Strategic Planning and Governance in Europe

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

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 new 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

The city region is an archipelago, a network of highly interrelated local functions, many of which are globally linked.

Competitive Metropolitan Regions

Competitiveness

Additive combination of standardized EA indicators: personnel, total personal in BEU, expenditure on R&D, regional averages of EU15 countries etc.

- National importance
- Regional importance
- Local importance

Metropolitan European Growth Areas (MEGAs) by functional importance or size: according to average value of selected signifiers of importance and international significance.

Decision-making functions suitable MEGAs by importance:
- National
- Regional
- Local

CSPN: European Spatial Planning Observation Network

Source: ESPON database

Klaus R. Kunzmann: Strategic Planning and Governance in Europe

ESRI, ArcInfo, ArcView, ArcScript, ArcDB"
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.

Why Metropolitan Regions?

Germany 1995

- 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
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 planning processes and develop contents and strategies for the management of spatial change.

Louis Albrechts, Patsey 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.

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 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

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
Metropolitan Governance

**Functional or territorial cooperation?**

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

Source: after Fürst 2009

---

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

Territorial capital
> trade, banking, accessibility (airport)
  fairs, universities
> US Headquarters
> 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

Many regional stakeholders . . . . though no coordination
RheinNeckar
Mannheim/Ludwigshafen/Heidelberg

**Territorial Capital**
- BASF, ABB,
- Universities
  - Heidelberg/Mannheim
- Liveability
- European accessibility

**Institutional setting**
- Four metropolitan agencies

**Weaknesses**
- Still tensions between the agencies and the three main cities
- Location between RheinMain and Stuttgart
RheinNeckar
Board members of the Metropolregion RheinNecker 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

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
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

Source: Rainer Danielzyk, 2010

RhineRuhr

Scattered regional cooperation within the metropolitan region

Source: Rainer Danielzyk, 2010
RhineRuhr
Weak regional cooperation within the metropolitan region

- 1920 Ruhrsiedlungsverband, 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

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
Strategic Planning and Governance in Europe

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.
- 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/Malmo

- **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
Strategic Planning and Governance in Europe

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

Euregio Maas–Rhein
Aachen/Maastricht/Liege/Limburg

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
Strategic Planning and Governance in Europe

**Euregio Maas–Rhein**
Aachen/Maastricht/Liege/Limburg

- Vorstand
  Entscheidungsgremium wechselnder Vertreter

- Euregerrat
  beratende Funktionen

- Wirtschafts- und Sozialrat
  beratende Funktionen

**Koordinationsbüro Eupen:**
- Sekretariat
- ständige Vertreter
der Partnerregionen

Ausführende Verwaltungszentrale Anlaufstelle

**Strategische Begleitgruppen**
- Politische Begleitgruppen
- Netzwerke

**Governance**
- Mobilität & Infrastruktur
- Klima/Energie
- Kultur & Tourismus
- Gesundheit
- Sicherheit
- Wissensinstitutionen
- Wirtschaftsförderung
- Arbeitsmarkt & Bildung

---

**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
Strategic Planning and Governance in Europe

Oresund
Copenhagen/Lund/Malmo

Medicon Valley

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
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 are drivers and catalysts for co-operation,
  - as a rule, no comprehensive strategy
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 programmes
- Occasionally competing regional associations and agencies
  - European playground for politicians, bureaucrats and planners

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 dependency determines structure and approaches to governance 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
Outlook?
Which future, for city regions, for Europe for Norway, for planning?