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### 3. Impact assessment of territorial planning on patterns of current urban development

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Territorial planning at its different levels of scale (municipal, sub-regional, regional and European) and competences (urban-planning, environment, territorial and sectorial) demonstrates a decreasing capacity to regulate territorial development on account of the growing presence in the metropolitan dynamic of factors like globalisation and the de-location of uses and services, and the absence of the means and the regulations to guarantee urban sustainability. This makes it difficult for planning to discharge its public function which aims at territorial balance, responsible resource management, and time-space rationality in decision-making, as reflected in the European Charter of Territorial Organisation.

This Project aims to assess the effective capacity of territorial planning to regulate the metropolitan dynamic. In the first place, particularly characteristic of that planning is its multi-scale and multi-sector nature in terms of policies and plans with territorial impact on the metropolitan areas of Granada and Madrid region. To achieve that end, the following activities have been carried out:

- ✓ The planning system in both areas has been described with particular attention to the most influential planning instruments (General plans of Urban Organisation).
- ✓ The current planning instruments (supra-municipal, municipal and sectorial) have been analysed.

Secondly, we aimed to reproduce cartographically the proposals concerning classification and organisation made by previous plans and programmes with a direct impact on land use, in order to identify spatially the territorial proposals and transformations deriving from them. Once these transformations had been mapped, the pattern of urban development as per territorial planning was compared with the pattern—more or less compact or dispersed—of effective growth in the areas studied. In general terms, four types of growth pattern were identified: aggregate, linear, nodal and isolate urbanization.

All this information was put together to produce a **methodological synthesis** which enabled us to assess the degree of effective incidence of territorial and urban planning. To carry out that assessment we used the Zoning (Planes Generales de Ordenación Urbana) of a group of municipalities from each area studied which were representative in terms of metropolitan impact, spatial cover, and their representativeness of the patterns of urban growth mentioned above. In the Granada area these municipalities were: Albolote, Armilla, Atarfe, Granada, Láchar, Maracena and Peligros; in the metropolitan area of Madrid they were: Madrid, Alcobendas, Ajalvir, Alcalá de Henares, Nuevo Baztán, Capo Real, Rivas-Vaciamadrid, Pozuelo de Alarcón, Alcorcón, Arroyomolinos, Aldea del Fresno and Galapagar. Here is a synthesis of some of the Madrid municipalities:

Municipality	Spatial coverl			Sector / axis	Dynamic (start date = base 100)			Metropolitan impact / functions	Time cover in planning intrmts. Date approved / type	Growth patterns			
	Crown				Demog. increment	Sup.res Increment	Sup.prod. Increment			Aggreg.	Nodal	Linear	Disper.
	A	B	C										
02. Nuevo Baztán				N-II-III. Lower Jarama Vegas del Tajo	874.03	108.33	---	Demographic decentralisation (gradual passage to 1st dwelling)	1987. NN.SS.	AP+		+	+
03. Alcalá de Henares				N-II. East Metropolitan	110.72	121.53	207.14	New centrality (?) in traditional industrial belt	1991. PGOU	AN+ AP+		+	
04. Ajalvir				N-II. Vegas Upper Jarama	189.38	352.57	311.93	Demographic and industrial decentralisation from belt.	1991. NN.SS.	AL++			+
05. Madrid					97.62	115.46	138.92	Capital of a traditionally mononuclear functional region	1997. PGOU	AN++		+	+
07. Alcobendas				N-I. North Metropolitan	116.98	139.07	120.22	Decentralisation of corporate locations /business parks	1999. PGOU	AN+++			
08. Alcorcón				N-V. South Metropolitan	109.62	254.75	219.56	Traditional dormitory town, social and urban diversification	1999. PGOU	AN++		+	
09. Campo Real				N-III. Lower Jarama Vegas del Tajo	139.34	180.38	---	Rural space. Traditional industries. Future airport.	1999. NN.SS.	AP+++			
12. Rivas-Vaciamadrid				N-III. East Metropolitan	240.48	2356.25	291.47	Demographic decentralisation. New centrality. nE (N-III)	2004. PGOU	AP++		+	

Madrid region 109.62 134.25 162.82

**Table 1. Main characteristics of some of the municipalities selected in the Madrid region and of their general plans of urban organisation**

On the basis of this selection from the simple, we also evaluated the impact of metropolitan planning using the capacities set out before. In some cases the results are given for some of the areas of study.

- *Regulation capacity or degree of compliance with the obligatory dispositions of the planning instruments.*

		Albolote	Armilla	Atarfe	Granada	Láchar	Maracena	Peligros
Functional metropolitan system	Valuable tertiary sector areas	-		-			++	++
	Valuable industrial areas	++		++				
	Subregional facilities areas				-		-	
	Innovation areas		+		++			
Land protection	Open spaces planning system		+	++	-	++		
	Valuable agricultural areas planning system			+	-			
(-) Municipal plan alters POTAUG (subregional) proposal; (+) POTAUG proposal partially included; (++) POTAUG proposal entirely included								

**Table 2. Criteria applied when assessing the regulation capacity in the representative municipalities of the Granada metropolitan area.**

- **Guidance capacity** or *group of proposals of a metropolitan nature which guide new urban growth in terms of form and location.*
- **Coordination capacity**, or *that group of non-obligatory guidelines and recommendations formulated in the sub-regional plan, which entail situations of coordination between different metropolitan municipalities.*
- **Innovation capacity**, or *the capacity of town-planning to propose new mechanisms, procedures, tools and strategies that favour planning with lower environmental costs.*

		Galapagar (1976)	Nuevo Bazán (1987)	Alcalá de Henares (1991)	Ajalvir (1991)	Madrid (1997)	Aldea del Fresno (1997)	Alcobendas (1999)	Alcorcón (1999)	Campo Real (1999)	Arroyomolinos (2001)	Pozuelo de Alarcón (2002)	Rivas-Vaciamadrid (2004)
Methodological innovations	Design. Monitoring system			#		#							#
	Proposals of new planning instruments					#							
	Liaison / integration of sectorial planning					#		#				#	#
	Coordination with neighbouring municipalities					#							
	Metropolitan impact of the municipality plan			#		#		#	#		#	#	#
Technological innovations	Creation of a monitoring department					#							
	Use of decision support systems					#							
	Use of planning support systems					#							#
	Use of simulation models					#							

**Table 3. Criteria applied when assessing innovation capacity in the representative municipalities of the metropolitan region of Madrid**

- **Capacity of adaptation** to existing metropolitan dynamics on the one hand and to the metropolitan consequences of implementing the plan on the other.
- **Governance capacity** or the fostering of new institutions and networks of territorial government.

More information in:

Valenzuela LM; Soria; JA; Aguilera, F. (2009). "Assessing the incidence of planning in urban growth". 23rd Congress of the Association of European Schools of Planning "Why can't the future be more like the past?" 23rd Congress of the Association of European Schools of Planning. Book of Abstracts, p. 9. Liverpool (UK).

Soria, JA; Valenzuela LM; Aguilera, F (2009). "The incidence of planning in the growth and change of the Metropolitan Area of Granada". *City Futures '09. City Futures in a Globalising World*. An international conference on globalism and urban change. EURA: European Urban Research Association and UAA: Urban Affairs Association. Paper. Madrid (Spain).