Transformative spatial governance

New avenues for comprehensive planning in fragmented urban development

Özoğul, S.

Citation for published version (APA):
Urban development is fragmenting: Entrepreneurial planning strategies involving a wide range of actors have been replacing managerial public sector-led approaches. While scholars lament the dissolution of social and spatial interventions, disconnected property-driven projects, as well as multifaceted social initiatives, are mushrooming in cities. This dissertation seeks a new approach to create forms of comprehensiveness amidst the complex spatial governance practices underpinning fragmented urban development. It stipulates the need for a new conception of comprehensiveness based on the creation of possibilities for linkages between fragmented city-building endeavours. Furthermore, it argues that transformative spatial governance structures are pivotal to allow city-building endeavours to flourish and simultaneously place them into firm but flexible and adaptive frameworks to avoid fragmentation’s negative effects and externalities. Spatial governance is considered transformative when its institutional patterns change on the basis of concrete, area-based city-building endeavours. To this end, the dissertation identifies and engages with a recent body of literature that centres around transformation and structural change in planning and governance. A systematic review of existing literature reveals the neglect of private sector actors as elements in instigating scholars’ desired structural changes. Therefore, this dissertation distinctly considers property-driven development formations as instigators of structural change and explores their linkages to micro-scale social efforts. Toronto in Canada and Amsterdam in the Netherlands serve as research settings. The analysis suggests that public sector planners can crucially influence urban development, not in the traditional sense by being in command but by creating possibilities for linkages between fragmented actions in spatial governance.
Transformative Spatial Governance: New Avenues for Comprehensive Planning in Fragmented Urban Development

ACADEMISCH PROEFSCHRIFT
ter verkrijging van de graad van doctor
aan de Universiteit van Amsterdam

op gezag van de Rector Magnificus prof. dr. ir. K.I.J. Maex
ten overstaan van een door het College voor Promoties ingestelde commissie,

in het openbaar te verdedigen in de Agnietenkapel
op vrijdag 11 oktober 2019, te 10.00 uur door

Sara Özoğul
geboren te Hoya/Weser
Promotiecommissie:

Promotor:  Prof. dr. M.T. Tasan-Kok  
Universiteit van Amsterdam

Copromotor:  Prof. dr. ir. L. Bertolini  
Universiteit van Amsterdam

Overige leden: Prof. dr. M. Kaika  
Universiteit van Amsterdam  
Prof. dr. W.G.M. Salet  
Universiteit van Amsterdam  
Prof. dr. R.C. Kloosterman  
Universiteit van Amsterdam  
Prof. dr. J. van Weesep  
Universiteit Utrecht  
Dr. R.C. Rocco de Campos Pereira  
TU Delft  
Dr. P. Schmitt  
Stockholm University  
Faculteit der Maatschappij -en  
Gedragswetenschappen
# Table of contents

List of figures 7  
List of tables 8

## PART I: PROBLEM DEFINITION AND RESEARCH DESIGN

1. **Introduction** 9  
   1.1 Complexifying spatial governance and the fragmentation of urban development 9  
   1.2 Research problem, questions and visualisation 13  
   1.3 Hermeneutics as a methodological underpinning 16  
   1.4 Research settings and strategies 18  
   1.4.1 Toronto 19  
   1.4.2 Amsterdam 23  
   1.5 Structure of the dissertation 28

## PART II: ANALYTICAL AND CONCEPTUAL FRAMEWORK

2. **Finding comprehensiveness in fragmentation? Analysing linkages between fragmented city-building endeavours** 37  
   2.1 Introduction 37  
   2.2 A reconsideration of comprehensive planning 40  
   2.3 Methodology 45  
   2.4 Fragmentations and linkages in and through planning in Toronto and Amsterdam 46  
   2.4.1 Reconciliating social and spatial (policy) interventions 48  
   2.4.2 Linking property developments 50  
   2.4.3 Linking micro-scale social efforts 52  
   2.4.4 Connecting fragmented city-building endeavours in wider spatial governance 54  
   2.5 Discussion and conclusion 56

3. **Conceptualising transformative spatial governance** 65  
   3.1 Introduction 65  
   3.2 Defining spatial governance as ‘output structure’ 66  
   3.3 Adopting an institutional perspective on city-building endeavours as ‘process structure’ 68  
   3.4 Approaching elements of transformation highlighted in existing literature as ‘parameters’ 70  
   3.5 Conclusion 74
PART III: IN-DEPTH CASE STUDIES

4. Between a rock and a hard place: investigating project managers' learning experiences in Amsterdam's fragmented landscape of property development

4.1 Introduction
4.2 Learning as linkage between property-driven development formations
4.3 Methodology
4.4 Amsterdam's fragmented landscape of property development
4.5 Property development at a crossroads: incorporating new learning experiences or returning to old principles?
  4.5.1 Single-loop learning in response to unchartered territory in transformation projects
  4.5.2 Double-loop learning as institutional queries and critical self-reflection
  4.5.3 Rising land and property values as impediment to triple-loop learning
4.6 Discussion and conclusion

5. Space matters: linking micro-scale social efforts through space in Jane-Finch, Toronto

5.1 Introduction
5.2 Bringing space (back) into the equation
5.3 Methodology
5.4 Modernist planning and entrepreneurial governance of Toronto's built environment
5.5 Space, community and entrepreneurial activities in Jane-Finch’s conflicted structures of building provision
  5.5.1 Challenges of navigating activities in a modernist built environment
  5.5.2 Functional appropriations of space
  5.5.3 Obstacles to systematic spatial interventions
5.6 Discussion and conclusion
6. Exploring transformative place-making within the comprehensive spatial governance of Toronto

6.1 Introduction

6.2 Transformative place-making as comprehensive spatial governance

6.3 Methodology

6.4 Spatial governance in Toronto

6.5 Place-making with/without private property development in Regent Park and Jane-Finch

6.5.1 Combining social and spatial innovations through private sector involvement in Regent Park

6.5.2 Social innovation and spatial limitations in Jane-Finch without significant private sector involvement

6.6 Discussion and conclusion

PART IV: CONCLUSIONS

7. Synthesis and conclusions: new avenues for planning research and practice

7.1 Introduction

7.2 How does spatial governance accommodate fragmentation in urban development?

7.3 To what extent can new forms of comprehensiveness be created amidst complex and fragmented spatial governance activities?

7.4 On transformation through private sector actors

7.5 Responding to fragmentation in planning practice

7.6 Caveats and recommendations for future research

Notes

Appendix: list of interviewees

Summary (English)

Samenvatting (Dutch summary)

Acknowledgements

About the author
List of figures

1. Relationship between institutional and spatial fragmentation 11
2. City-building endeavour as area-specific spatial governance activity 15
3. City-building endeavours embedded in spatial governance 16
4. Toronto and Amsterdam on the world map 18
5. City of Toronto administrative boundaries 19
6. Census tract average individual income Metro Toronto1970 (above), City of Toronto 2015 (below). 20
7. Toronto’s planning policy framework 21
8. Administrative structure of local administration in Toronto, adopted from City of Toronto (2019a) 23
9. City of Amsterdam administrative boundaries 24
10. Average disposable income in the City of Amsterdam in 2018, based on data retrieved from Municipality of Amsterdam (2019a) 25
11. Amsterdam’s planning policy framework 25
12. Administrative structure of local administration in Amsterdam, adopted from the Municipality of Amsterdam (2019b) 28
13. Structure of the dissertation 30
14. Analytical framework of ‘finding comprehensiveness in fragmentation 46
15. Three levels of structure in transformative spatial governance 73
16. Urban development characterised by property-driven city-building endeavours 88
17. Connecting fragmented property-driven development to analytical levels of learning loops 88
18. Housing Plans in Amsterdam since 2012. Created based on data, last updated 1 April 2019 from the Municipality of Amsterdam (2019a) 93
19. Schematic representation of Ball’s (1986) framework for studying structures of building provision 111
20. Jane-Finch: case study area in Toronto 112
21. Impressions from the intersection of Jane Street and Finch Avenue West 115
22. Open green space between apartment buildings in Jane-Finch 119
23. Jane-Finch Community Family Centre 121
24. Seating area in community shopping mall 122
25. Space inside the shopping mall during on a regular day (left) and during the Sunday flea market (right) 122
26. Case study areas within Toronto 143
27. Place-making in Regent Park 146
28. Place-making in Jane-Finch 148
List of Tables

1. Planning system features according to Janin Rivolin (2012) 50
2. Elements of transformation highlighted in existing literature 77
3. Four possibilities for change or stability at three levels. Adopted from Hernes (1976: 524) 79
4. List of interviewees in project management office 93