential for approximately 200,000 housing units in various locations to meet the demand for new construction by 2030. Roughly a quarter of these areas are state-owned.

Potential areas in the inner city are becoming scarcer. As a result, the outer city is gaining importance as a residential area.

StEP Wohnen 2030 introduces 14 new urban districts with the aim of creating vibrant, socially and functionally mixed neighborhoods closely connected to their surroundings. In addition to efficient transportation connections, especially for public transport, they re-

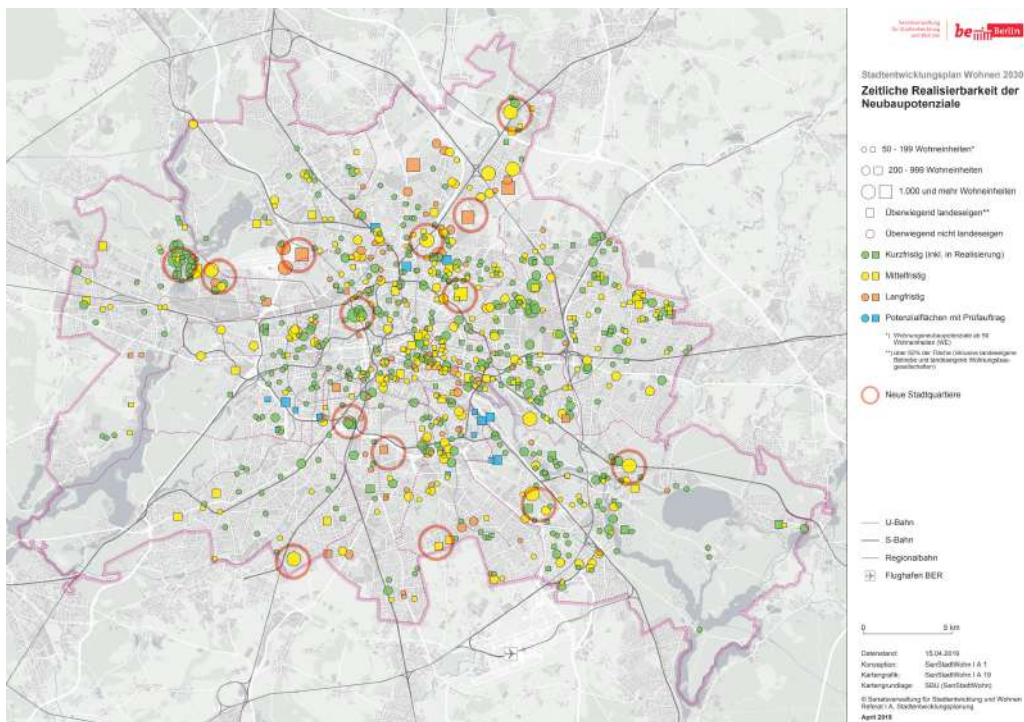


Fig. 3.: Berlin - Feasibility potential of housing. (Source: https://www.stadtentwicklung.berlin.de/planen/stadtentwicklungsplanung/de/wohnen/download/StEPWohn_Neubaupotenziale.pdf)

quire good infrastructure, including social and educational institutions, retail offerings, service availability, and green spaces.

The main task of StEP Wohnen 2030 is to activate potential areas, requiring joint efforts from all stakeholders involved in housing development, including private, community, and cooperative housing, construction, public administration, politics, and urban companies.

To determine priorities for housing development, various criteria should be used, such as urban integration into existing residential structures and buildings, public transportation accessibility, significant quantitative contributions to housing development in the city, contributions to housing development oriented toward the common good, planning readiness, willingness of property owners to participate, urban economic aspects, environmental aspects, and balanced city distribution.

In all housing planning, the need for technical, transportation, social, and green infrastructure should be examined and planned from the outset. Specific concepts are needed to ensure infrastructure, such as social infrastructure concepts for districts or integrated urban development concepts.

Potentials are presented in three size categories: 50 to 199 housing units, 200 to 999 units, and 1,000 units and more. The time estimate for feasibility is color-coded and differentiated as follows: green - short-term (achievable within 3 years, including realized projects), yellow - medium-term (achievable within 7 years), red - long-term (attainable within 12 years), and blue - potential areas in the process of verification.

WARSAW

The spatial plan of Warsaw is called the "Studium uwarunkowań i kierunków zagospodarowania przestrzennego miasta stołecznego Warszawy," or simply "SUIKZP." It is an official document that sets out the directions and regulations for the development and use of land within the city. SUIKZP is prepared by municipal authorities and contains strategic guidelines and plans

for various aspects of the city's development, including areas such as housing, transportation, infrastructure, and environmental protection.

To determine the purpose of land, including investments for public purposes, and to define the ways in which they are to be developed, local spatial plans, called "local plans," are prepared. A local plan is a local law document.

The study divides the city into three zones: central, urban, and suburban. Each zone has a different approach to development, including transportation planning. From a transportation perspective, the study emphasizes the completion of the three-ring road system, connecting the banks of Warsaw, the expansion of the metro and tram networks, support for public transportation, and other goals outlined in the Sustainable Transport Development Concept for 2015 and subsequent years.

The study of the conditions and directions of spatial development for the capital city of Warsaw was prepared based on the provisions of the Spatial Planning and Development Act in 2003. The current version is from August 2021.

The study is a planning document that defines the municipality's spatial development policy, covering the entire area of Warsaw and providing guidelines for local planning. The study also serves as a coordinating tool for managing the city's development as set out in the Warsaw Development Strategy.

Development areas within the functional urban and central zones are designated in places where implementing multifunctional activities can yield measurable improvements in the city's development standards and enhance public spaces. Construction development focuses on intensifying development, particularly in the city center and local neighborhoods.

Warsaw is addressing issues in the city's spatial structure, where there is an imbalance in territorial development between the left-bank and right-bank areas. The priority is to focus on complementing and modernizing the Praga side and efficiently connecting it

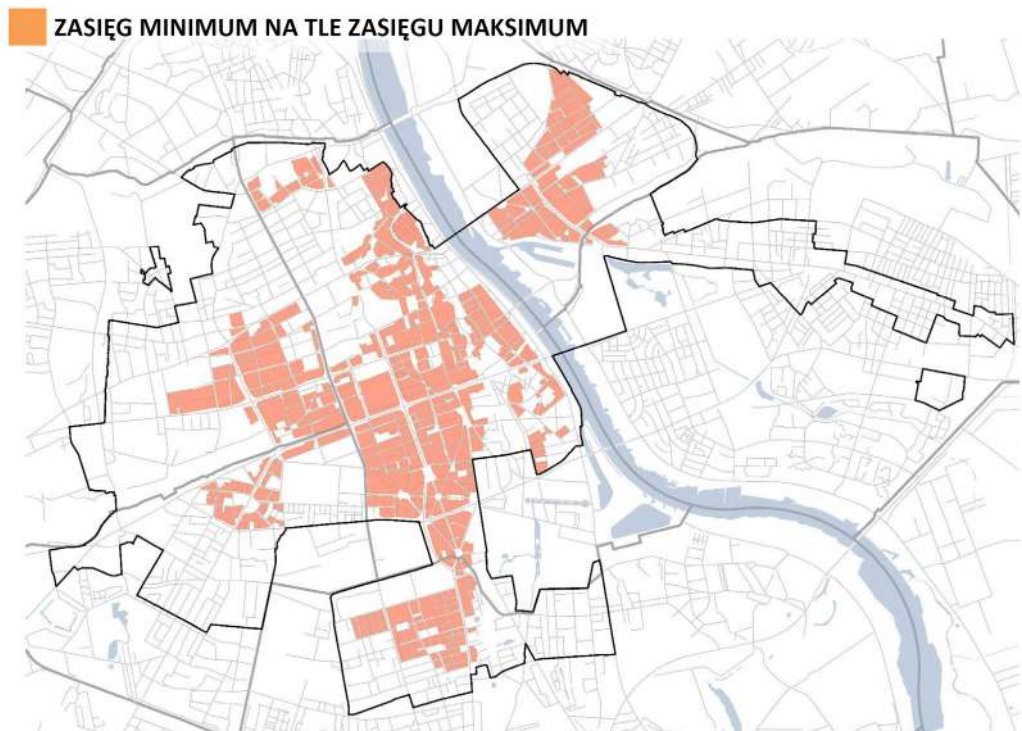


Fig. 4.: Warsaw - Comparison of minimum and maximum development. (Source: https://sarp.warszawa.pl/wordpress/wp-content/uploads/2020/04/Prezentacja-zabudowa-s%CC%81ro%CC%81dmiejjska_24_03_2020_OWSARP-i-MOIA.pdf)

with the left-bank part of the city.

The largest areas for new construction are located on the city's outskirts and in suburban areas. These are typically agricultural areas, often no longer in use, adjacent to investment areas. Documentation has been prepared for some of these areas, and land-use change permits have been obtained. Another significant portion of transformational land is defined in so-called "urban wastelands" with temporary unsuitable or degraded structures and brownfields from activities such as railways.

Construction development within the city, using buildable areas, is addressed by a study that defines the boundaries of development areas in the city center. This study also adjusts the construction requirements in the city center, reducing requirements such as minimum building setbacks that affect shadowing and the minimum duration of sunlight, which are also reduced.

The study analyzes two scenarios for the city center's development: a minimum and a maximum development extent. The plan for the minimum extent designates a smaller area in the city center using adjusted technical requirements and provides the basis for building permits. The minimum extent is defined in areas with a good concentration of city functions. In contrast, the maximum extent defines only the allowable use in these areas in the local development plan and cannot be used for building permits. The minimum extent covers an area of 1,300 hectares, while the maximum extent encompasses 3,700 hectares. As of April 1, 2023, statistics on spatial development plans show that Warsaw currently has 337 local spatial development plans covering an area of 21,971 hectares (42.49% of the city's area), and 201 procedures for preparing local spatial development plans are in progress. The planned plans cover 14,322.1 hectares (27.70% of the city's area).

BRATISLAVA

The spatial plan of Bratislava is developed based on the Construction Act by the Metropolitan Institute of Bratislava and the City of Bratislava Municipal Office. The current spatial plan was approved by the City Council in November 2021.

The process of developing and amending the spatial

plan is defined by the Spatial Planning and Building Order Act. It's a lengthy and complex process with multiple stages involving various public and state authorities, the public, utility managers, and other legal entities or individuals.

The development of multi-story and low-rise housing forms is predominantly carried out by the private sector and currently focuses mainly on open spaces within the built-up areas, where there are no significant demands for additional infrastructure development, often in areas designated for greenery or public amenities. Shaping the inner structure of the city is planned while preserving the historical core of the city and protecting the values of stabilized areas. The development of urban structures on new sites is oriented towards the axes radiating from the city center, forming the development areas that connect to the urbanization axes within city districts.

In the development and proposed expansion of Bratislava, a comprehensive solution to the functional use of areas and spatial organization is applied. This creates conditions for effectively managing the costs of land preparation and for creating a quality and diverse urban environment. The city's development plan is based on the principle of meeting the needs of all layers of the population and visitors.

Development areas are parts of the city where the spatial plan proposes new construction on undeveloped land, involving a significant change in land use or a major change in the scale of development.

The primary goal of the spatial plan is to propose regulations for the intensity of land use in development areas based on eight urban functions (multi-story residential development, low-rise residential development, public amenities of citywide and regional significance, local public amenities, industrial production, distribution centers, warehouses, construction, and mixed residential and service functions). Bratislava aims to designate the use of approximately 1,000 development areas by 2030, which make up eight large areas. Furthermore, the plan works with the intensity of land use in development areas based on their location within the city.

To guide property owners and potential investment actions within Bratislava, it's necessary to provide de-

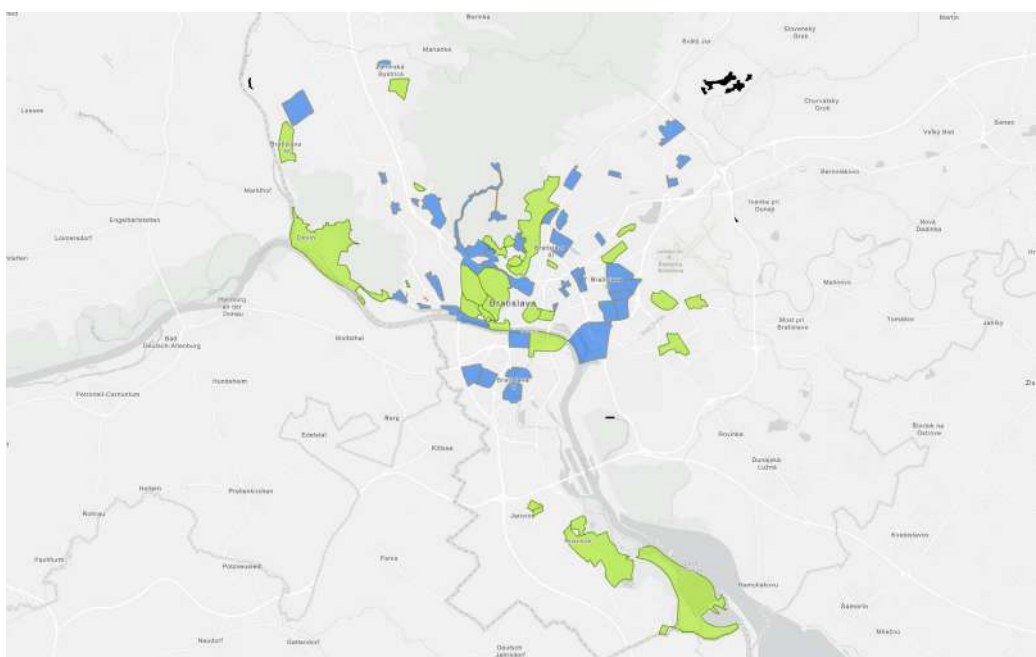


Fig. 5.: Bratislava - Map of the zoning plans. (source: <https://geoportal.bratislava.sk/pfa/apps/webappviewer/index.html?id=6f055b1431754b09aa3fc-b5e5bb5734a>)

tailed zoning documentation for each development area, offering regulations at the level of the municipality's spatial planning documentation.

REQUIREMENTS AND CITY STRUCTURE INFLUENCE DEVELOPMENT MANAGEMENT

In the examined cities, the resolution of development transformation areas is approached through strategic tools and subsequent regulation of individual areas. The process in these cities, within their spatial plan, is quite similar and can be summarized in 5 points.

1. Identification of transformation areas - survey and analysis of urban areas with potential for transformation and development.
2. Establishment of goals and strategies - defining goals and long-term strategies for each transformation area, including the anticipated character of development, urban layout, functional usage, etc.
3. Development of detailed plans - creating detailed plans for transformation areas specifying details concerning construction, transportation, infrastructure, greenery, and other aspects of development.
4. Public participation - involving the public, local residents, property owners, and other stakeholders in the planning and decision-making process.
5. Regulation and construction management - issuing building regulations and rules that determine the conditions for construction and development in transformation areas.

These cities handle transformation and development areas through urban planning and regulation of the development of these areas. The spatial plan sets forth the intentions and directions for the city's development and establishes rules and restrictions for construction and development.

The aim of working with transformation areas is to achieve balanced and sustainable development that respects the city's needs, the environment, and its residents. Transformation areas are designed and regulated in line with long-term strategies and the city's needs and those of its residents.

The emphasis that cities place on the use of individual development areas, as set by the spatial plan, depends on the city's needs and demands for the intensity and pace of development. In cities where many people migrate in search of work and housing, there is a need to intensify urban development and use open spaces within the city, making use of established infrastructure, services, and sustainable mobility.

Cities define development areas both within the city and its peripheral parts, creating long-term plans for the future. Some rapidly developing cities are already approaching the current limits of development intensity based on current social and political factors. Cities with high demands for increasing the number of housing units and jobs evaluate development areas based on their potential capacity, development possibilities, and readiness for construction. These cities create detailed plans for the strategic and efficient use of all development areas for a specific time frame. In contrast, cities with lower pressure to increase housing and job numbers focus on regulations and development guidance for these locations, selecting development areas with good infrastructure readiness and suitability for construction. These cities do not need to intensify urban development, and their development decisions are based on ease of implementation.

The delineation of transformation and development

areas is represented by the layouts of individual development areas, either as part of the visual component of the spatial plan or in an interactive browser created using a geographic information system. Each city categorizes these areas according to various criteria, such as housing and job capacity, the time required for development, or the state of regulatory preparation for a given area.

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