ENVISIONING REGIONAL FUTURES: an interactive governance perspective for regional spatial planning

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Visiting Academic at Sorbonne University, Paris IV
ENVISIONING REGIONAL FUTURES: an interactive governance perspective for regional spatial planning

Research questions
✓ In a context of governance rescaling across Europe, how soft governance practices (strategic planning, regional design ...) interact with statutory planning systems?
✓ Given nowadays regional awakening and revival, how this interaction affects regional planning (institutional/urban regions)?
✓ Making a focus on images as a mean for interactive governance, how can visioning enhance this interaction?
The theoretical framework

Interactive Governance:

«The whole of interactions instigated to solve societal problems and to create societal opportunities; including the formulation and application of principles guiding those interactions and care for institutions that enable or control them»
Koimann & Jentoft (2009:820)

«The complex process through which a plurality of social and political actors with diverging interests interact in order to formulate, promote, and achieve common objectives by means of mobilizing, exchanging, and deploying a range of ideas, rules, and resources». Torfing et al., (2012:2)
The theoretical framework: Interactive Governance

Modes of governance

- Hierarchy
- Self-
- Co-

(Kooiman et al., 2009)
The theoretical framework: Interactive Governance

Governance order

- Elements of Governance
  - Image
  - Instrument
  - Action

- Intention
- Interactions
- Structure

- Modes of Governance
  - Self
  - Hierarchy
  - Co-

(Kooiman et al., 2009)
The theoretical framework: Interactive Governance

Modes of interactive governance/ types of interaction

Planning levels and scales

Government/ Hierarchical governance

Co-governance/ cooperative governance

Self-governance

Hard

Soft

National

Regional

Subregional

Local

National framework/ guidelines

Regional Spatial plan/ Strategies

Subregional Spatial plan

Inter-municipal Plan

Local structure plan/ Local Land-use plan

PPP

Memorandum of understanding

Strategic planning

Competition

Manifesto

META-Governance

Influence

META-Governance

Influence

Influence

Forms of institutionalisation of interactive governance
The theoretical framework: Interactive Governance

Elements of interactive governance

- Images
- Instruments
- Actions

Diversity
Complexity
Dynamics

Intention
Interactions
Structure

Governance Orders
- First
- Second
- Meta

Modes of Governance
- Self
- Hierarchy
- Co-
For shaping the region...

Four analytical steps in the process of institutionalisation of a region (Paasi, 2009):

✓ **Territorial shaping**: emergence of boundaries

✓ **Symbolic shaping**: process of naming, regional symbols

✓ **Institutional shaping**: development of informal and formal institutions that are needed to produce and reproduce territorial and symbolic shapes

✓ **Establishishment**: legitimacy through institutional functioning:

region is accepted as part of the regional system and broader **social consciousness** *(reproduced e.g. through maps)*, and “ready” to be used in struggles over power and resources
A focus on images, scenarios and visioning

... for Providing
new analytical perspectives
on the region

... through REGIONAL DESIGN practices

Exploring
ways of spatial, functional,
temporal organisation

Promising
a better region

(Balz & Förster, 2015)
A focus on images, scenarios and visioning

Interactive perspective on regional design

Setting
- Regional development
- Regional actors & stakeholders
- Regional organisational framework
- Previous experience within the region

Learning
- Analytical reasoning
- Administrative pragmatism
- Political advocacy

Impact
- Allocating regional resources
- Shaping regional frames of reference
- Promoting regional fields of action

(Balz & Förster, 2015)
The focus on images, scenarios and visioning

Modes of interactive governance/ types of interaction

Planning levels and scales

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Influencing

Forms of institutionalisation of interactive governance
A focus on images, scenarios and visioning

Modes of interactive governance / types of interaction

Planning levels and scales

- National
- Regional
- Subregional
- Local

Government / Hierarchical governance

- Strategic / visionary / reference framework
- Statutory / legally binding / geo-referenced

Co-governance / cooperative governance

- Strategic / visionary / reference framework
- Statutory / legally binding / geo-referenced

Self-governance

Forms of institutionalisation of interactive governance

Hard

Soft

META-Governance

Influence
In a “differential Europe”, how soft governance practices **interact with “indicative” and “imperative” planning systems?**

<table>
<thead>
<tr>
<th>Davies et al. 1989*</th>
<th>Common law England</th>
<th>Napoleonic codes DK, DE, FR, NL</th>
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<tr>
<td>Newman, Thornley 1996</td>
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<td>Farinós Dasi 2007***</td>
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Planning system typologies (Nadin & Stead, 2008:39)
Applications of the theoretical framework

National & Regional level – THE NETHERLAND

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<tr>
<th>SELF GOVERNANCE (instances emerging from the civil society)</th>
<th>images</th>
<th>Instruments/Design context</th>
<th>Applications</th>
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<tbody>
<tr>
<td>1980s - Eo Wijers Foundation (group of Dutch planners)</td>
<td>1985 - Nederland Nu Adb Ontwerp (NNAO) – The Netherlands New As Design, consortium of planners and architect organizations</td>
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<table>
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<th>HIERARCHICAL GOVERNANCE</th>
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<td>1970s – Randstad (Rin City) &amp; Groene Hart (Green Heart)</td>
<td>1988 – Steddings Centraal Nederland (Dutch Central City Plan) &amp; urban nodes</td>
<td>1988 - 4th report on planning (Guidelines)</td>
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<tr>
<td>2001 – Stedelyke Netwerken (Urban Networks)</td>
<td>2001 - 5th report on planning (Draft)</td>
<td></td>
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<tr>
<td>2004 – urban networks (network cities), economic core areas, main and other ports</td>
<td>2004 - Nota Rizete (Spatial Strategy) 2001</td>
<td></td>
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<tr>
<td>2007 – Randstad urgent</td>
<td>Urgentieprogramma Randstad (Urgency Program Randstad) + Meesjamaaprogramma Infrastructuur; Rizete en Transport - MBT</td>
<td></td>
<td></td>
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<tr>
<td>2011 – The Netherlands competitive, accessible, liveable and safe</td>
<td>2011 – National Structural Vision</td>
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<td>1998 - Delta Metropool (Delta Metropolis)</td>
<td>1996 - Partnership among politicians from the 4 largest Randstad municipalities (Delta Metropolis)</td>
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<td>2003 – Almere is part of Amsterdam region</td>
<td>2003 – Atelier IJmer (Studio Ijmeer), Municipality of Almere</td>
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<tr>
<td>2005 – evolving scenarios for a transport infrastructure</td>
<td>2005 – Atelier ZuidWingel (Studio South Wing)</td>
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Salewsky, 2012
Balz, Zonneveld & Nadin, 2014
Balz, Zonneveld, 2015
Applications of the theoretical framework: England

Governance rescaling and strategic planning in Europe

ENGLAND: Previous and Coalition scales of planning

15 November 2011 Localism Act
Section 110: “Duty to co-operate”: Councils and public bodies should 'engage constructively, actively and on an ongoing basis' to develop strategic policies by considering joint approaches to plan making.

(Haughton et al., 2013:227)
Applications of the theoretical framework: England

Greater Birmingham And Solihull LEP Spatial Framework Plan

Co-governance/ cooperative governance

META-Governance

LEP Spatial framework plan

City Deal

City Region

Applications of the theoretical framework: England
Applications of the theoretical framework: Denmark

Municipal Reform in DENMARK (2007):
- Municipal amalgamation (271 to 98) and County abolition (14)
- Creation of **5 administrative regions** in charge for defining Regional Growth and Development Strategies (REVUS) and revocation of Regional Spatial Planning
- **Upward rescaling** (metropolitan to national) of spatial planning for **Greater Copenhagen**

Source: Galland 2012, 2019 (forthcoming)
In a “differential Europe”, how soft planning practices interact with “indicative” and “imperative” planning systems?

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Applications of the theoretical framework

Planning system typologies (Nadin & Stead, 2008:39)
France:
2014: Loi MAPTAM – modernisation de l’action publique territoriale et d’affirmation des métropoles
- 13 métropoles
- Creation of the Metropole du Grand Paris (130 municipalities)

2015: Loi NOTRe (Nouvelle organisation territoriale de la République)
- From 22 to 13 regions in charge for BINDING spatial planning schemes
Applications of the theoretical framework: France

Regional and subregional level – FRANCE

Contrat de plan État-Région, (1982)
Schéma régional d’aménagement et de développement du territoire (SRADT - 1999)

MEGA REGIONS
(Loi Notre 2015)
SRADDET : Schémas régionaux d’aménagement, de développement durable et d’égalité des territoires

Schéma de cohérence territoriale (SCoT) of Bordeaux Metropolitan Area

Politique de la ville
Mega-regional planning in France (2015 onward): a top-down process

SRADDDET: Regional planning framework for sustainable development and equal territorial development

- New approaches to regional spatial planning in France → from regions to mega-regions
- Relationship with subregional levels (Scot)
- Expected effects of a binding regional planning document on agglomerations and municipal plans (ScoTs and PLUs)
- Developing the plan: top-down or bottom-up processes?

Main Issues:
- Ensure the overall coherence of the scheme
- Solve the contradictions among agglomerations
- Define the notion of “general rule”
- Respect the calendar (to be delivered in 2019)
15 Metropolis:

- Size and perimeters: Threshold? Being “in” or “out”? Initial threshold: 500,000 inhabitants. Actual size: from 200,000 (Brest) to 7 million (Paris).
- Decisional and financial integration: metropolitan power versus municipal powers?
- Assymetrical devolutions: metropolitan power versus other levels? Département Région National Government
## Applications of the theoretical framework: Italy

### The re-scaling of the statutory planning system

<table>
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<td>Piano regolatore comunale (PRG /diverse regional denominations)</td>
<td>Piano strutturale (Structural plan)</td>
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<td>Piano comunale (diverse regional denominations)</td>
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Strategic Metropolitan plans

Inter-municipal plans

Applications of the theoretical framework: Italy

- Piano Territoriale di indirizzo Regionale
  - Regional Spatial/Structural Plan
  - Diverse regional denominations

- Piano Territoriale di coordinamento provinciale – P.T.C.P
  - Provincial Spatial co-ordination Plan

- Piano regolatore comunale (PRG / diverse regional denominations)
  - Piano strutturale (Structural plan)
  - Piano operativo (Land use plan)
### Regional and metropolitan level – ITALY

**HIERARCHICAL GOVERNANCE**

<table>
<thead>
<tr>
<th>Images</th>
<th>Instruments</th>
<th>Follow up</th>
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</thead>
<tbody>
<tr>
<td>1960s – <em>Progetto 80</em> (80s Project)</td>
<td>Ministry of Budget and Economic Planning</td>
<td>None, abandoned</td>
</tr>
<tr>
<td></td>
<td>Preliminary report to the national economic program 1971-75</td>
<td></td>
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<td>1980s – First Regional Spatial Plans</td>
<td>First Regional spatial plans in Northern Italy</td>
<td>Base for regional founding programs</td>
</tr>
<tr>
<td>2000s - <em>Strategic territorial platforms and pivot areas</em></td>
<td>National Operative Program 2007-2013 (UE Structural funds)</td>
<td>Base for national and regional founding programs</td>
</tr>
<tr>
<td>2000s – Patchwork of Regional Spatial Plans</td>
<td>20 Regional spatial plans (diverse names, forms and nature)</td>
<td></td>
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<tr>
<td>Law 56/2014</td>
<td>Strategic Metropolitan Plans</td>
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<td><strong>Inter-regional spatial vision for Northern Italy</strong></td>
<td>2005-2012 – PO Valley inter-regional table</td>
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<td></td>
<td><strong>Strategic planning</strong></td>
<td>Strategic planning practices in many cities</td>
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<td></td>
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<td>2005 national funds for southern cities</td>
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**SELF GOVERNANCE**

(instances emerging from the civil society)

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Applications of the theoretical framework: Italy

An important tradition of Regional Planning

20 Regions:
20 Regional Spatial/Structural Plans
The Interregional spatial vision for Northern Italy macroregion (2009-2012): a bottom up experience

Objectives

1. Cooperative territorial planning
   ✓ Definition of 3 common visions as a reference for regional plans
   ✓ Identification as a unitary system

2. Cooperative programming
   ✓ Elaboration of a common position on the implementation of the Leipzig Chart and the Territorial Agenda of EU
   ✓ Participation to ESPON Calls

The failure of the process!

✓ No political engagement
✓ Difficulties in defining the common identity “From “Adria-Po Valley” to “Padan-Alpin-Adriatic Table”
✓ Appropriation of the visions by the Lega (right wing anti-European) party to sponsor a northern identity detached from the rest of Italy!
**Metropolitan Planning in Italy**

**Before the reform:**

✓ **Practices of strategic planning**

**Turin strategic plan**
- 1° strategic plan: 2000 (10 munic.)
- 2° strategic plan: 2006 (38 munic.)
- 3° Strategic Metropolitan Plan under law 56/2014 (318 munic.)

**Milan strategic plan**
“City of cities”
2005-2009

✓ **Practices of inter-municipal planning**

**Joint planning or Aligned cross-boundary strategies**
Aligned Structural Plans
(Grosseto, Southern Tuscany
3 municipalities)

**After the reform:**

Metropolitan cities under L. 56/14
- unrelated to territorial specificities
- overlapping with different functional urban areas
The definition of **shared** supra-local spatial strategies **calls for visioning**
Visualisation of micro and macro stories

Synthesis: metropolitan rhythms

From metropolitan rhythms to the visions of future scenarios

UNIVERSAL ACCESSIBILITY
WIDESPREAD OPPORTUNITIES
LANDS OF WELLNESS
Role of visioning and regional designing processes in governance rescaling

At supra-local level (regional, national, international):
✓ Need for **rebuilding governance structures** to face the gap between institutional and functional boundaries
✓ Diverse **degrees of formalisation of soft spaces** arise: role of hand-off metagovernance through development policies and incentives
✓ Need for **institutionalization** into statutory planning instruments

At local level:
✓ **Shaping the boundaries** of metropolitan cities (functional vs administrative vs perceived)
✓ **Enhancing spatial imaginaries** and narratives for building up the metropolitan community (Institutional capacity and Identification with the metropolitan dimension and brand)
✓ **Avoiding rhetoric** (smart, sustainable, resilient, eco-city)
✓ **Branding** metropolitan competitiveness **taking into account local identities**
PLANNING REGIONAL FUTURES

Questions and challenges:

1. What is regional planning today?
   - Institutional regions and megaregions vs functional and metropolitan regions
   - Multilevel articulation of spatial planning instruments vs a-spatial development strategies

2. How to deal with regional futures?
   - shaping the boundaries of the region (regional dynamics vs spatial imaginaries)
   - conceiving a shared vision of regional development
1. Envisioning the region within the process of scalar (re)structuration

- How does visioning as a process of “strategic framing” works and when?
- How do spatial imaginaries affect the process of shaping the region?
- When does the “bifurcation point” occur?
- How do images of the region (in terms both of spatial imaginaries and cartographic/metaphoric representations and narratives) change while changing scales and geographies of reference?
- How and when these processes of visualisation and shaping the region are formalized into statutory planning?
2. Linking hard and soft governance and planning modes

Governance design
✓ In a context of metagovernance, how ordinary planning instruments at all levels take into account informal practices and the visions they provide?
✓ How soft forms of institutionalisation, such as PPP, memorandum of understandings, or the strategic plan itself, can inform the statutory plan?
✓ Do they really need be formalised into a formal binding instrument/plan?
✓ Is the formalisation of design imagery an indicator of the efficacy of regional design practices?

Regional design
✓ When and in which way do regional design and regional planning merge?
✓ What kind of interaction between images coming from co-governance with the ones provided by hierarchical governance instruments (visions vs maps)?
✓ which role does images play in setting planning questions, changing actor’s spatial imaginaries and (even) actor’s minds?
✓ Are these changes indicators of the efficacy of design imagery?
3. Efficacy of visioning practices

- How does **metagovernance** affect efficacy (policies, investments, incentives)?
- How to **make effective the output of design imagery**, in particular the one coming through co-governance or soft governance planning processes?
- **Persistence of spatial imaginaries**
- **Persuasive power** of images
- “**Travelling**” **capacity** of framing ideas between scales, planning spaces and planning instruments
Shaping regional futures
Mapping, designing, transforming!

A conference on the performance of regional design

14th-15th October 2015
OSKAR VON MILLER FORUM
Munich

Conference host

Technische Universität München (TUM)
supported by Delft University of Technology (TU Delft)

Agnes Förster, Alain Thierstein, Chair of Urban Development, TUM
www.re.ar.tum.de
Verena Balz, Wil Zonneveld, Chair of Spatial Planning & Strategy, TU Delft
http://www.spatialplanning.bk.tudelft.nl
INTERNATIONAL CONFERENCE  MAY 18 | 19, 2017
SHAPING REGIONAL FUTURES
Designing and visioning in governance rescaling
Lingua V., Balz V., eds
Forthcoming
Shaping regional futures
3 rd edition!

May 2019
LISBON
RSA Research Network Grant Scheme

In 1985, the RSA Board agreed to introduce Research Networks (formerly referred to as Working Groups) to the Association’s activity portfolio. A list of current and previous Research Networks is available below.

In 2015, the Association introduced an increased Research Network funding scheme which is part of the 50th Anniversary celebration of the Association and available in 2015 and 2016 only. As part of this Research Network Scheme, up to five Research Networks awarded based on quality are funded with up to £10,000 each in 2015 and an additional up to five Research Networks will be funded under the same scheme in 2016.

The full Terms and Conditions governing these increased Research Networks’ grants are available in the 2015-2016 Research Network Handbook.

Forthcoming application deadlines

2017 Round: 31st July 2017, 16.00 (GMT)
Thanks for your attention!

Valeria Lingua >> valeria.lingua@unifi.it

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