

Sustainable Spatial Development. Region of Navarre's Case (Spain)

Dámaso MUNARRIZ GUEZALA, María Antonia GARCÍA MARTINEZ

Thechnical Coordinator - Territorial Observatory of Navarre/Observatorio Territorial de Navarra, estrategia@nasursa.es

Geographer - Territorial Observatory of Navarre/Observatorio Territorial de Navarra, mgarcia@nasursa.es

Navarra de Suelo Residencial, S.A - NASURSA

Calle Leyre 20, bajo

ES31002 – Pamplona (Navarra)

1 ABSTRACT

The European Spatial Development Perspective (ESPD) in Navarre meant a change of viewing regional development as well as spatial planning within this subject. It drove to substitute the Regional Act of Spatial Planning and Urbanism (LF 35/2002, LFOTU) to adapt it to this new situation and concepts globally named **New Territorial Culture**.

Since that moment, we started to design original Territorial Governance tools: planning instruments as the Navarre Spatial Development or the Spatial Master Plans, Sustainable Spatial Development concepts and indicators, the set-up of a participating body in the Social Council for Territorial Policy, a technical and studies unit which applies this governance in the Territorial Observatory of Navarre, dissemination and training campaigns of these tools, as well as Network work, internally within Navarre and Europeanwide in spatial and sectorial aspects (Navarre Network of Local Institutions towards Sustainability, GIS, Navarre's Territorial Information System [SITNA], ESPON/ORATE, and so on).

2 SPATIAL PLANNING IN NAVARRE BACKGROUND

The fundamental law which gives a special status to the autonomous region of Navarre, *Ley Orgánica 13/1982 de Reintegración y Amejoramiento del Régimen Foral de Navarra*, gathers the autonomy of the region in Spatial Planning and Urbanism issues. Since this fundamental law, three Spatial Planning acts have been approved in 1986, 1994 and in 2002 which is the one it is going to be referred to in this paper.

From the European Conference of Ministers responsible for Spatial Planning (CEMAT), the **European Spatial Development Perspective** (ESDP) is adopted by these Ministers at the Potsdam Council in May 1999. It has been proved there is a real possibility to have a global spatial planning document for the whole EU. Moreover, the methodology and its nature are the appropriate to develop similar national and regional tools.

Therefore, the ESDP is a reference document which sets out from an impact evaluation that sectorial policies have on the territory, and acknowledges it as a mean through which opinions about these policies are said. The ESDP established a **new territorial culture** and a new way of accessing to the territory dimension itself. The ESDP proposes its implementation to be mainly applying national and regional "Spatial Strategies" so that policies should adopt these instruments.

The Environment, Spatial Planning and Housing Department of the regional Government of Navarre started to outline the Navarre Spatial Development contents and the draft of the current Regional Spatial Planning Act 35/2002, since the agreement of the need to have a law with an instrument which follows these new guidelines.

Beyond that, these considerations shows the multidisciplinary aspect of the action and management of sustainable development models which agrees with the Spatial Planning European Charter, approved in 1983, environmental, social and economic point of view. That has guided many professionals' work in this issue.

3 THE CONCEPT OF SUSTAINABLE SPATIAL DEVELOPMENT AND SEMANTIC CONTENT

The European Union brought into line the Fifth Environment Action Programme international guidelines⁹. In this programme it was written the famous quote "*We cannot wait...and we cannot make a mistake*", and had the measures European agencies as well as member countries have to bring into action in industry, waste,

⁹ European Union, "Towards Sustainability". Applicable report and European programme of policy and action of the Fifth European Community in relation to the environment and sustainable development. D.G. XI. ISBN 92-827-6687-X. Luxembourg, 1997

transport, agriculture, fishing, and so on. Every sector started to adapt their different policies according to basic sustainability criteria.

European spatial planning has some principles to apply in different target sectors (transeuropean networks, mountain areas, etc) and different European areas (Atlantic Arc, Mediterranean, Baltic...). There were made diagnosis of these areas, Europe 2000+ was approved and a European spatial planning perspective was written. These documents setted some principles and general guidelines, for example:

A new cohesion perspective more territorial and qualitative.

Opening towards new Community areas.

Transnational perspective of spatial planning.

Develop spatial planning methodologies and tools.

Develop the spatial planning potential in the environment integration

Set directives about plans and programmes environment impact assesments.

Define certain environmental frameworks in certain sectors as support of the *sustainable spatial planning*.

This labour ended as said before with the ESDP. Therefore, according with the ESDP, adding "regional or territorial" to the concept of sustainable development means adding the spatial concept of the different strategies and plans. That development shall be harmonious and balanced in its environment and its relation with the other territories, it has to guarantee to the citizens of that territory the same access to infrastructures and knowledge as any other citizen, at least those who belong to the European Union. All this, considering its cultural and natural features which are considered as a property of the European Union itself.

Knowing these European directives, the 35/2002 act explanatory statement makes an "*unavoidable objective Navarre's sustainable regional development*". Therefore, the 2nd article of this act is strengthened. This article links the LFOTU objective or purpose with certain constitutional principles and the spatial planning definition itself which is: "*a public duty of planning, organization, management and land cover and use*" whose "*purpose is the sustainable regional development of Navarre, according with the constitutional principles. It guarantees the right to enjoy an appropriate environment for a personal development, rational use of natural resources, the right to have an appropriate dwelling, and conservation, promotion and enrichment of Navarre's Cultural, Artistic and Historical Heritage, as well as community participation in the values generated by the urban action of public bodies*".

But the law not only takes the concepts theoretical enumeration. It is considered that the concept has a specific content and can show it in some specific instruments. The Sustainable Regional Development is described in the Regional Development Model (Regional Strategy) and is applicable to Spatial Planning instruments as well as in the local planning through the Regional Development and local territory strategy and occupation Model (EMOT). Sustainability's conceptual content should soak, this way, the different planning instruments until it reaches every town planning and regional resolution.

Within this framework Navarre's Parliament approves in June 2005 the Regional Development of Navarre (ETN). Besides, it typifies the concept of Sustainable Territorial Development and sums every quantitative content of its variables and measures and monitoring parameters in six "conceptual boxes" up and its corresponding **synthesized indicators**:

Three general, exactly the same as the Sustainable Development Strategies:

Social Cohesion: integration, solidarity, diversity awareness.

Competitivity: economic growth, employment creation, investment...

Conservation: resources protection, of environment and biodiversity.

Three territorial and coherent with European Union Regional Development Policy:

Polycentrism: territorial balance, new relation between rural and urban areas, reflection of European policies and development of the local ones

Accessibility: to infrastructures and knowledge to new technologies

Identity: Cultural and natural intelligent management.

4 THE ETN REGIONAL DEVELOPMENT MODEL

The ETN meant an opportunity to settle a **model of spatial development** for our region. This is a reference framework which allows make the most of the synergies and the complementary issues of the depicted initiatives which will have to contribute to its implementation of the Spatial Planning instruments which are mentioned in the LFOTU act, to strengthen our territories comparative advantages and to release the projects of the XXI century Navarre.

Navarre's areas, "Navarre from the outside", the belonging of Navarre to suprarregional spaces and its Region-City Concept overlap:

- The Pyrenees or European Natural Area and the interregional collaboration through the Pyrenees Working Group.
- The Atlantic Arc, understanding that the whole region of Navarre belongs to it.
- The Ebro axis, taking into account that the national documentation includes Pamplona as a city within it.
- The Region-City which not only is an order change but also a conception of approaching first to the Region, analyzing the region as a whole and put it into different European networks.

The Regional Development Model elements are a way to settle this model with a look to "Navarre towards the inside":

- The Urban subsystems
- The Gateway areas.
- The Joint areas
- The infrastructure corridors.
- The structural natural areas
- The structural rural areas.

5 SPATIAL PLANNING INSTRUMENTS AND PLANNING PROCESS

Remember that the Spatial Planning European Charter settles this is a scientific discipline with an analysis and working methodology in spite of its multidisciplinary character. Spatial Planning is also a policy and due to that it has ideological interpretations. It is also an administrative technique subjected to a specific procedure and specific laws.

The 35/2002 regional act establishes a planning order summarized in this table below. Therefore, the ETN is the strategical planning of the Department but also must be a guide for the structural and operative planning of other departments and other administrations. That is the meaning of the interadministrative collaboration and the European Spatial Development Perspective application guidelines.

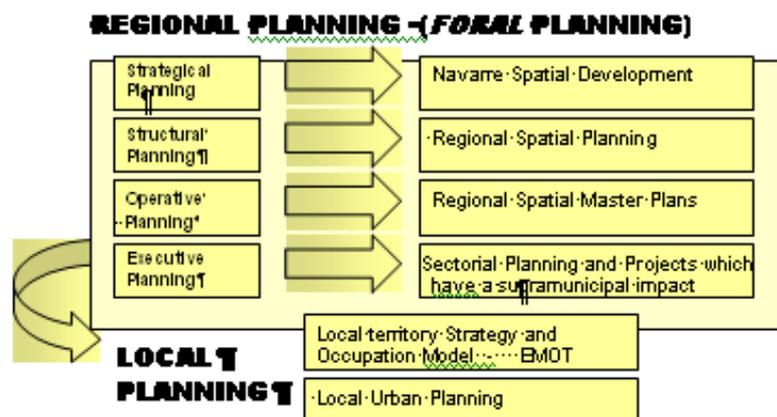


Table 1: Spatial Planning Instruments in Navarre. Territorial Observatory of Navarre

The sectorial policies must take into account its characteristics within the natural environment. Following the European Spatial Development Perspective points, the ETN takes into account every environmental tool used by the Regional Government of Navarre and makes use of them with others through its needs in the territory. The ETN is not a strictly sustainable development strategy because that would need the real involvement of every sectorial policy. The ETN means to establish a performing framework over the different policies relations may have on the territory and, that way, turn it into the first reference tool of every Spatial Planning instrument that has the Regional Government of Navarre