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PLANNING AND DESIGNING FOR SUSTAINABLE DEVELOPMENT OF A HISTORIC CITY. THE CASE STUDY OF KRAKÓW

The paper deals with the examples of strategic programmes, spatial plans and development projects designed according to the principles of sustainable development.

The doctrine of sustainable development and its consequences for spatial planning are explained. It includes both theoretical background and practical impact. Then some planning and designing responses are examined.

A new strategy for the development of the city of Kraków and the plan of its structure development are taken as the background for the discussion of specific cases. In particular, the author discusses integrated urban transport policies and “integrated heritage conservation” concepts as well as urban revitalization project proposals in comparison with present trends of suburbanization in metropolitan area of Kraków.

1. SUSTAINABILITY AND THE NETWORK OF SUSTAINABLE CITIES: BETWEEN THEORY AND PRACTICE. THE NOTION OF SUSTAINABILITY IN SELECTED URBAN POLICIES

Although the doctrine of sustainable development became the paradigm of urban policies and management, the concept of sustainability is often misunderstood by urban practitioners and policy makers. As it was pointed out [1]: *Following the publication of Brundtland and Pearce Report, there have been several attempts to develop and give more precision to the concept of sustainable development* (for example, [2]–[4]). Several definitions are discussed [5], [6] and their implications on the development of planning theory are the focus of interest. In the article [7] referring to classical formulation of goal in the

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doctrine of sustainability**, the author points out that such a development must be based on both conservation and development. Translating these general postulates into the area of practice in the field of urban policies and management – with particular attention to spatial planning and urban design – we can pinpoint the following features/criteria and priority issues labelling these policies as sustainable. They are the issues of rationality, balance integration, new mobility, inclusion, conflict resolution in land use planning and urban management. I will discuss them focusing on four policy areas which – in my opinion – are of particular importance for sustainable development of historic cities affected by the process of suburbanisation and metropolitanisation. These are:

- The idea of compact city and the role of integrated transport policies and new patterns of mobility in combating/counterbalancing urban sprawl.
- Integrated heritage conservation and sustainability as a criterion in urban renewal/revitalisation/regeneration programmes and projects.
- New policy tools and international programmes for guiding urban and regional development according to the principles of sustainability.

The common feature of these policy issues is that they have substantial impact on the rationality of urban processes and structures in terms of energy saving. For this reason, most of the cities associated in city networks such as, e.g., EUROCITIES, ACCESS, EPOMM, etc, cooperate taking practical actions and exchanging their experience in these fields.

2. SUSTAINABLE DEVELOPMENT AND RATIONALITY OF URBAN PLANNING: BALANCING URBAN PROCESS AND STRUCTURE; DOCTRINAL RATIONALISATION AND PRACTICAL EXPERIENCE

The starting point for this part of the discussion is the problem of rationality in urban planning and design. According to the doctrine of sustainable development a structural change of cities is examined in terms of such criteria as “balance and integrity” as well as “energy saving patterns of mobility”. In modern urban economy, *rational* also means competitive and cohesive. Basic question in this paper is: How can we affect urban dynamics to make our urban structures more competitive and balanced and cohesive at the same time?

Assessing the consequences of the structural changes in metropolitan areas we can hardly avoid the problem of balance/equilibrium. In a sense, the notion of balance connects the theory of spatial development with economics and ecology. Balanced

** This goal is: “to achieve a reasonable and equitably distributed level of economic well-being that can be perpetuated through development that meets the needs of the present without compromising the needs of future generations to meet their needs”.

development implies actions (intervention into urban dynamics) designed to:

- Integrate structural elements, provide their cohesion, sustain the integrity of the structure (development of infrastructure, balancing networks, the problems of urban composition).
- Balance the factors stabilising and changing urban structure.
- Reduce disparities between the areas/groups making up urban, metropolitan, regional structures (the notion of social justice).
- Balance the demand for urban products and their supply (urban/regional marketing).
- Confine conflicts (the problem of difficult negotiation in urban planning and land management).

In the doctrine of sustainable development, the postulate of balancing is interpreted from different perspectives and often misunderstood. Various models of spatial balance applied to environmental and physical structures are not easy to be compared with those of cultural and socio-economic systems and therefore it is still difficult to translate them into the practice of “sustainable planning” or “sustainable design”. Embedded into the doctrine of sustainable development, the postulate of balanced development implies that an institutional framework (planning and other land-use controls) has to be created in order to balance both the dynamics of urban structure and the interests involved in the process of investment (see table 1). In other words, “to sustain development” means:

- to secure the integrity and stability of urban structure (focus on structural integrity and cohesion),
- to maintain equilibrium of urban dynamics by balancing the factors of growth, interests and mitigating value conflicts (focus on the process).

Table 1

Institutional framework for balancing urban structure/dynamics and interests is needed

STRUCTURE/DYNAMICS	deconcentration vs. concentration suburbanization vs. downtown revitalisation
INTERESTS/INVESTMENTS	<p>POLITICAL INTEREST / SUPPORT (e.g., integration with EU – financial support from EU accession / structural funds for public infrastructure and urban revitalisation programmes)</p> <p>REGIONAL POLICIES for improving competitive abilities of metropolitan areas and metropolitan co-operation (bipolar urban agglomerations)</p> <p>PRIVATE INVESTMENTS / INITIATIVES (e.g., LSUD commercial projects)</p> <p>DOWNTOWN REVITALIZATION STRATEGIES – private developers projects co-ordinated with</p>

	public projects designed for local communities
INSTITUTIONS/INSTRUMENTS	REGIONAL initiative – main actor PRIVATE DEVELOPERS – partners LOCAL / CITIES – land management / land use controls METROPOLITAN – co-ordination & management

In metropolitan areas, an urban dynamics is often interpreted as an interaction between the forces of concentration and deconcentration. The dominance of the latter ones means: suburbanization (suburban sprawl) and – as a result: – the inner city decline. To counterbalance these trends public sector introduces various revitalisation/regeneration policies. Their success, however, depends – to a large extent – on the modes of structural integration. Adopting this approach I introduce the concept of “backbones” and “nodes” as the modes of structural integration and propose to link it with the idea of “competitive city” and its impact on the revitalisation/regeneration strategies for the inner city.

In land use policies for large European cities, e.g. Berlin, Stockholm, Copenhagen, rail lines of the public transport and its main stops/junctions function as the “backbones” and the “nodes” of metropolitan structure. Consequently, “close-to-station areas” are recognised as having strategic importance for future development. For example, in the city of Copenhagen, these areas became a central concept in the planning of land use and traffic*.

In EU, a number of metropolitan policies have been implemented to strengthen a competitive ability of K-regions. For example, many major cities, supported by regional plans initiated various large-scale urban development (LSUDs) projects compatible with programmes for the development of rapid transit railway system and revitalisation strategies for the inner city area. In Polish cities – contrary to major European cities – the decline of railway system becomes another one barrier for the implementation of revitalisation strategies as well as for the prospect of certain LSUD projects designed to regenerate underused “close-to-station areas”. In most metropolitan areas, spatial policies are fragmented, there is neither metropolitan co-ordination nor planning authority willing to develop integrated strategy for urban revitalisation that could combine the following goals:

- increase in competitive ability of a given metropolitan area,
- improvement of the quality of space in the areas suffering from physical, cultural and social decline,
- rationalisation of urban structure on metropolitan scale (the counterbalance of the forces of suburbanization).

In table 2, some planning instruments are listed to describe the city planning in Kraków.

* See [8]. This idea introduced in Regional Plan [9] became a guideline for land use policy in the municipal plan.

Under the provisions of the law on spatial development, spatial policy of the city is defined in its spatial development structure plan (officially called *Studium*) which is compatible with development strategy of the city. Based on general, strategic princi-

Table 2

Selected instruments of urban development policy in the city of Kraków:
plans, strategies and programmes

<p>Plans, strategies & projects</p> <ul style="list-style-type: none"> • Local structure plan for the physical development of the City of Kraków (2003) & development strategy for the City of Kraków (1999 – to be updated by 2005). • Local development plans for selected areas. • Action plans & programmes for specific policy areas (e.g. revitalisation, regeneration, etc.). • Strategy for the promotion of the City of Kraków (2004). • Project proposals to be supported financially from UE structural funds.
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ples of spatial policy (table 2), *Studium* identifies the goals and outlines the development vision of Kraków. It was agreed that urban spatial policy should be aimed at:

- Higher competitiveness of the City as one of European centres of culture, education and art, tourism, modern industry and the capital of the region.
- Better living conditions for the inhabitants.

Table 3

Principles of spatial development policy in *Studium* for the City of Kraków
(spatial development structure plan)

<p>IDEAS: principles of city development sustainability/harmony/order</p> <ul style="list-style-type: none"> • <u>Unique/having strong identity</u> – under this principle it is emphasised that effective protection of the City’s cultural heritage is among the highest priorities of spatial policy. • <u>Competitive City</u> – by making functional and spatial structure of the City more attractive for inward investment and special events. • <u>Open City (regional/metropolitan component)</u> – development of metropolitan functions. • <u>Connected City (network/networking)</u>. • <u>Mobility</u>. • PARTICIPATION AND PARTNERSHIP.

In this plan, an effective protection of the City’s cultural heritage is among the highest priorities of spatial policy. Principles of preservation and conservation of his-

toric national monuments are combined here with other guidelines concerning management of heritage and cultural space as well as urban revitalisation. They are also reflected in guiding principles defining main elements of the City's spatial structure (the so called "crystallising elements" and "key areas"). This refers, above all, to the City centre (historic City, in particular), the network of public spaces (including squares, main historic streets, parks, etc). Areas significant for heritage preservation and urban revitalisation were designated. In selected areas, planning process has been initiated to develop local development plans and respective action programmes to guide the process of revitalisation/regeneration. Some of these areas, e.g., the former industrial area called Zabłocie and historic Kazimierz District, are having a long tradition also in experiments in the area of operational planning.

3. SUSTAINABLE HISTORIC CITY AND URBAN PLANNING AND MANAGEMENT: THE CONCEPTS OF *INTEGRATED HERITAGE CONSERVATION* AND URBAN REVITALISATION

The principles of sustainable development affected the theory of heritage conservation and the practice of managing historic city, particularly in the area of revitalisation. The basic question is: "How to ensure that the management of historic cities is sustainable in terms of utilising and safeguarding heritage assets for future generations through rehabilitation, maintaining a social balance and employment opportunities, environmental considerations, the management of tourist activity and participation by the community" [10].

Basic goals of revitalisation policies adopted in a historic city are as follows:

- to stop processes of urban degradation: pauperisation, social exclusion (also as a result of gentrification) and reduction of the effects of poverty;
- to prevent historic centres from losing population.

Discussing revitalisation strategies we should have in mind the following 7 components (*dimensions of revitalisation*): social, cultural, economic, environmental, physical, political and technological. Each of them impinges upon the system of values involved in decision-making process carried out in revitalisation policy making: strategies, programmes, plans and projects.

In urban ideologies, the conflict between cultural and economic values of space (use value vs. market value) seems to be at the centre of interest. The nature of this conflict calls for explanation going far beyond the scope of this paper. On the other hand, discussing the logic of specific land use controls – particularly in terms of urban large-scale developments (ULSD) – we cannot escape from these subtleties of the value judgement problem.

These apparently theoretical speculations may have quite a practical meaning

while initial steps of the developer presenting his idea of the development project to the local interest groups are not cautious enough and thus induce criticism, which may lead to unnecessary blockages in the decision-making process. To avoid such a situation it is advisable to explain to the parties concerned how does the project respond to specific local values.

The question arises: how the concepts described above are related to planning practice in Kraków, where the real estate market, planning system and democratic institutions are still in the “period of transition”. At this stage of structural changes, it is difficult to describe in an objective and comprehensive manner the behaviour of the main actors of “urban game” affecting the process of revitalisation and to assess the impact of ownership changes on the process of urban revitalisation. The first obstacle is the shortage of relevant and reliable data, but there are other barriers as well: a new methodological framework should be developed for more extensive studies and such a task would call for more financial support than is available at the moment.

To come up with more comprehensive diagnosis and recommendations, one should distinguish at least three types of urban fabric within the historic city:

- areas where the main business and commercial activities are concentrated,
- housing areas predominantly from the 19th century or from the turn of the century,
- “underused” areas, mostly post-industrial.

Each of the above categories of cultural space represents different types of relations between the private market and possible public intervention and therefore calls for different categories of urban policies. The potential spectrum varies from “reactive” – focused on regulatory measures to more “proactive” where public sector has to take the initiative.

The next step in our reflection begins with the following question: What is the role of heritage in the development of Kraków today? One of the lessons to be learned from a series of revitalisation projects in Europe is that traditional, regulative planning system is ineffective as a tool of revitalisation policies and must therefore be reinforced with more “powerful” modes of intervention: programme, action plans and projects.

Here are some recommendations for future tasks in the area overlapping sustainable heritage management and related urban development policies:

- Developing new methods of heritage management and urban revitalisation.
- Focus on project proposal & project management in order to increase absorption capacity of EU structural funds.
- Developing new model of spatial planning (more effective in both regulatory and proactive functions) integrated with operational instruments of urban management.
- Introducing strategic management into local government practice.
- More international co-operation at the “working level” (joint projects in the formula similar to the framework of former URBAN programme).

- Introducing new law guiding the process of urban revitalisation.
- More public participation and partnership.
- Supporting community-based initiatives.

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PLANOWANIE I PROJEKTOWANIE
DLA ZRÓWNOWAŻONEGO ROZWOJU MIASTA HISTORYCZNEGO:
PRZYKŁAD KRAKOWA

Omówiono przykłady planów zagospodarowania przestrzennego i programów strategicznych sporządzonych zgodnie z zasadami rozwoju zrównoważonego. Punktem wyjścia rozważań jest wyjaśnienie zasad praktycznego wdrażania teoretycznych koncepcji odpowiadających idei równoważenia rozwoju w odniesieniu do podstawowych rodzajów polityki i strategii rozwojowej miasta oraz instrumentów sterowania rozwojem przestrzennym.

Akcent położono na problemy integrowania polityki transportowej i energetycznej z działaniami samorządów terytorialnych. Działania te są podejmowane w ramach lokalnych programów rewitalizacji terenów poprzemysłowych i pokolejowych w strefach śródmiejskich miast historycznych.

Strategie rewitalizacji miasta są doskonałą okazją do kojarzenia zasad „zintegrowanej konserwacji dziedzictwa” z przedsięwzięciami inwestycyjnymi, które powinny promować formy transportu zbiorowego i zachowania transportowe sprzyjające oszczędzaniu energii. Przykłady projektów ilustrujących te zasady zaprezentowano na tle rozstrzygnięć planistycznych podjętych w *Studium uwarunkowań i kierunków zagospodarowania przestrzennego m. Krakowa* oraz w uchwalonej ostatnio strategii rozwoju miasta.