

# Governance Reform, Changing Property Rights, and New Planning Approaches in the European Port-City Interface

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# Mixed Management Areas

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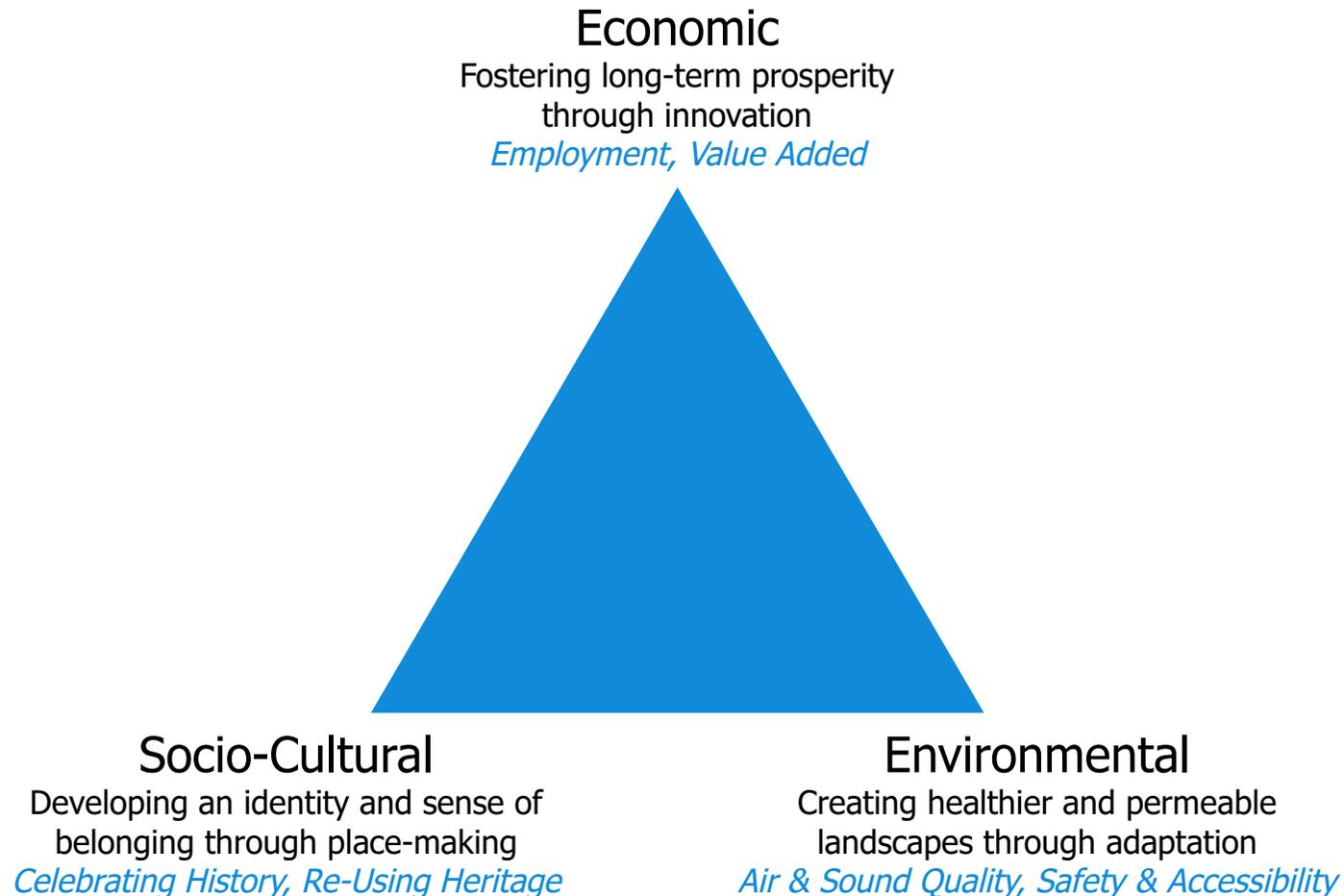
# Sustainable Port-City Relations

## The Problem

- The call for rethinking and reshaping the relationship between maritime ports and cities is widespread in both research and practice, with sustainability as a central concern
- For example, the global International Association of Cities and Ports calls to '**plan the city with the port**' so as to 'improve relations between port and city through dialogue and mutual cooperation.'
- **Port planning**, however, still seems driven by principles of transport chain efficiencies and economies of scale within a largely Cartesian '**either/or**' belief system, and...
- **Port governance** generally follows technocratic standards, with hierarchical decision structures and elaborate mechanisms for exercising external control (i.e. 'stakeholder management').

# Sustainable Port-City Relations

## The Objectives



# Framework

Concepts and relations



# 1. Port Governance Reform

## From gatekeepers to 'pawns in a game'

- During the second half of the 20<sup>th</sup> century, **European Port Authorities (PAs)** grew into powerful organizations controlling most port activities (port corporatisation and/or centralisation)
- Today, they are widely understood as '**landlords**' administering land that is leased out to or owned by powerful private organizations (value chain operators)
- Managing the constellation of actors that form the **port cluster or community**, is a major and challenging PA task
- Hence, PAs are often incapable of enforcing the **pursuit of sustainability objectives**, but negotiates these while trying to retain the competitive position of the port
- **Innovative approaches** to sustainability questions are rare, and mostly occur when mutual interests are combined with a considerable **exchange of incentives**.

## 2. Planning Approaches

### From business-as-usual to innovative approaches

- **Waterfront change** is widely associated with the redevelopment or regeneration of obsolete port terrains into areas with non-port uses, i.e. working, living and leisure functions
- This '**port-out, city-in**' model has been widely replicated, and yields a large variety of outcomes. Nevertheless, the model has created institutional tendencies: planners now often employ a '**city-in, port-out**' model, sometimes sold to the public as the earlier model
- Recently, **new approaches have emerged**, partly because of the inability of authorities to fully implement one of the above
- The new model **combines port or industrial uses with urban programs**, (un)intentionally contributing to a (more) sustainable port-city relationship.

# 3. Property Rights (Land Use Control)

## New Approaches: the Strategic Role of Land

- While **PAs have often been sidelined** in the earlier generation of waterfront projects in Europe, they are much more emphatically involved in today's waterfront schemes
- We observe the **evolution of an institutional framework** that prescribes to take land use control away from the PA and its customers, in favor of local government regeneration planning
- However, it may be questioned whether this **'either/or' institution** (land designated for *either* port-industrial *or* urban uses) is still desirable given the 1) hybrid nature of existing uses, and 2) objective to pursue innovative **'both/and' solutions** that reinvent the port-city relationship
- The question is: *To what extent can a PA pursue sustainable port-city relations through its property rights?*

# 4. Waterfront Projects

## Frontiers of Institutional Change?

- Much has been written about how, in order to protect economic interests and secure public investment in/for the port, port authorities have deployed strategies to **increase public acceptance** and political support for evolving port operations
- But given their position as nodes in global value chains and transportation networks, we can ask ourselves to what extent these authorities, particularly in large seaports, should use waterfronts to actively reinvent port-city relations, particularly **following outdated imaginaries**.
- Waterfront projects are shaped in arenas where the existing institutional frameworks are challenged, path dependencies tested, and actors decide to engage in (or resist) **institutional change processes** (bricolage)

# Sustainable Port-City Relations

## The Question

- *To what extent can port authorities in large seaport cities plan for sustainable port-city relations?*
- Comparative case study: Rotterdam and Lisbon

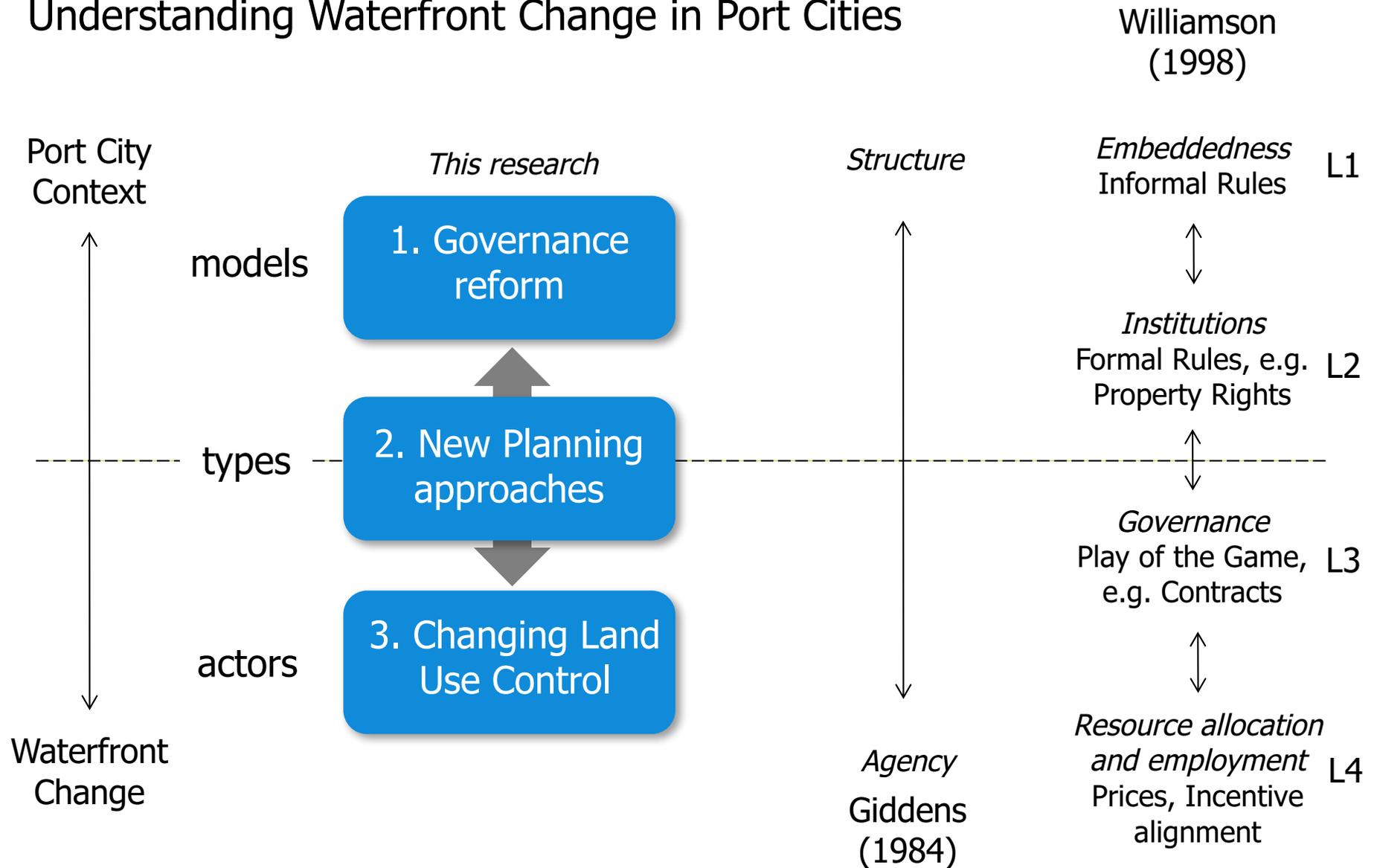
### Case selection:

- Similar general objectives, but:
- Hanseatic vs. Latin system
- Different port governance reforms
- Projects initiated recently
- Well-documented, access, language.



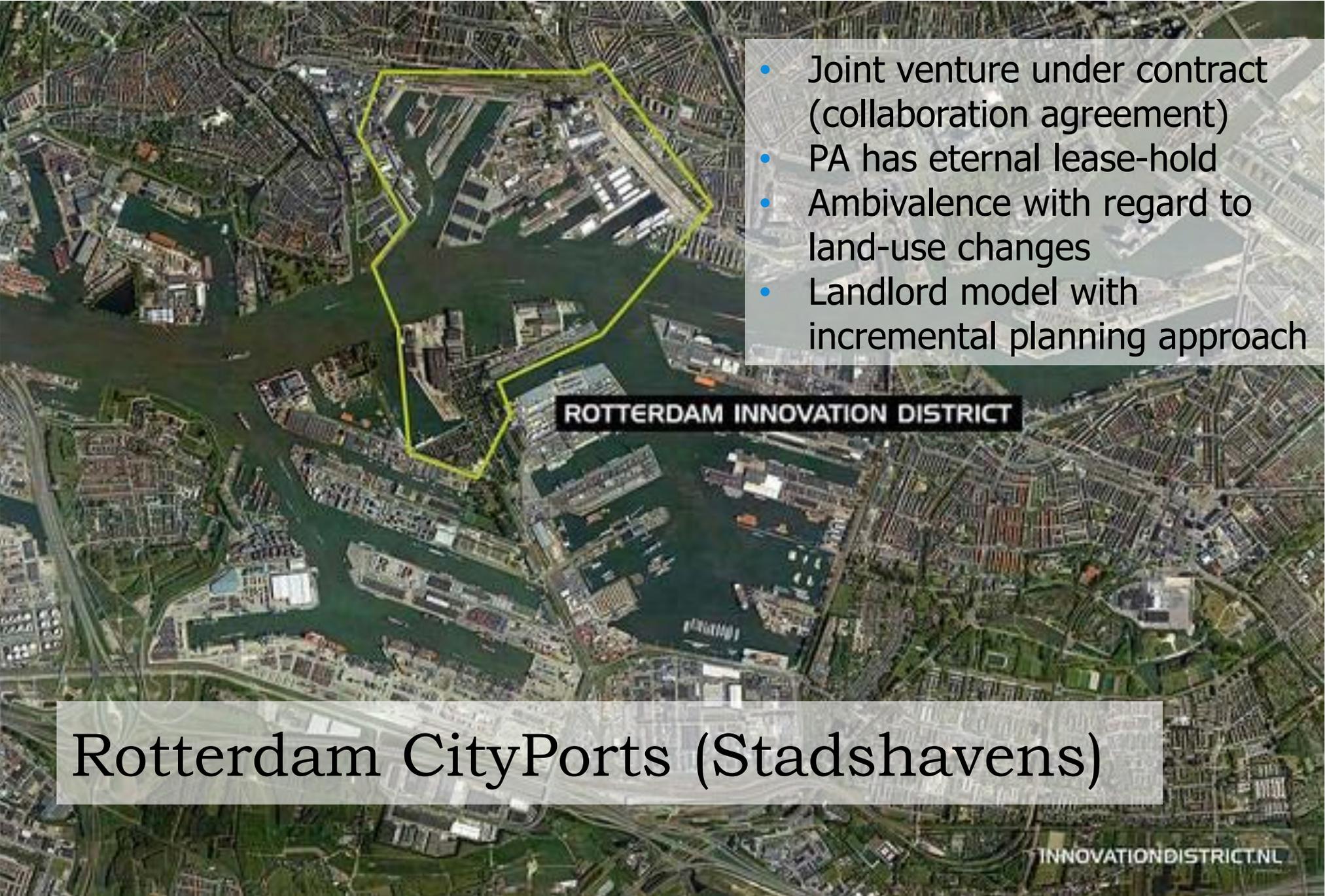
# Theory: Institutionalism

## Understanding Waterfront Change in Port Cities



# Rotterdam Port Region



- 
- Joint venture under contract (collaboration agreement)
  - PA has eternal lease-hold
  - Ambivalence with regard to land-use changes
  - Landlord model with incremental planning approach

ROTTERDAM INNOVATION DISTRICT

# Rotterdam CityPorts (Stadshavens)

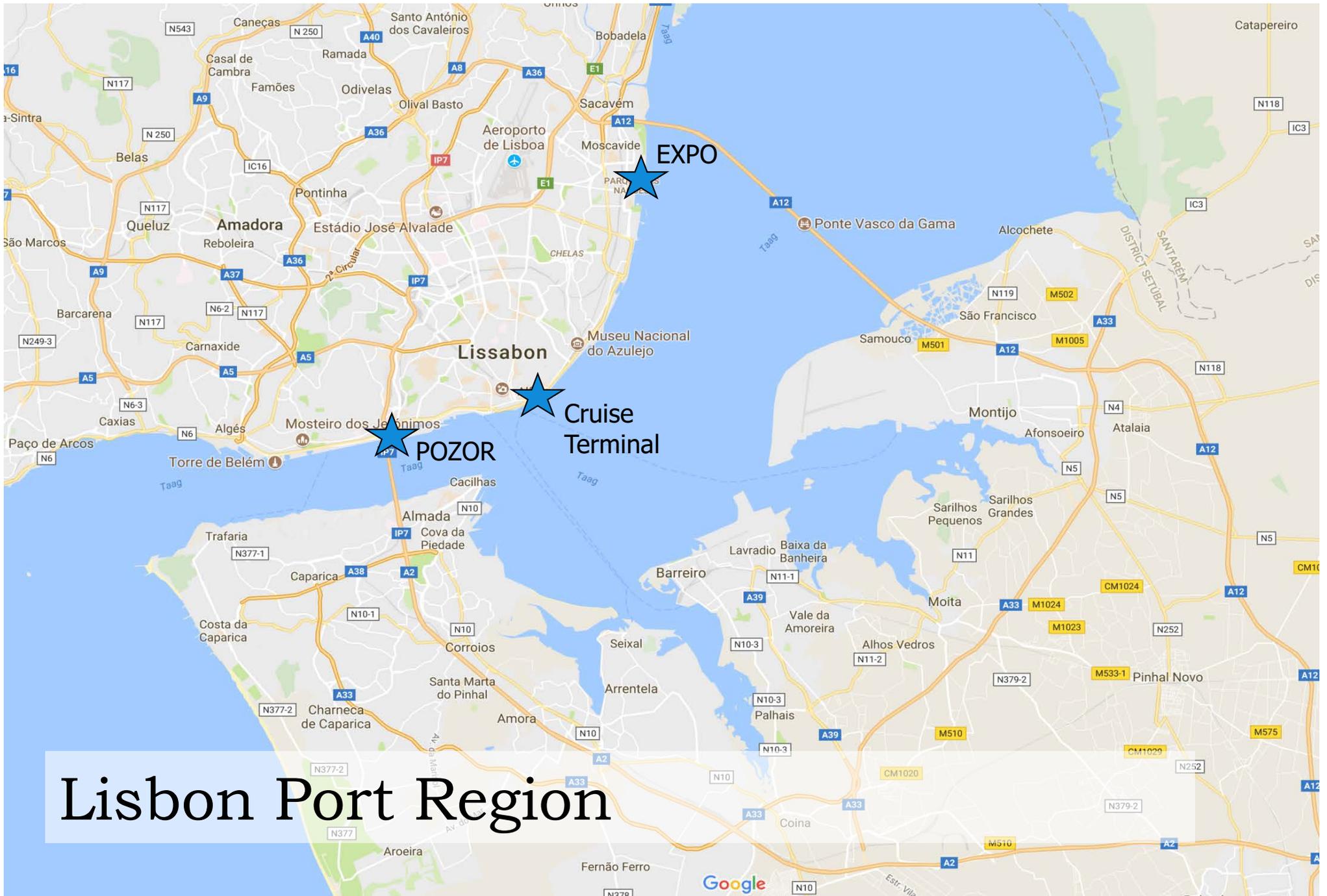
INNOVATIONDISTRICT.NL

# Dordrecht Ports



- Concession granted by municipality of Dordrecht
- PA has eternal lease-hold
- Conditions and objectives recorded in formal agreement
- Landlord model planning





# Lisbon Port Region

- 
- State's initiative
  - PA loses control of its territory
  - Classical Waterfront operation, port out – city in
  - Real estate operation playing a key role

EXPO 1998



- PA initiative
- PA advised by British planning company
- Classical Waterfront operation, port out – city in
- Deep social conflict

POZOR

- 
- PA project
  - Joint venture of international players
  - One main stakeholder controlling other port facilities
  - PA as classical passive landlord

# CRUISE TERMINAL

# Analysis

|           | Focus Case      | Governance model   | Land use control        | Planning approach                                    | Port-City objective                   |
|-----------|-----------------|--|-------------------------|--|---------------------------------------|
| Lisbon    | EXPO            | State initiative. Land given to a QUANGO   | PA (State) - QUANGO     | Urban redevelopment                                  | Environmental (removing the port)     |
|           | POZOR           | PA by itself, no support from the State.   | PA                      | Urban redevelopment                                  | Environmental Socio-cultural          |
|           | Cruise Terminal | Initially a joint management area. Later classic landlord model.                 | PA                      | Hybrid? Port Development with public space           | Economic Socio-cultural               |
| Rotterdam | Dordrecht       | Concession by municipality to PA   | PA (40%), private (60%) | Port development                                     | Economic                              |
|           | RID             | Joint management under collaboration agreement (land transfers)                  | PA (80%)                | Unclear (incremental)                                | Economic Socio-cultural               |
|           | Schiedam        | Collaborative process under Letter of Intent. Potential collaboration agreement. | Municipality            | Hybrid, combining port industry with urban functions | Economic Environmental Socio-cultural |

# Preliminary Conclusions

- **Sustainable port-city relations** concerns the pursuit of economic, socio-cultural as well as environmental **objectives that may be at odds** with each other on the level of concrete projects
- Balancing these objectives in waterfront zones requires new planning approaches, and thus a **reflexive institutional practice** that allows for the design of governance arrangements that incentivize the allocation of resources for innovation
- PAs that follow—or are legally obliged to follow—a landlord model are hindered in creating **the 'right' governance structure** and/or marginal conditions (e.g. land) needed (cf. Williamson, 1998)

# Preliminary Conclusions

- The findings suggest that the legal and/or statutory framework of PA's need to be scrutinized, i.e. **reflexively adapted** to allow for (more) innovative and inclusive planning approaches to pursue a sustainable port-city interface.
- **New imaginaries** for port-city interface and waterfront redevelopment are needed to inspire institutional change...

*'If there is to be a "new urbanism" [...] it will no longer be about meticulous definition, the imposition of limits, but about expanding notions, denying boundaries; not about separating and identifying entities, but about discovering unnamable hybrids.'*

—Rem Koolhaas et al. (1995: 969)

# Rethinking the Port—City Interface



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Thank you!