

# Strategic Planning and Governance in Europe

Norsk planmøte  
Plankonferansen i  
Hordaland 2012  
*Planlegging flytter  
grenser*  
Bergen  
22 to 23-10-2012

## Outline

- 1 The future of the city is the city region
- 2 Challenges of city region development
3. **Strategic planning** a new academic hype?
4. **Governance** in city regions
5. Successes and failures of development in German city regions
6. Creativity and innovation in strategic planning
7. Which future for Europe?
8. Conclusions



Edvard Grieg 1843- 1903



# The future city is the **city region**

## Why?

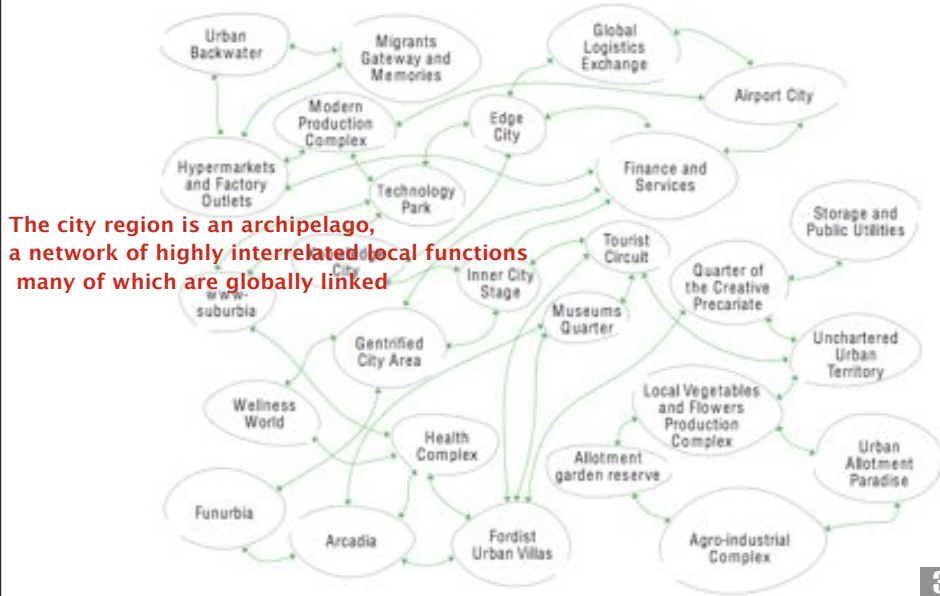
The emergence of (**polycentric**) city regions is the consequence of

- Globalisation and global urban competition
- The logic of the market economy and the ne post-industrial urban economy
- The need to cooperate regionally and to organize a strategic division of urban functions
- The strength of local governments and civil societies in a post-industrial world
- The insight that big events (> **Olympics**) can only be attracted by large cities
- Value changes of the people and the renaissance of urban living



**80% and more of national populations  
are living in city regions**

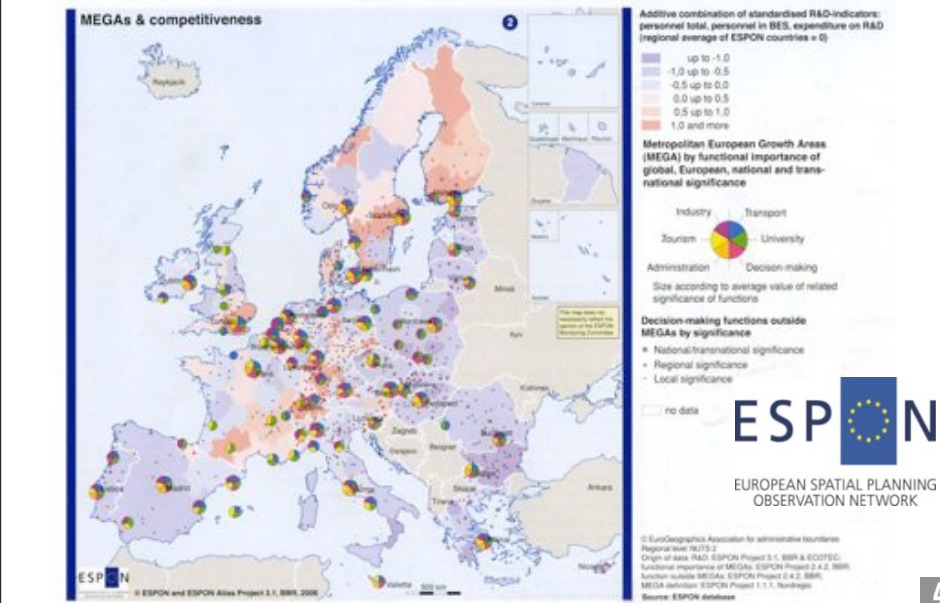
# The future city is the city region



3

# Competitive Metropolitan Regions

Competitiveness



4

## Metropolization

- Globalisation, structural change and new Information and communication technologies (and the logic of the market economy) favour the concentration of economic development in large city regions;
- The competition among larger city regions in Europe and beyond, for investments, international institutions, qualified manpower, corporate investors, for events (sports events , cultural festival, international meetings), and for media coverage
- The Lisbon Agenda, the document of the European Commission to achieve competitiveness in Europe is explicitly promoting economic development in metropolitan regions;
- State governments support investments in public infrastructure (airport hubs, trans-European networks, higher education policies, to strengthen the role of metropolitan city regions;

Planning and decision-making progress happen in increasingly complex public-sector led systems at five or more tiers of government and governance.



Abbildung 2 Metropolräume in Europa



5

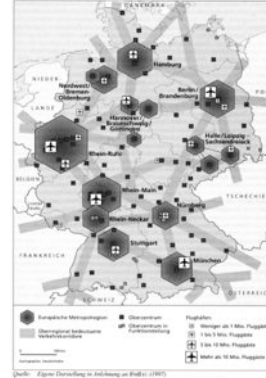
## Why Metropolitan Regions?

### Germany 1995

#### Europäische Metropolregionen

- Activities of the European Commission to strengthen Europe against other regional economies > Asia , US
- Neo-liberal market oriented agenda of the EU > Lisbon Agenda, Europe2020, competition policy
- Competition among European city regions >Image, investment, qualified, creative labour. tourists
- Clustering of economic activities >globalization, metropolization and deindustrialization, renaissance of agglomeration economies
- Conflicts over large infrastructure projects >airports, new railway stations, power plants

Abbildung 1: ENE in Deutschland nach NUTS-Beständen in 1995, 1997 und 2005



6

# Why Metropolitan Regions?

## Germany 2012

- Higher liveability standards for better educated and cosmopolitan citizens  
> accessibility to public and private services
- German vision/ perspective/ leitbild produced by the Federal Ministry of Transport, Housing and Spatial Planning
- Declining public (regional and local) budgets > sharing the burden, joining forces
- Growing importance of media coverage in location profiling  
> urban profiling, urban marketing
- Lack of cooperation among local governments in city regions  
> Conflicts over tax, out-of-town supermarkets, often driven by local election rationales

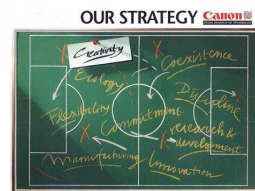


# Strategic Planning and Governance

## Strategic planning

- Is it more than land use planning?
- Which spatial tier? > city, city region, region?
- When and why and how? > plan or rather process?
- Who does it?

... a kind of a plug-in concept for planners?



## Governance

- Governance, not government?
- Decline of public sector or co-operation with private sector and civil society?
- Top-down or bottom-up?
- Territorial or functional cooperation?

... surrender to the neo-liberal agenda or just a consequence of the communication society?



## Strategic Planning an ambitious, fuzzy concept?

### John Friedmann 1987

... to come from knowledge to action!

### Mintzberg 1994

... a strategic planning process is launched with three types of objectives. "Thinking about the future", "integrating decision-making" "improving co-ordinating mechanisms"

### Patsy Healey 1997

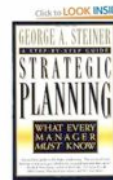
... a social process through which a range of people in diverse institutional relations and positions come together to design plan-making processes and develop contents and strategies for the management of spatial change.

### Louis Albrechts, Patsy Healey and Klaus R. Kunzmann 2003

... strategic planning produces frameworks and interpretive images capable of mobilizing people into action and in some cases of constructing a new governance culture

### Louis Albrechts and Alessandro Balducci 2012

... focuses on results and implementation by framing decisions, actions and projects, and it incorporates monitoring, evaluation, feedback, adjustment and revision.



PLANNING IN THE PUBLIC DOMAIN: From Knowledge to Action

John Friedmann



## Strategic Planning

is a chance for spatial Innovation and creativity, it is an approach which brings innovation and creativity into planning processes!



### Why, how?

- Strategic planning (at all tiers of planning and decision-making) is **not regulated**
- Neglects administrative boundaries and accepts **soft spaces**
- Benefits from being **more independent** from established political rationales
- Opens **windows of opportunities** for innovative projects and action
- It is an open and flexible, a **plug-in-concept**
- Encourages the involvement of the **civil society** and their innovative ideas
- Makes (vested) economic interests more **transparent**
- Provides physical and mental space for **new urban/regional economies**
- Creates **new public-private partnerships**
- Requires explorative **visions, narratives and scenarios** for incremental action

## Governance

**Governance** instead of **Government**: what is the difference?

- Interplay of public, private and civic actors with different rationales for development and action
- Voluntary organization with exit options
- Self-governed production of collective goods
- Strategic regional cooperation
- Self-defined rules of interaction
- Networking among local governments in a metropolitan region
- Process of collective learning on the basis of mutual information exchange, arguing and bargaining



Source: after Fürst 2009

11

## Metropolitan Governance

### Challenges

- Fear of new regional governance-level (local authorities)  
vs. economic requirement to have a powerful regional unit
- dominant local interests to improve regional positioning  
vs. economic interests to improve regional infrastructure and quality of life
- high expectancies  
vs unclear perceptions of the value added of Metropolitan Governance.
- functional orientation of the economic actors  
vs. territorial orientation of local governments



Source: after Fürst 2009

12

# Metropolitan Governance

Functional or territorial cooperation?



<i>Functional cooperation</i>	<i>Territorial cooperation</i>
Selection of members according to their power in the region and their contribution to regional challenges and issues	Selection of members on basis of regional representation
Regional delimitation irrelevant for networking	Cooperation related to defined region
Project-oriented cooperation	Region-oriented activities

Source: after Fürst 2009

13

# Metropolitan Governance

Germany

A very heterogeneous pattern, no government directive

- **Monocentric**  
> Berlin, Hamburg, Munich, Bremen
- **Polycentric with strong core**  
> Frankfurt, Nuremberg, Stuttgart, Bremen
- **Polycentric with equal partners**  
> RheinNeckar, Hanover, Mitteldeutschland
- **Strong economic support by private stakeholders**  
> Nuremberg, RheinNeckar
- **Predominantly local government cooperation**  
> Bremen, Hanover, Hamburg, Mitteldeutschland
- **Transborder (state) cooperation**  
> Berlin, Bremen, Frankfurt, Hamburg, Mitteldeutschland, RheinNeckar
- **Special case Rhine/Ruhr : no cooperation, except Ruhr**



14

# RhineMain

Frankfurt, Mainz, Darmstadt, Giessen, Offenbach, Hanau, Marburg

## Territorial capital

- > trade, banking, accessibility (airport)
- fairs, universities
- > US Headquarter
- > Opel Rüsselsheim
- > Liveability in the hinterland
- Rheingau, Taunus

## Institutional Setting

- > metropolitan agency
- > long standing regional land use planning authority

## Weaknesses

- > Territory of three federal states
- > Too many regional stakeholders with vested interests



# RhineMain

Many regional stakeholders  
 . . . . though no coordination



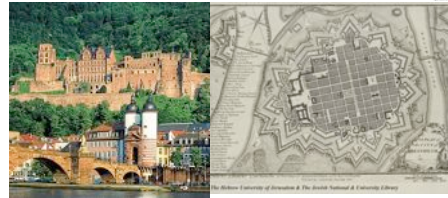
Regionale Gesellschaften – und keiner koordiniert





# RheinNeckar

Mannheim/Ludwigshafen/Heidelberg



### Territorial Capital

- > BASF, ABB,
- > Universities  
Heidelberg/Mannheim
- > liveability
- > European ccessibility

### Institutional setting

- > Four metropolitan agencies

### Weaknesses

- > Still tensions between the agencies and the three main cities
- > Location between RheinMain and Stuttgart



# RheinNeckar



# RheinNeckar

## Board members of the Metropolregion RheinNeckar e.V. 2011

▪ Dr. Harald Schwager	CEO BASF SE
▪ Prof. Dr. Peter Frankenberg	Minister of Federal State of Baden-Württemberg
▪ Dr. Eva Lohse	Mayor of Ludwigshafen
▪ Dr. Werner Brandt	CEO SAP AG
▪ Prof. Dr. Bernhard Eitel	Rector Ruprecht-Karls-Universität Heidelberg
▪ Albrecht Hornbach	CEO Hornbach Holding AG
▪ Willi Kuhn	President Chamber of Commerce Pfalz
▪ Dr. Peter Kurz	Mayor of Mannheim
▪ Dr. Georg Müller	CEO MVV Energie AG
▪ Sabine Röhl	County Governor of Bad Dürkheim
▪ Werner Schineller	Mayor of Speyer
▪ Bernhard Schreier	CEO Heidelberger Druckmaschinen
▪ Bert Siegelmann	Director Rhein-Neckar-TV
▪ Dr. Gerhard Vogel	President Chamber of Commerce Rhein-Neckar
▪ Matthias Wilkes	County Governor Kreis Bergstraße
▪ Dr. Eckart Würzner	Mayor of Heidelberg

19

# Hanover

## Braunschweig, Goettingen, Wolfsburg, Salzgitter, Hildesheim

### Territorial Capital

- > Hanover Fair, CEBIT
- > automotive (Volkswagen)
- > engineering
- > liveable medium-sized cities
- > Hanover, Goettingen universities
- > State capital city

### Institutional setting

- > established metropolitan Agency
- > long standing regional planning authority

### Weaknesses

- > Continuous intraregional tensions
- > Lack of metropolitan spirit
- > EXPO 2000 not sustainable



20

# Nuremberg

Erlangen, Fürth, Bamberg, Coburg  
Ansbach, Amberg, Bayreuth



### Territorial Capital

- > History > trade, crafts, art, music
- > Global corporations
  - > Siemens, Adidas, MAN
- > Transportation, manufacturing
- > After Munich and Stuttgart the third most dynamic metropolitan region in Germany
- > Attractive small and medium-sized towns
- > Liveability

### Institutional setting

- > Very active metropolitan agency

### Weaknesses

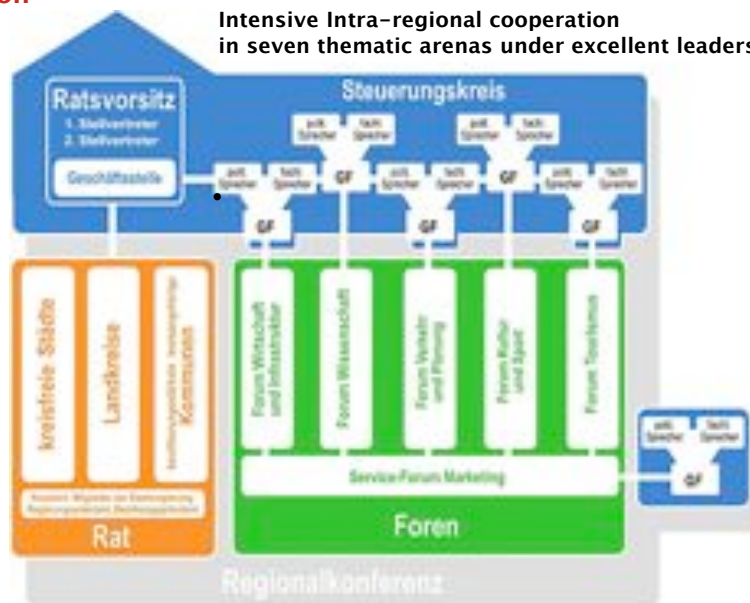
- > State government in Munich



# Nuremberg

## Organisation

Intensive Intra-regional cooperation in seven thematic arenas under excellent leadership



# Nuremberg

## Policies

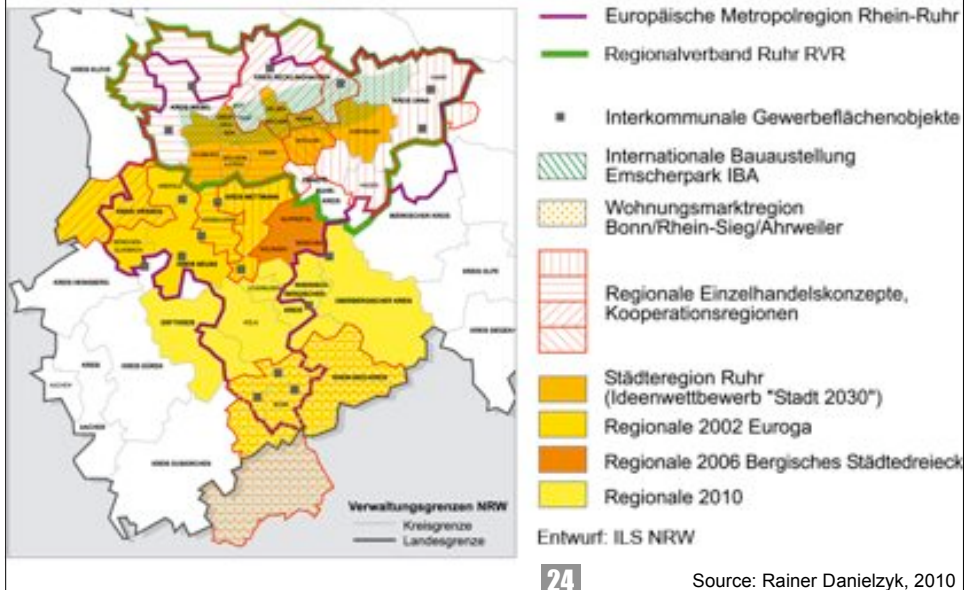
- Metropolitan Profiling/branding based on regional identity endogenous, capital and together with strong global players >Siemens, Adidas, MAN
- Promotion of Bio-Food, Wine,
- Tourism



23

# RhineRuhr

## Scattered regional cooperation within the metropolitan region



24

Source: Rainer Danielzyk, 2010

# RhineRuhr

## Weak regional cooperation within the metropolitan region

- 1920 Ruhrbildungsverband, oldest effort and authority to coordinate regional co-operation > today **Regionalverband Ruhr**
- North Rhine- Westphalia: an artificial state created by allied forces after World War II to weaken Prussian traditions
- A strong state government, which does not want to cede power to a mega region
- Different cultures and concepts of liveability in the Rhineland and in Westphalia
- Political divide > **conservative vs social-democrate**
- The Ruhr, the backwater of Duesseldorf > **image**
- The eternal competition between Cologne and Duesseldorf along the Rhine, and between Dortmund and Essen in the Ruhr



25

# Berlin/Brandenburg

### Territorial Capital

- > Capital city
- > Large nature reserves in Brandenburg

### Institutional setting

- > established joint planning authority metropolitan

### Weaknesses

- > Mistrust in the dominance of Berlin
- > A Referendum to merge the two states failed
- > Weak economy and high debts of both partners
- > Teeth less planning authority
- > Apart from a trouble making airport no joint projec



26

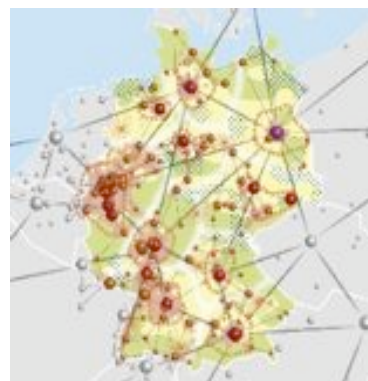
## Berlin/Brandenburg



## Germany Summary

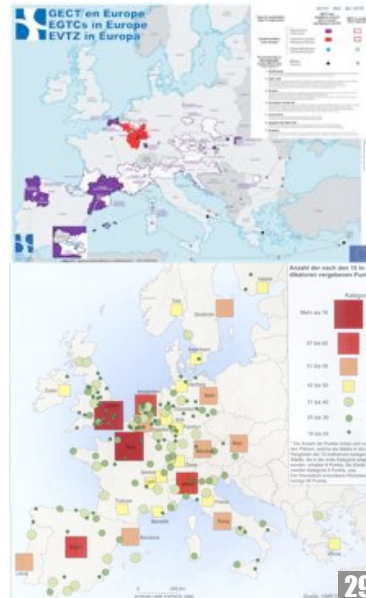


- With the exception of RhineRuhr, all metropolitan city regions have established institutions to promote intra-regional cooperation
- The need for intraregional cooperation and international profiling is seen. Small local governments see the advantages of cooperation
- Self-organization, intra-regional co-operation, participation, communication and consensus finding processes are high on the regional political agenda.
- Institutional arrangements differ  
> **parliaments, contracts**
- Tensions between state governments and metropolitan governments are obvious
- Private corporations are an important driver in some metropolitan regions
- Success depends very much on **(the acceptance of) regional leadership**



## Transborder city region cooperation

- **Eurometropole**  
Lille/Roubaix/Kortrijk
- **Quadropole**  
Saarbrücken/Metz/Luxenburg/Trier
- **Euregion Maas-Rhein**  
Aachen/Liege/Maastricht/Limburg
- **Oresund Region**  
Copenhagen/Malmoe
- **TriRhenia/Regio Basilensis**  
Basel/Freiburg/Mulhouse/Colmar



## Eurometropole

Lille/Roubaix/Courtijk

### Strategy

- Economic development
- Logistics/mobility
- Food industries
- Joint labor market
- Infrastructure
- Citizen services

### Governance

- Established in 2008
- Small central regional agency
- In-depth co-operation of 147 local governments

### Assessment

- Dominant governments in Paris and Brussels are a strong motive of regional co-operation
- Flemish minority in Northern France
- Considerable EU support
- Mayor of Lille (**Aubry**) a strong political figure



# Quatropole

Saarbrücken/Metz/Luxemburg/Trier



### Strategy

- Virtual metropolis
- Joint cultural events
- Aim to initiate innovative projects

### Governance

- An information website
- Not yet beyond mayor's offices

### Assessment

- Still very fuzzy



31

# Euregio Maas–Rhein

Aachen/Maastricht/Liege/Limburg



## EUREGIO

MAAS-RIJN • MAAS-RHEIN • MEUSE-RHIN

### Strategy

- Joint labor market
- Infrastructure > airport
- Maastricht > Cultural capital of the Netherlands 2018
- Tourism
- Cross-border knowledge development

### Governance

- Initiated in 1976 as an interregional association
- Secretariat in Eupen coordinating working networks and strategic partnerships

### Assessment

- Established cross border arena for information and communication



## EUREGIO

MAAS-RIJN • MAAS-RHEIN • MEUSE-RHIN



32



# Euregio Maas-Rhein

Aachen/Maastricht/Liege/Limburg



# Oresund

Copenhagen/Lund/Malmö

## Strategy

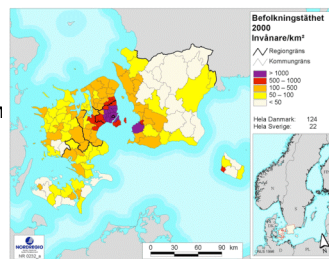
- Focus on lobbying for the regions
- transport knowledge industries
- > Medicon valley

## Governance

- 1993 Öresund Committee was established to promote regional political cooperation
- 12 member organisations
- Secretariat in Copenhagen

## Assessment

- A well established cross border platform
- Stockholm not really supportive, afraid of loosing out against Copenhagen



# Oresund

Copenhagen/Lund/Malmo



# RegioTriRhena

Basel/Colmar/Freiburg/Mulhouse

## Strategy

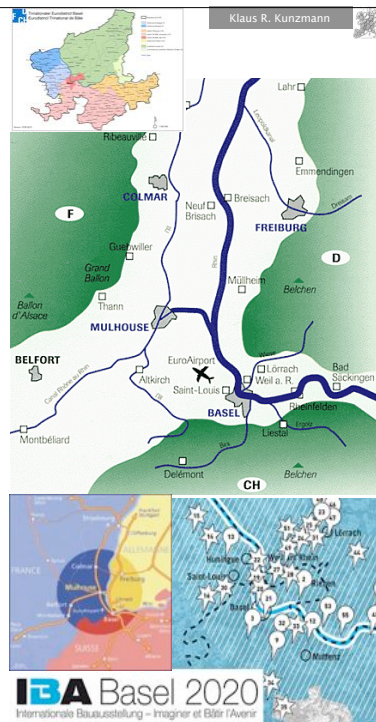
- Infrastructure and accessibility
- Green economy and eco development
- IBA Basel as a catalyst project
- Euro-district TEB

## Governance

- Mutual information and co-operation since 1975
- Four pillars
  - > Politics, economy, science, civil society

## Assessment

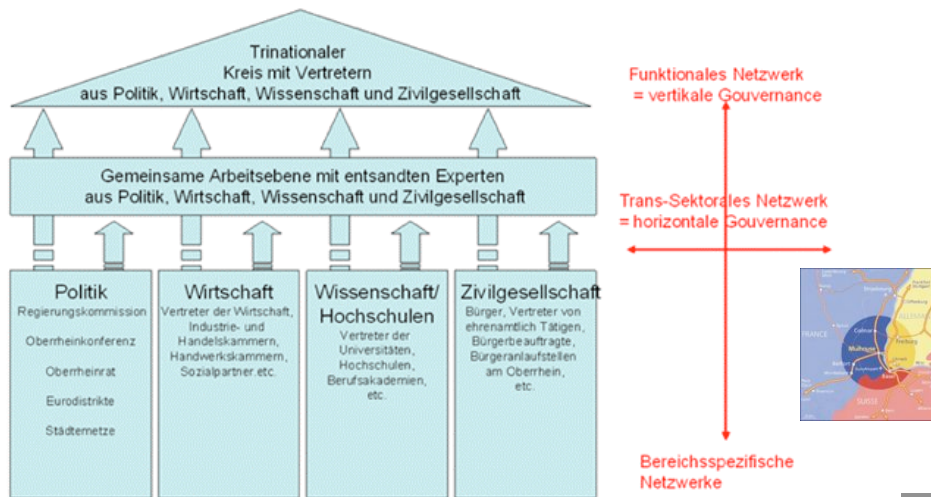
- Long tradition of co-operation
  - > Regio Basilensis
- Established communication arenas



# RegioTriRhena Basel/Colmar/Freiburg/Mulhouse



## Multi-level Governance der TMO

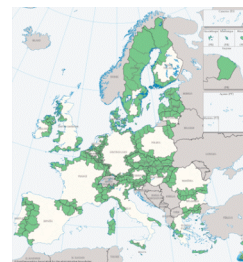


37

# Transborder city region cooperation

## Summary assessment

- **No common template for city region governance**  
> depending on regional traditions, path dependency, and initiatives of regional leaders and planners > Tax systems, political rationales, as well as cultures of cooperation and consensus-finding differ!
- **A West-European concern, no documented success stories from Easter European city regions**  
> Vienna/Bratislava, Triest/Fiume
- **Information and communication platforms, place branding agencies**
- **Arenas for political careers**
- **Cross-border labor markets and consumption flows are benefiting from cross-border cooperation**
- **Projects and events serve as drivers and catalysts for co-operation,**  
> as a rule, no comprehensive strategy



38

## Transborder city region cooperation

### Summary assessment cont.

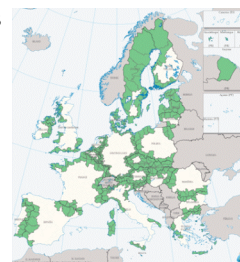
- Accessibility is a major concern
  - > infrastructure, airports, interregional transport networks
- The development of knowledge hubs industries are much favored strategies > university cooperation
- Joining forces to organize resistance against political, economic and cultural concentration in capital cities
  - > promoting regionalism
- EU policies and programmes are often reasons and much welcomed carrots for cross-border co-operation
  - > Interreg pogrammes
- Occasionally competing regional associations and agencies
  - > Euroeapan playground for politicians, bureaucrats and planners



39

## Conclusions

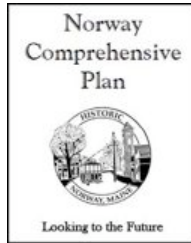
- City regions are the locations for the majority of drivers of economic development in the early 21 century
- City regions are the ideological and substantial battlefields of vested interests in Europe
- Context matters > There is no common model for city region governance, in Europe not even in Germany
- Path dependancy determines structure and approaches to goverance in city regions
- The challenges for city regions cannot be addressed by traditional land-use planning any more > a different strategic approach is needed
- Strategic planning offers the appropriate framework for innovative and creative city region development
- Strategic planning is a joint communicative effort of the public, the private and the intermediate sector. It has to be managed by qualified planners and moderators



40

# Outlook?

Which future, for city regions, for Europe for Norway, for planning?



Founded in 1792  
2000 >711 citizens

