



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



Valeria Lingua

Assistant professor in Urban and Regional Planning, University of Florence
Department of Architecture, *Regional Design Lab*
Visiting Academic at *Sorbonne University, Paris IV*



SCIENTIFIC
INDEPENDENCE
OF YOUNG
RESEARCHERS

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**?

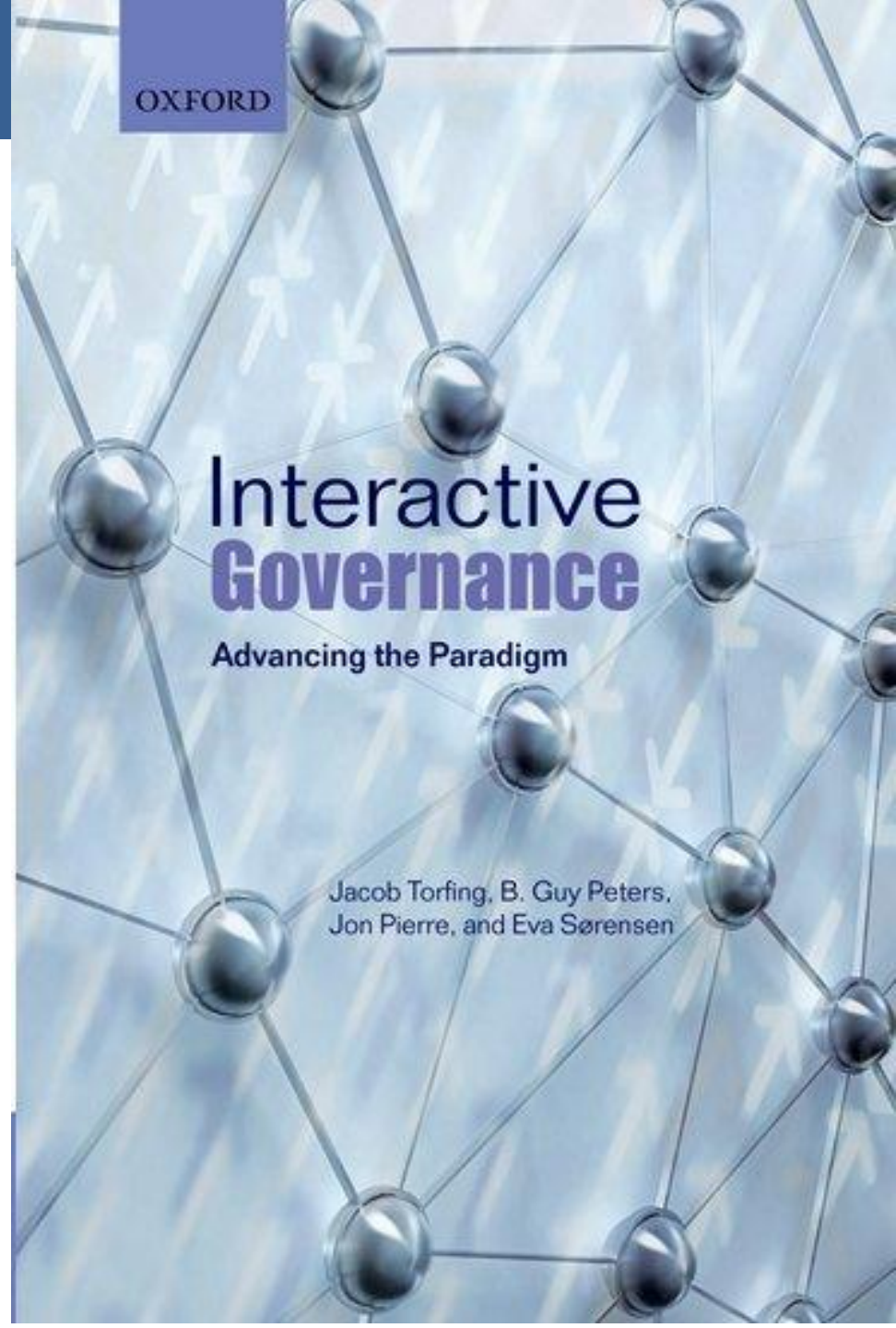
The theoretical framework

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»

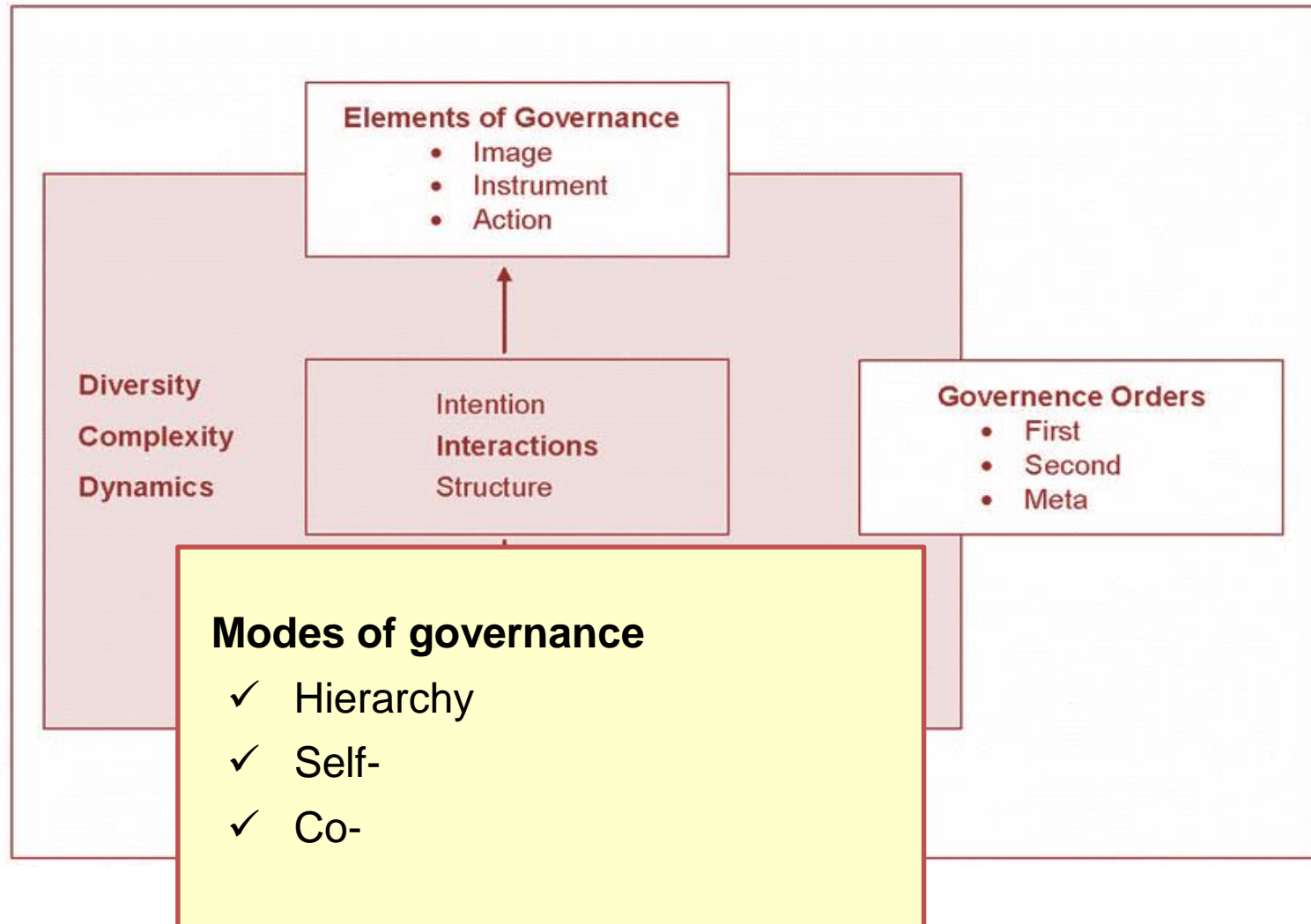
Koimann & Jentoft (2009:820)

«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)



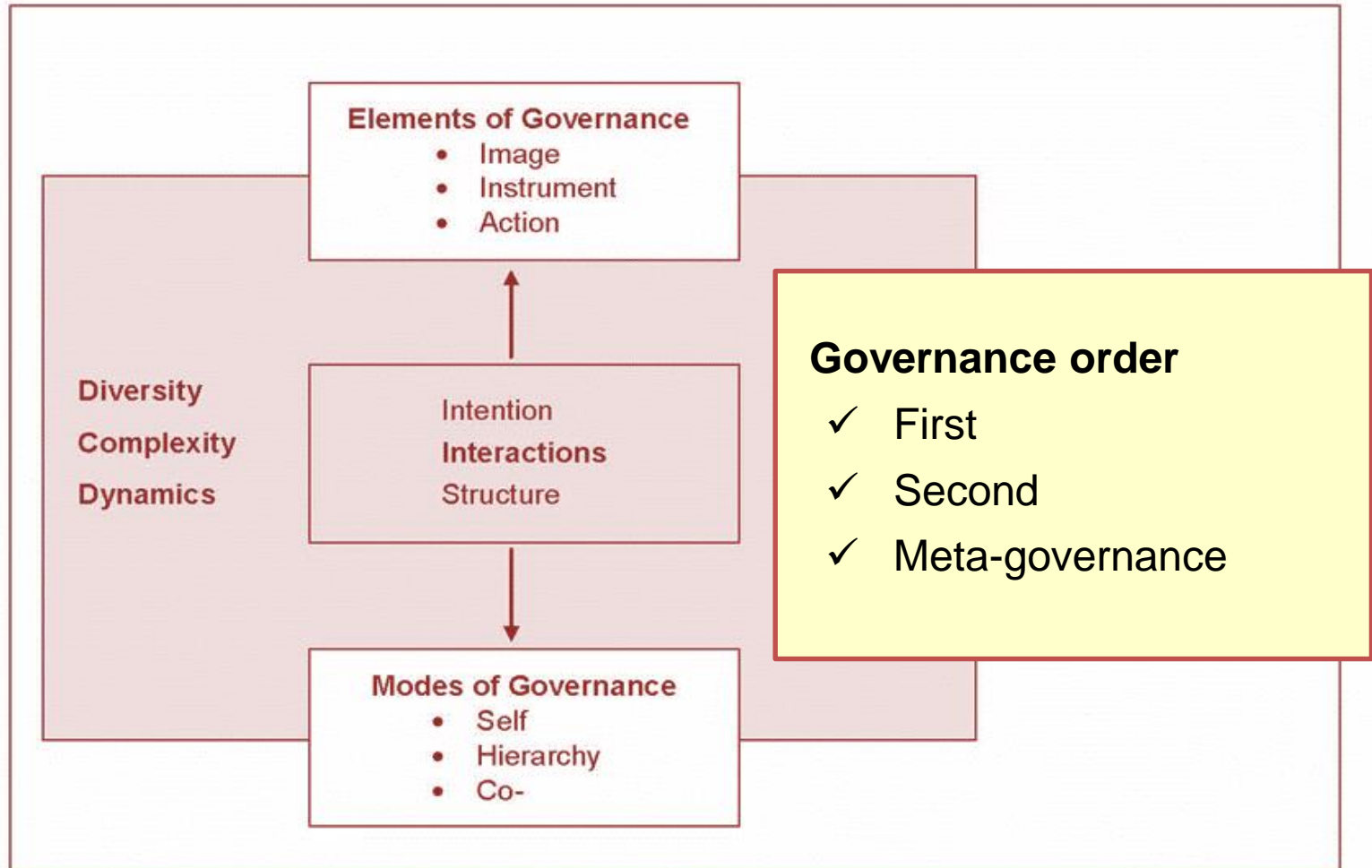
The theoretical framework: Interactive Governance

Modes of governance

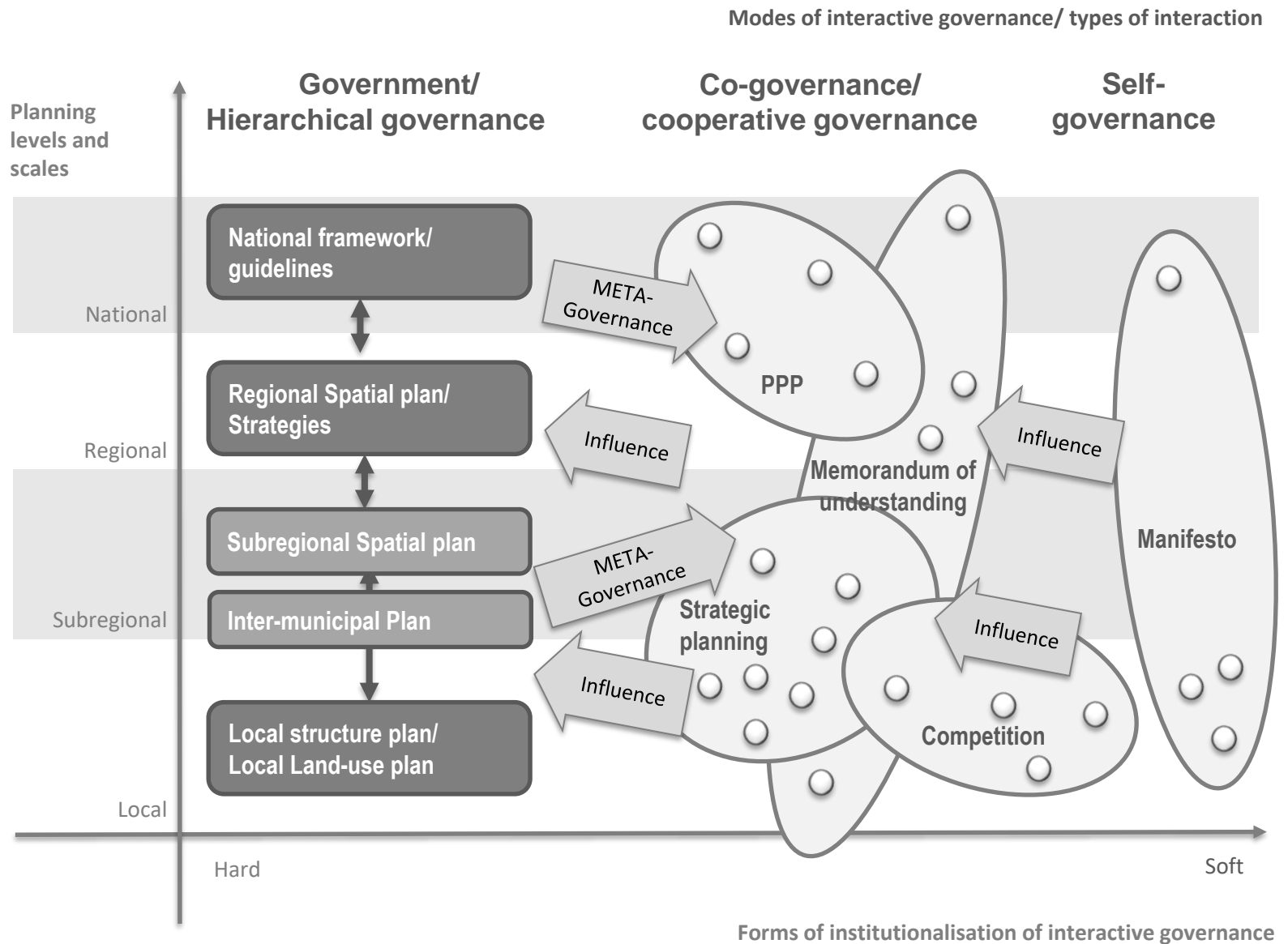


The theoretical framework: Interactive Governance

Governance order

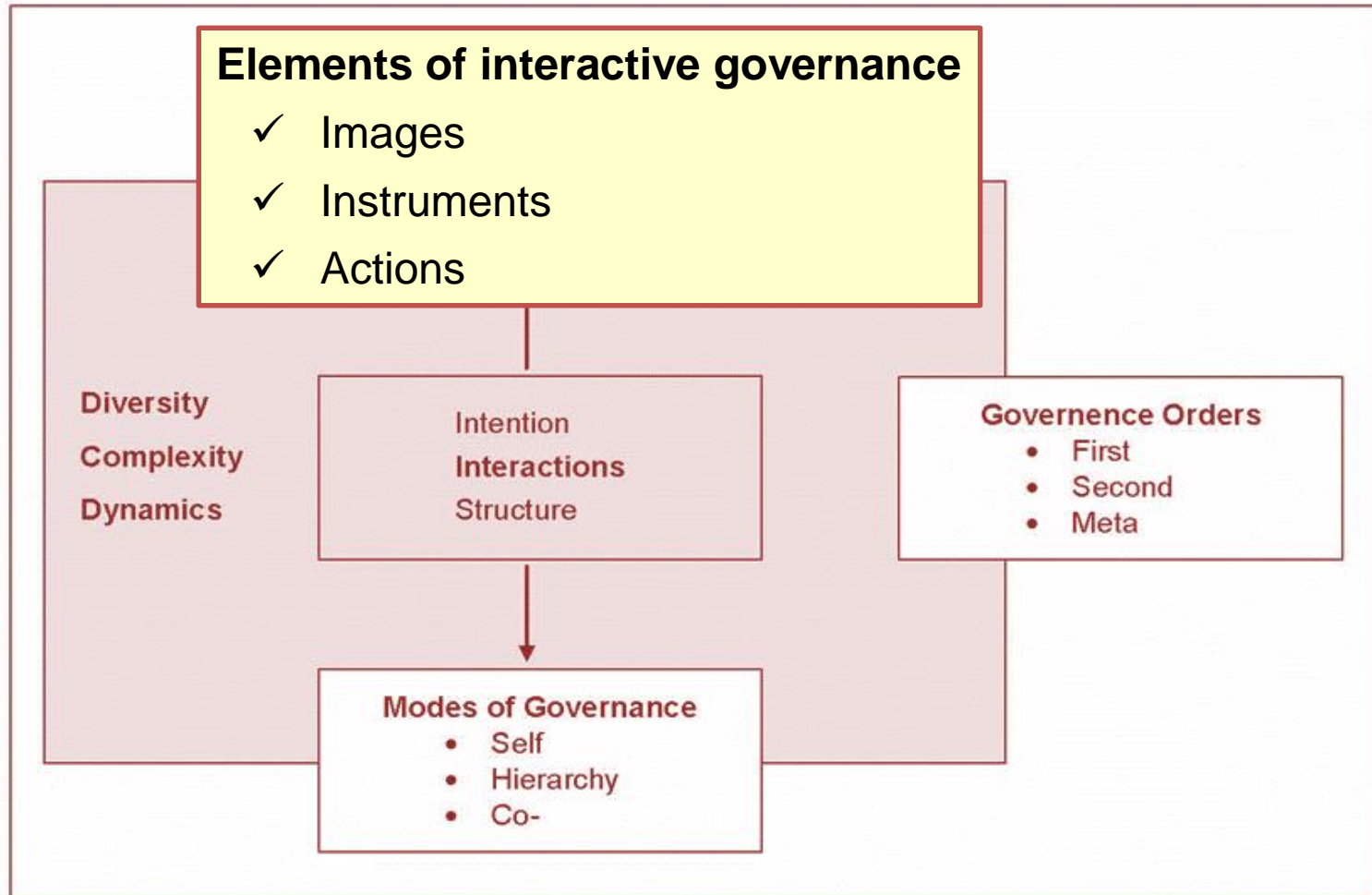


The theoretical framework: Interactive Governance



The theoretical framework: Interactive Governance

Elements of interactive governance



A focus on images, scenarios and visioning

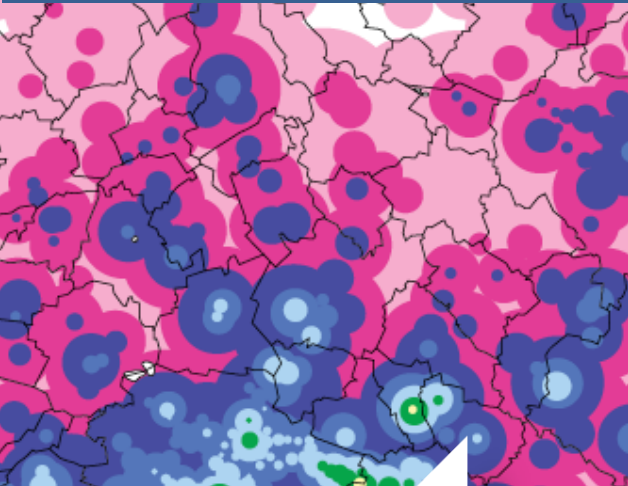
For shaping the region...

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

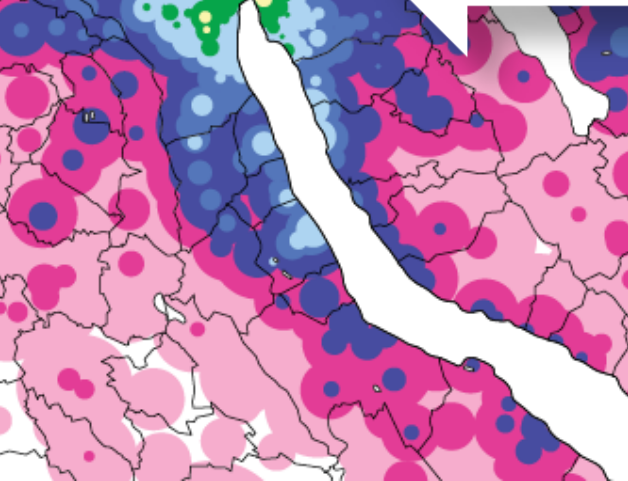
- ✓ **Territorial shaping:** emergence of boundaries
- ✓ **Symbolic shaping:** process of naming, regional symbols
- ✓ **Institutional shaping:** development of informal and formal institutions that are needed to produce and reproduce territorial and symbolic shapes
- ✓ **Establishment:** legitimacy 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



... through REGIONAL DESIGN practices



... for Providing

new analytical perspectives
on the region

Exploring

ways of spatial, functional,
temporal organisation

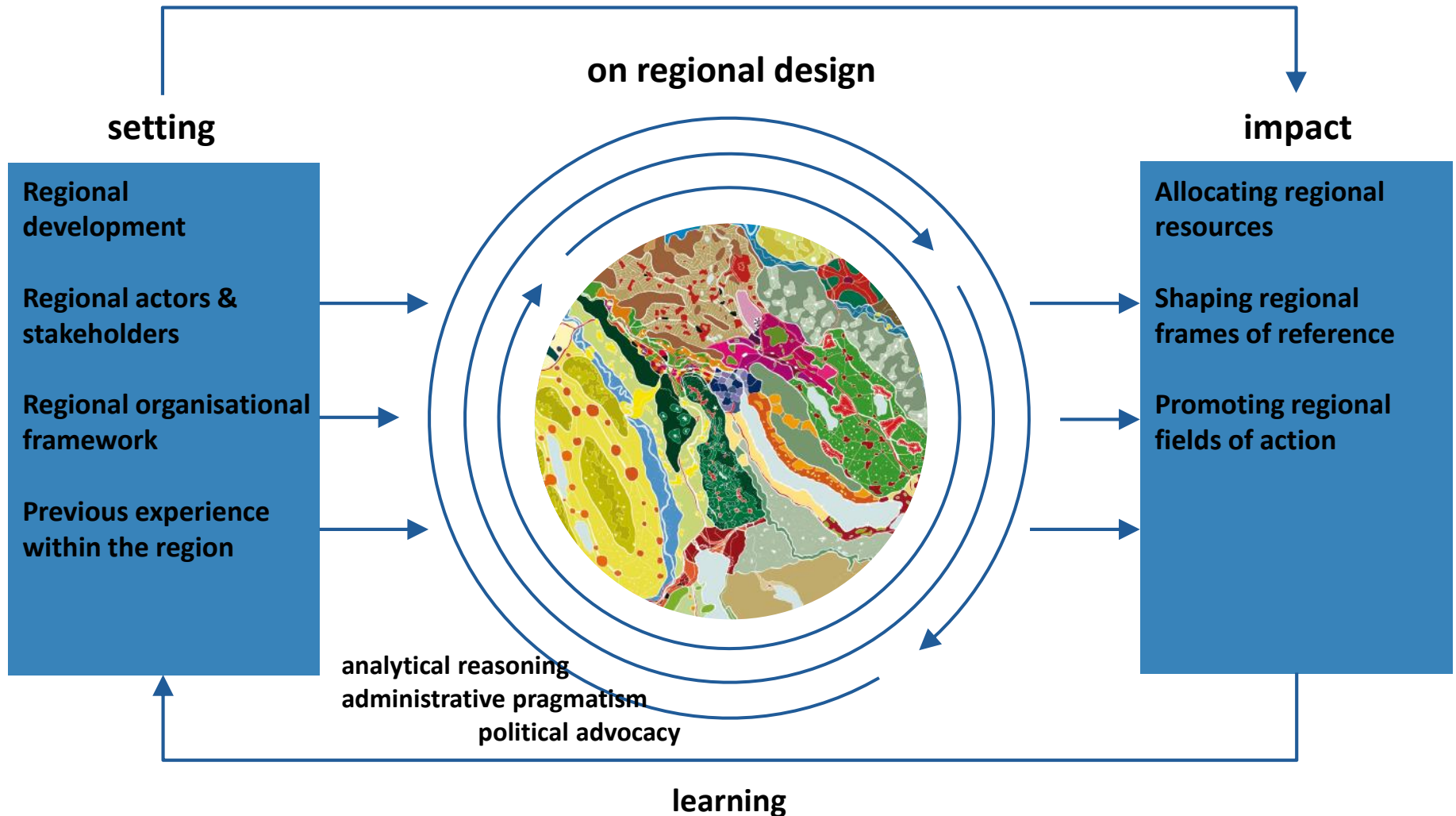
Promising

a better region

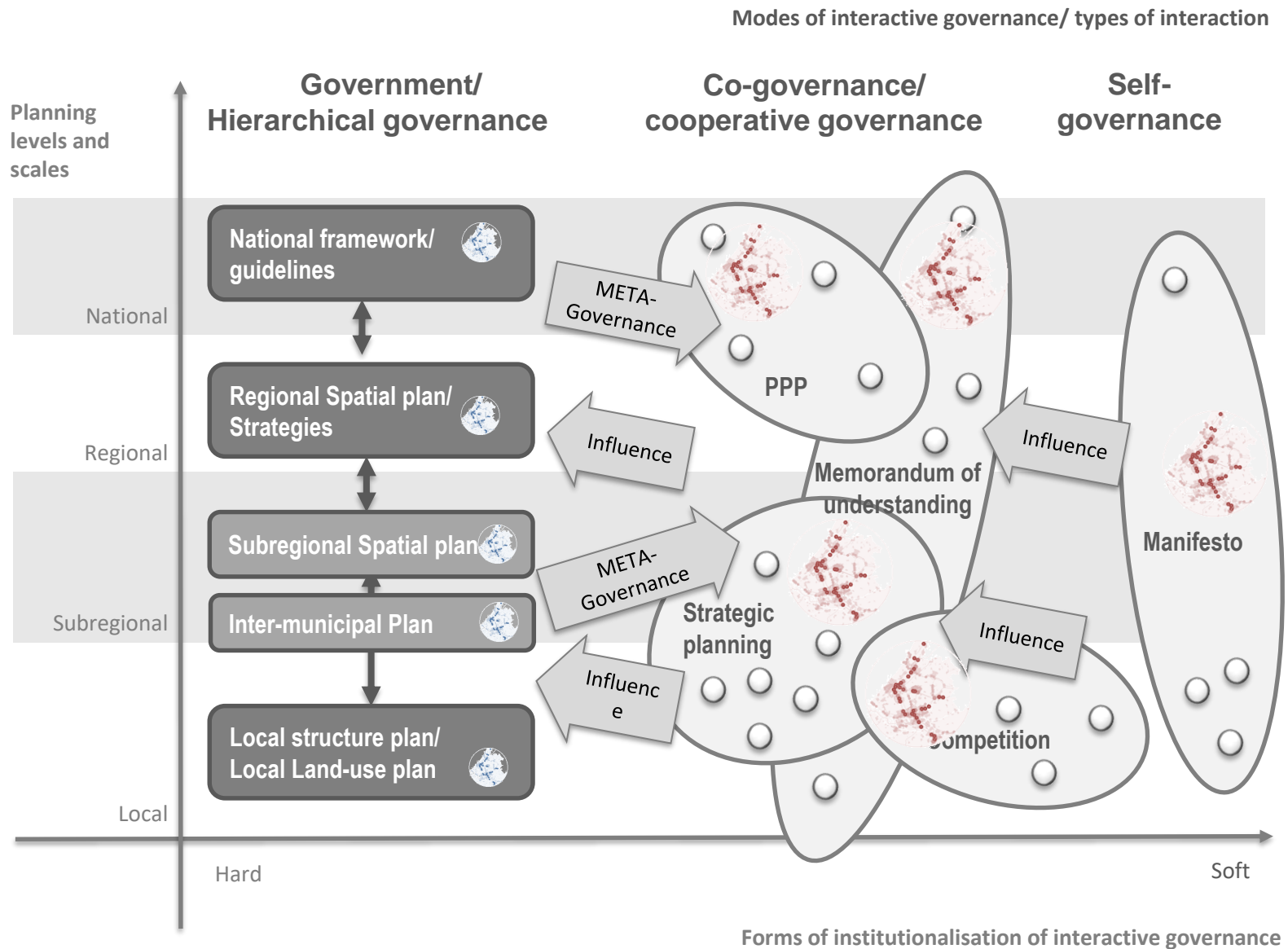
(Balz & Förster, 2015)

A focus on images, scenarios and visioning

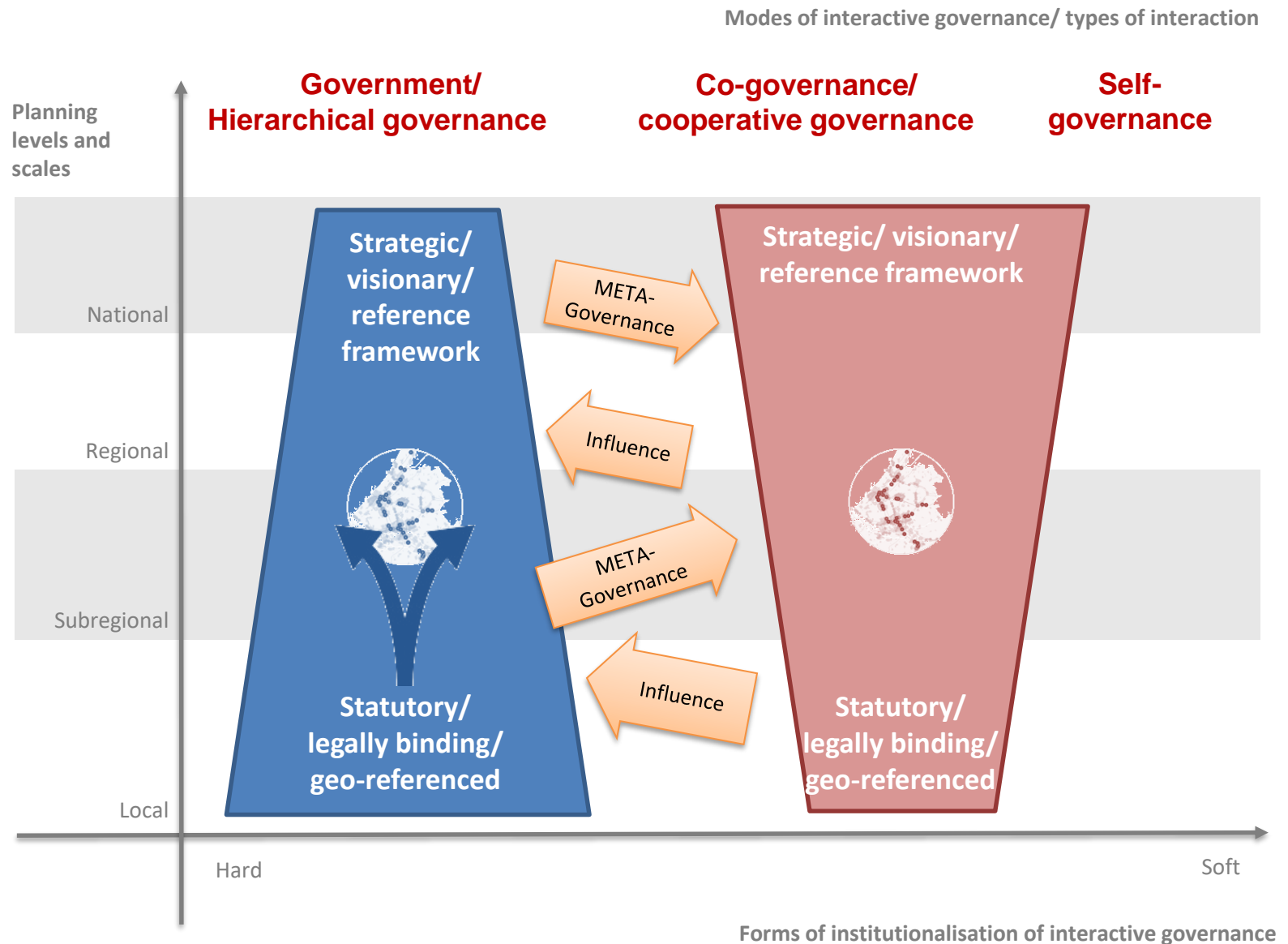
Interactive perspective



The focus on images, scenarios and visioning



A focus on images, scenarios and visioning



Applications of the theoretical framework

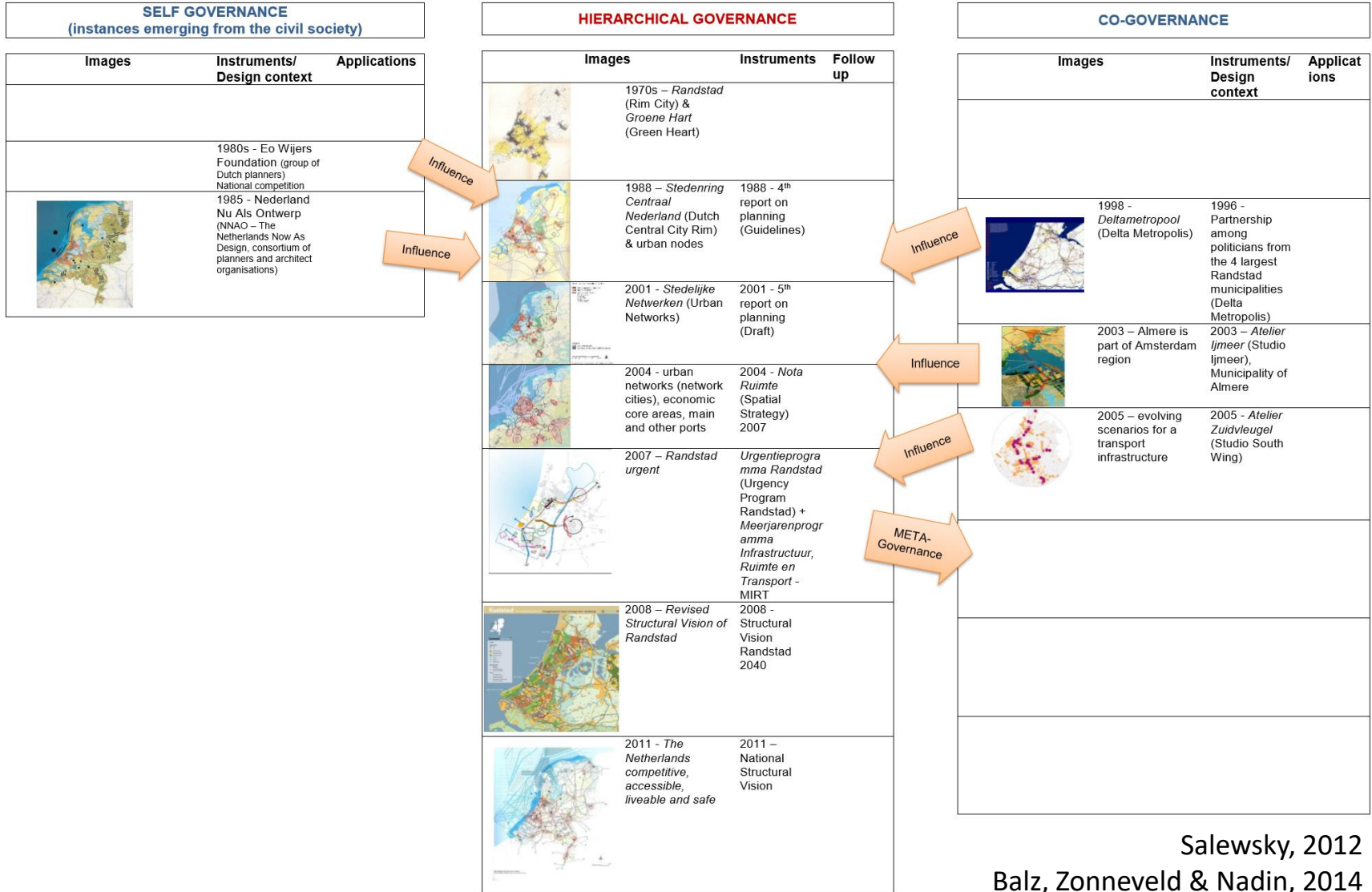
- ✓ In a “differential Europe”, how soft governance practices **interact with** “**indicative**” and “**imperative**” **planning systems?**

Davies et al. 1989*		Common law England		Napoleonic codes DK, DE, FR, NL	
Newman, Thornley 1996	Nordic DK, FI, SE	British IE, UK	Germanic AT, DE	Napoleonic BE, FR, IT, LU, NL, PT, ES	East European
CEC 1997**	Comprehensive integrated AT, DK, FI, DE, NL, SE	Land use regulation IE, UK (and BE)		Regional economic FR, PT (and DE)	Urbanism GR, IT, ES (and PT)
Farinós Dasi 2007***	Comprehensive integrated AT, DK, FI, NL, SE, DE (and BE, FR, IE LU, UK) BG, EE, HU, LV, LT PL, RO, SL, SV	Land use regulation BE, IE, LU, UK (and PT, ES) CY, CZ, MT		Regional economic FR, DE, PT, (and IE, SE, UK) HU, LV, LT, SK	Urbanism GR, IT, ES CY, MT

Planning system typologies
(Nadin & Stead, 2008:39)

Applications of the theoretical framework

National & Regional level – THE NETHERLAND



Salewsky, 2012
Balz, Zonneveld & Nadin, 2014
Balz, Zonneveld, 2015

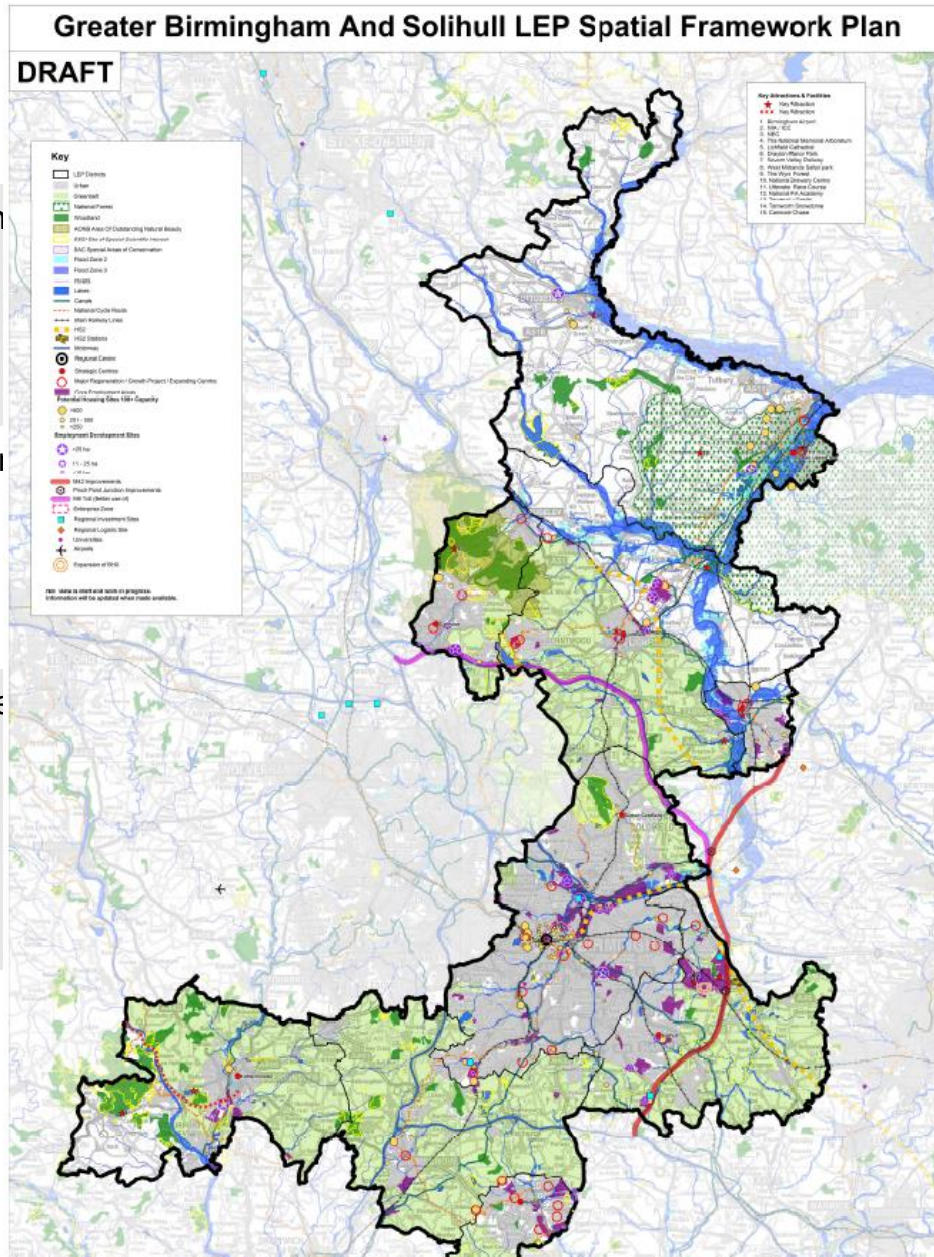
Applications of the theoretical framework: England

Governance rescaling and strategic planning in Europe

ENGLAND: Previous and Coalition scales of planning



Applications of the theoretical framework: England



Nation

Region

Sub-re

Local

**Co-governance/
cooperative governance**

META-Governance

LEP Spatial framework plan

City Deal

City Region

fluence

fluence

fluence

Applications of the theoretical framework: Denmark

Municipal Reform in DENMARK (2007):

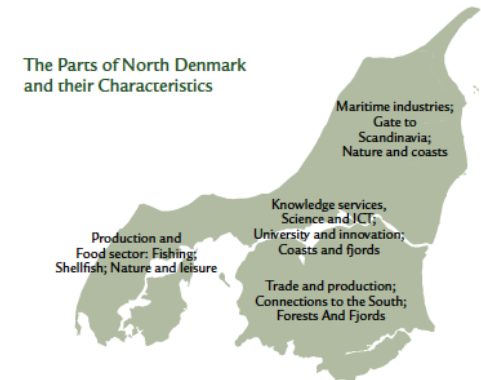
- Municipal amalgamation (271 to 98) and County abolition (14)
- Creation of 5 **administrative regions** in charge for defining **Regional Growth and Development Strategies (REVUS)** and **revocation of Regional Spatial Planning**
- **Upward rescaling** (metropolitan to national) of spatial planning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

Source: Galland 2012, 2019
(forthcoming)

From regional comprehensive statutory plans



To (spaceless) growth strategies



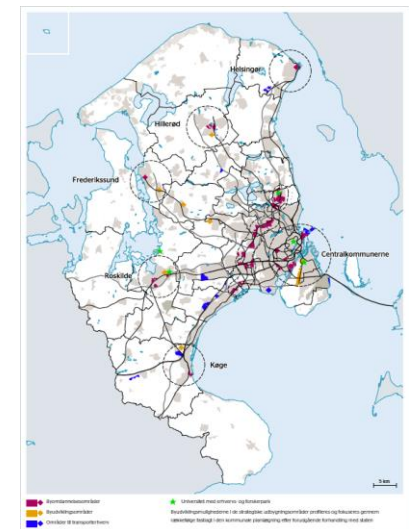
From regional comprehensive planning (Greater Copenhagen Council)



Regionplan 2005
for Hovedstadsregionen
Visioner og hovedstruktur
Retningslinjer og redegørelse

HUR Plan

To national planning (land-use) directive (Ministry of Business)



Applications of the theoretical framework

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

Davies et al. 1989*		Common law England		Napoleonic codes DK, DE, FR, NL	
Newman, Thornley 1996	Nordic DK, FI, SE	British IE, UK	Germanic AT, DE	Napoleonic BE, FR, IT, LU, NL, PT, ES	East European
CEC 1997**	Comprehensive integrated AT, DK, FI, DE, NL, SE	Land use regulation IE, UK (and BE)		Regional economic FR, PT (and DE)	Urbanism GR, IT, ES (and PT)
Farinós Dasi 2007***	Comprehensive integrated AT, DK, FI, NL, SE, DE (and BE, FR, IE LU, UK) BG, EE, HU, LV, LT PL, RO, SL, SV	Land use regulation BE, IE, LU, UK (and PT, ES) CY, CZ, MT		Regional economic FR, DE, PT, (and IE, SE, UK) HU, LV, LT, SK	Urbanism GR, IT, ES CY, MT

Planning system typologies
(Nadin & Stead, 2008:39)

Applications of the theoretical framework: France

France:

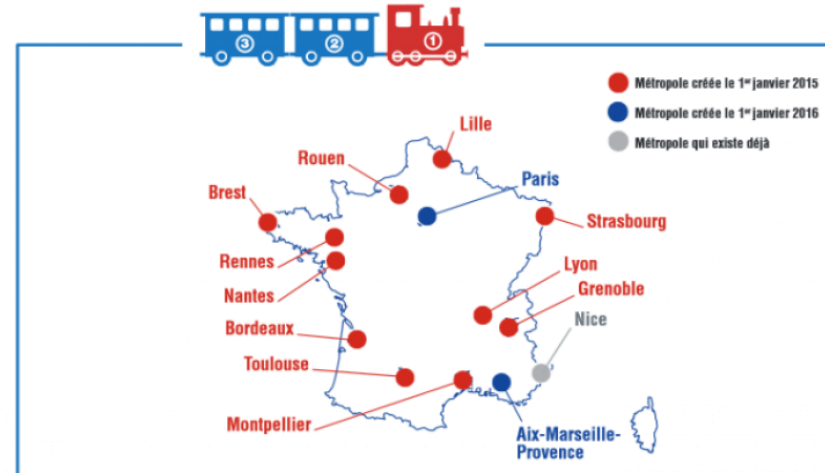
2014: Loi MAPTAM –
modernisation de
l'action publique
territoriale et
d'affirmation des
métropoles

- 13 metropoles
- 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

CRÉATION DES MÉTROPOLIS



BEFORE



AFTER



Applications of the theoretical framework: France

Regional and subregional level – FRANCE

HIERARCHICAL GOVERNANCE

CO-GOVERNANCE

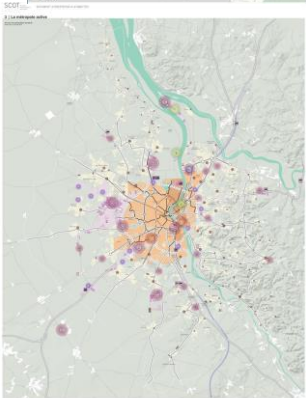
SELF GOVERNANCE
(instances emerging from the civil society)

*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*

META-
Governance

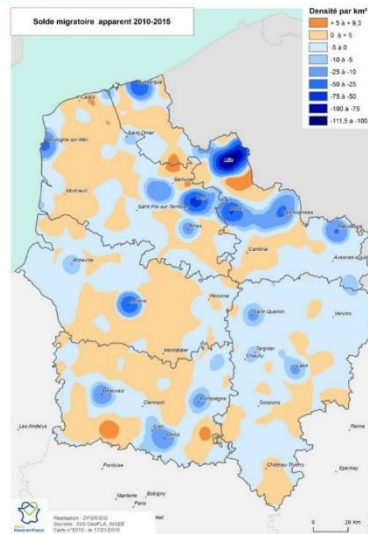
*Politique de
la ville*

Mega-regional planning in France (2015 onward): a top-down process

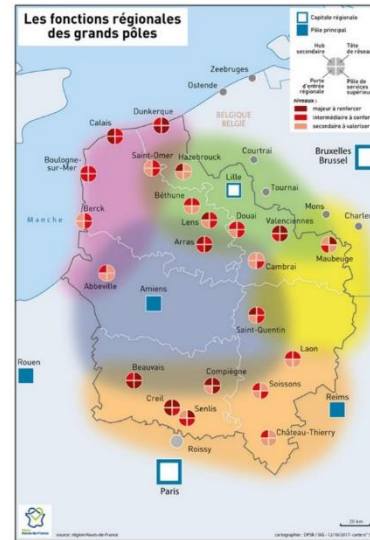
SRADDET : Regional planning framework for sustainable development and equal territorial development



Comment fabrique-t-on une vision régionale ?



➤ Les territoires adoptent des stratégies communes (pour renforcer l'attractivité) : convergence



➤ Les territoires se mettent en réseau (pour mutualiser des équipements, développer les connexions...) : complémentarité



➤ Les territoires fabriquent une offre globale au bénéfice de tous (hub logistique) : intégration

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)

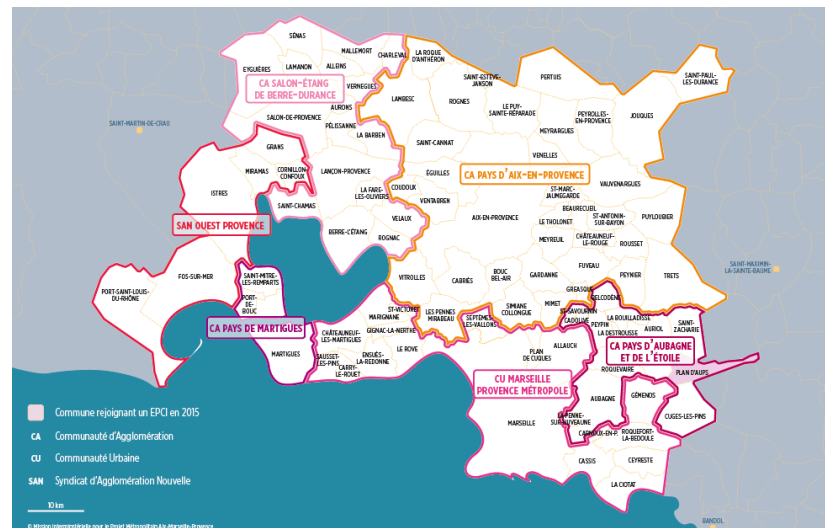
- New approaches to regional spatial planning in France → from regions to mega-regions
- Relationship with subregional levels (Scot)
- Expected effects of a binding regional planning document on agglomerations and municipal plans (ScotTs and PLUs)
- Developing the plan: top-down or bottom-up processes?

Metropolitan Planning in France

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

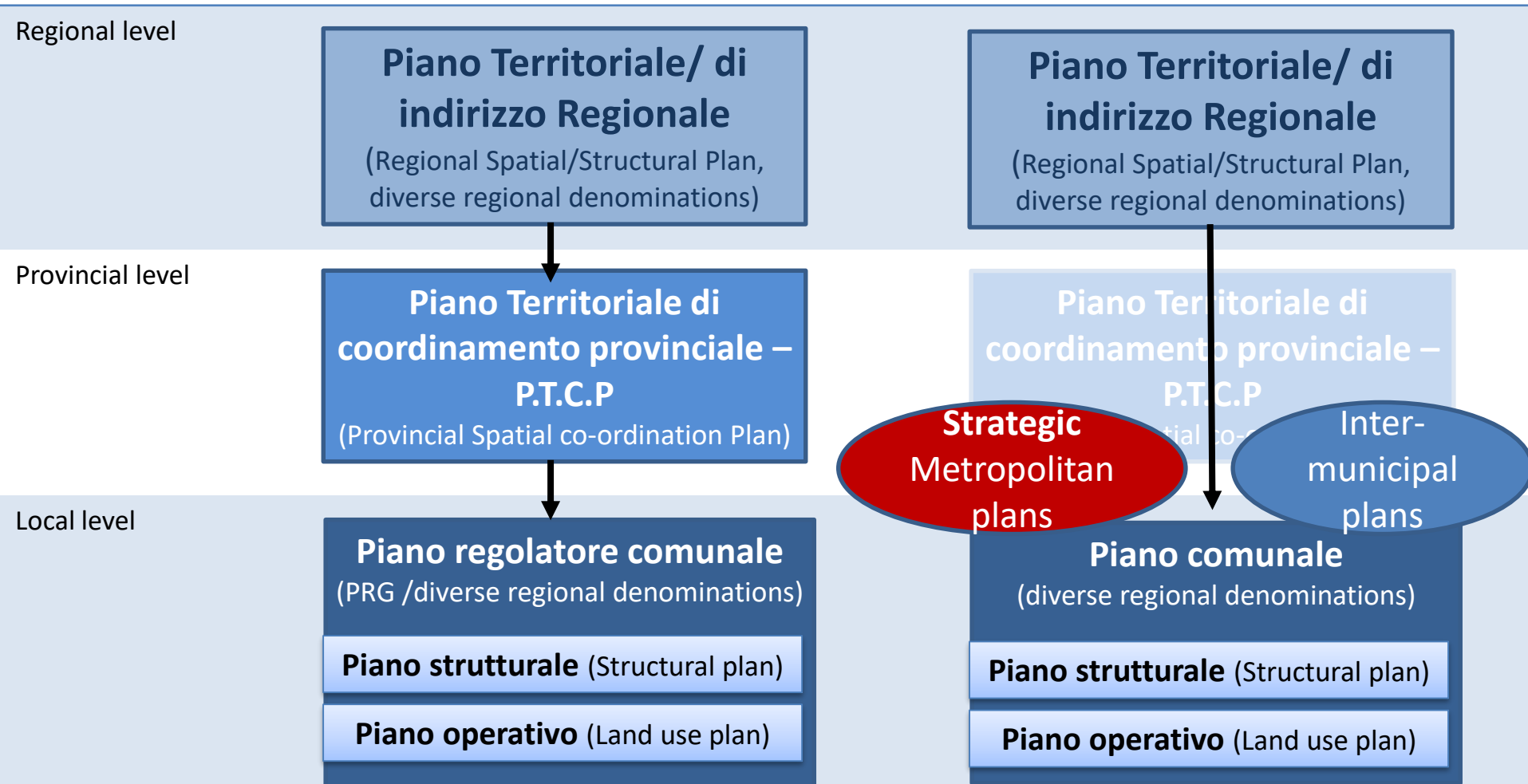


Applications of the theoretical framework: Italy

The re-scaling of the statutory planning system

**Previous planning system
(1942, 1977, 1993, 2001)**

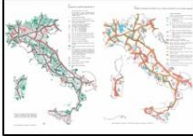
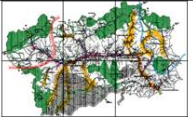
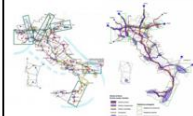

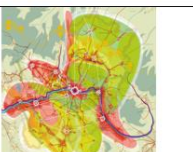
**Law 56/2014 & referendum results:
weakening the Provincial level**



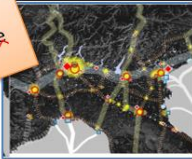

Applications of the theoretical framework: Italy

Regional and metropolitan level – ITALY

HIERARCHICAL GOVERNANCE

Images	Instruments	Follow up
	1960s – <i>Progetto, 80</i> (80s Project) Ministry of Budget and Economic Planning. Preliminary report to the national economic program 1971-75	None, abandoned
	1980s – First Regional Spatial Plans First Regional spatial plans in Northern Italy	Base for regional founding programs
	2000s - <i>Strategic territorial platforms and pivot areas</i> National Operative Program 2007-2013 (UE Structural funds)	Base for national and regional founding programs
	2000s – Patchwork of Regional Spatial Plans 20 Regional spatial plans (diverse names, forms and nature)	
	Law 56/2014 Strategic Metropolitan Plans	

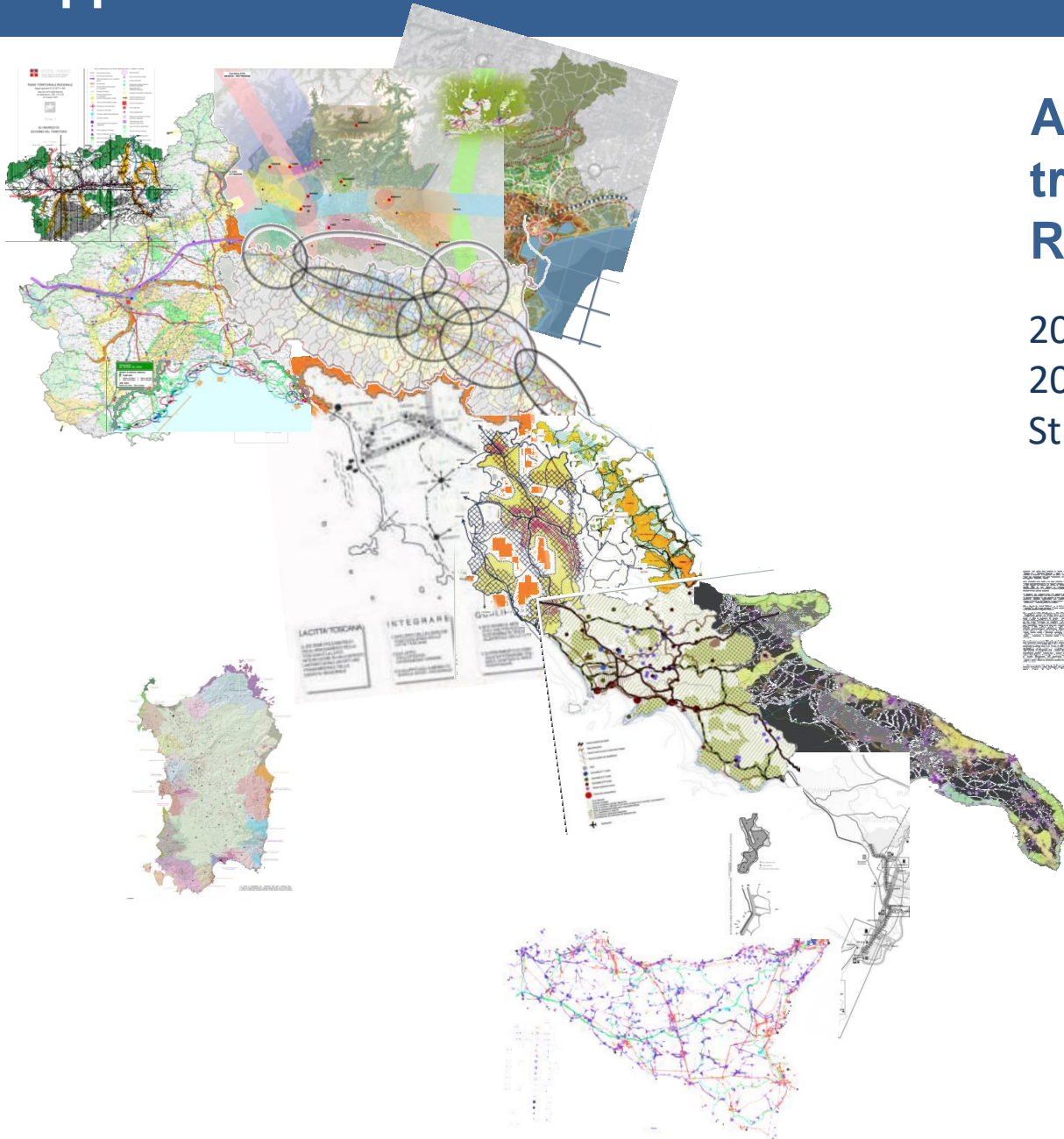
CO-GOVERNANCE

Images	Instruments/ Design context	Applications
	<i>Inter-regional spatial vision for Northern Italy</i> 2005-2012 – PO Valley inter-regional table	
	<i>Strategic planning</i> Strategic planning practices in many cities 2005 national funds for southern cities	



SELF GOVERNANCE (instances emerging from the civil society)		
Images	Instruments/ Design context	Applications

Applications of the theoretical framework: Italy



An important tradition of Regional Planning

20 Regions:
20 Regional Spatial/
Structural Plans

Il Piano Regionale è lo strumento di programmazione e di coordinamento delle attività di sviluppo economico, sociale e culturale della Regione, nonché di tutela dell'ambiente e del patrimonio culturale e paesaggistico. Il Piano Regionale è adottato dalla Regione e ha efficacia di legge regionale. Il Piano Regionale è integrato con i piani provinciali e comunali, nonché con i piani di settore e di settore. Il Piano Regionale è approvato dalla Regione e ha efficacia di legge regionale. Il Piano Regionale è integrato con i piani provinciali e comunali, nonché con i piani di settore e di settore. Il Piano Regionale è approvato dalla Regione e ha efficacia di legge regionale.

The Interregional spatial vision for Northern Italy macroregion (2009-2012): a bottom up experience

Objectives

1. Cooperative territorial planning

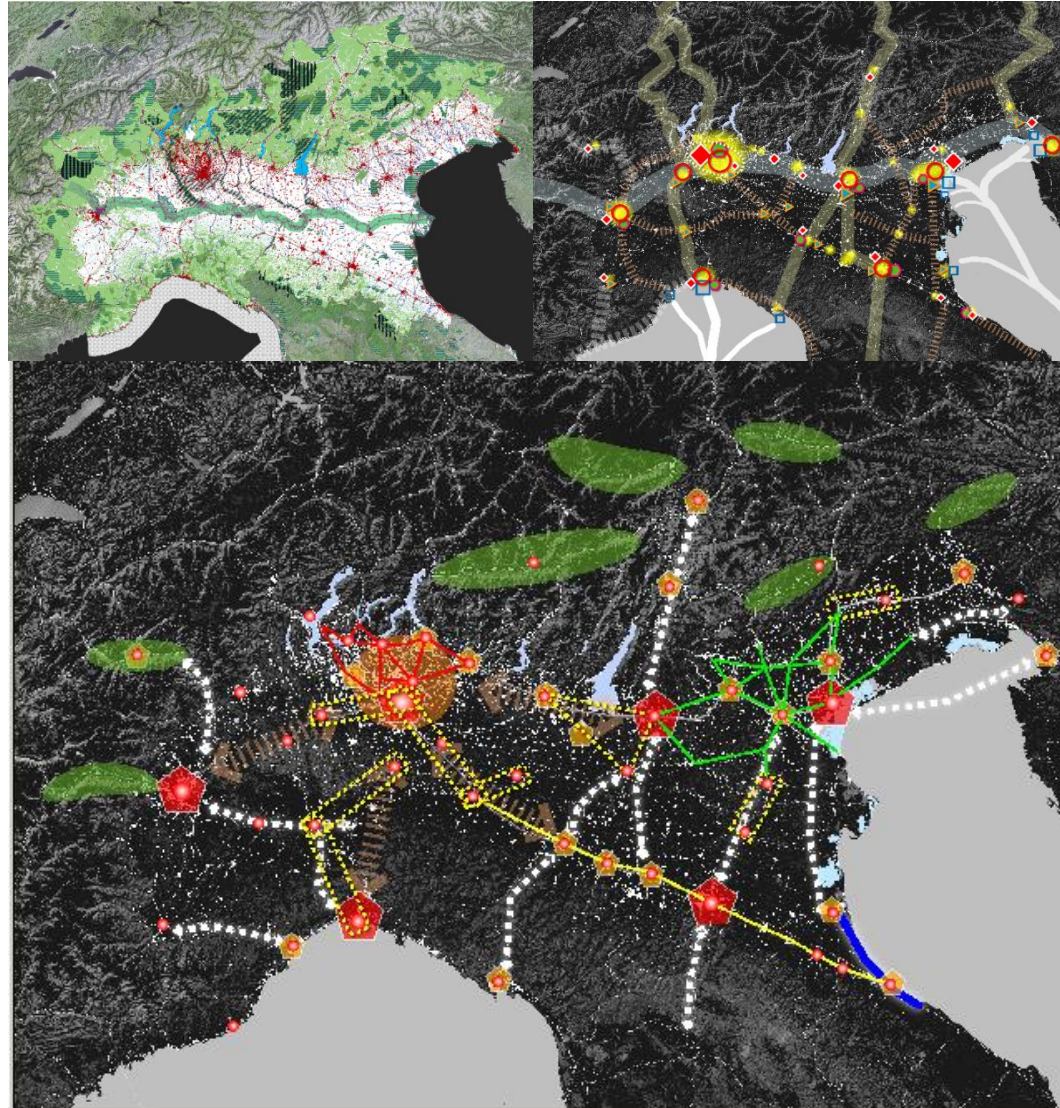
- ✓ Definition of 3 common visions as a reference for regional plans
- ✓ Identification as a unitary system

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!

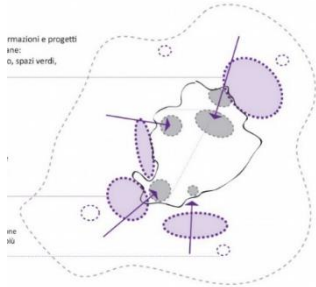
- ✓ No political engagement
- ✓ Difficulties in defining the common identity “From “Adria-Po Valley” to “Padan-Alpin-Adriatic Table”
- ✓ Appropriation of the visions by the Lega (right wing anti-European) party to sponsor a northern identity detached from the rest of Italy!



Metropolitan Planning in Italy

Before the reform:

✓ Practices of strategic planning



Turin strategic plan

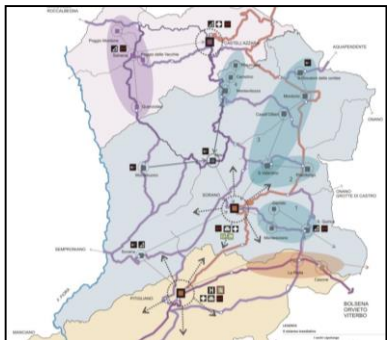
- 1° strategic plan: 2000 (10 munic.)
- 2° strategic plan: 2006 (38 munic.)
- 3° Strategic Metropolitan Plan under law 56/2014 (318 munic.!!)

Milan strategic plan “City of cities”

2005-2009



✓ Practices of inter-municipal planning



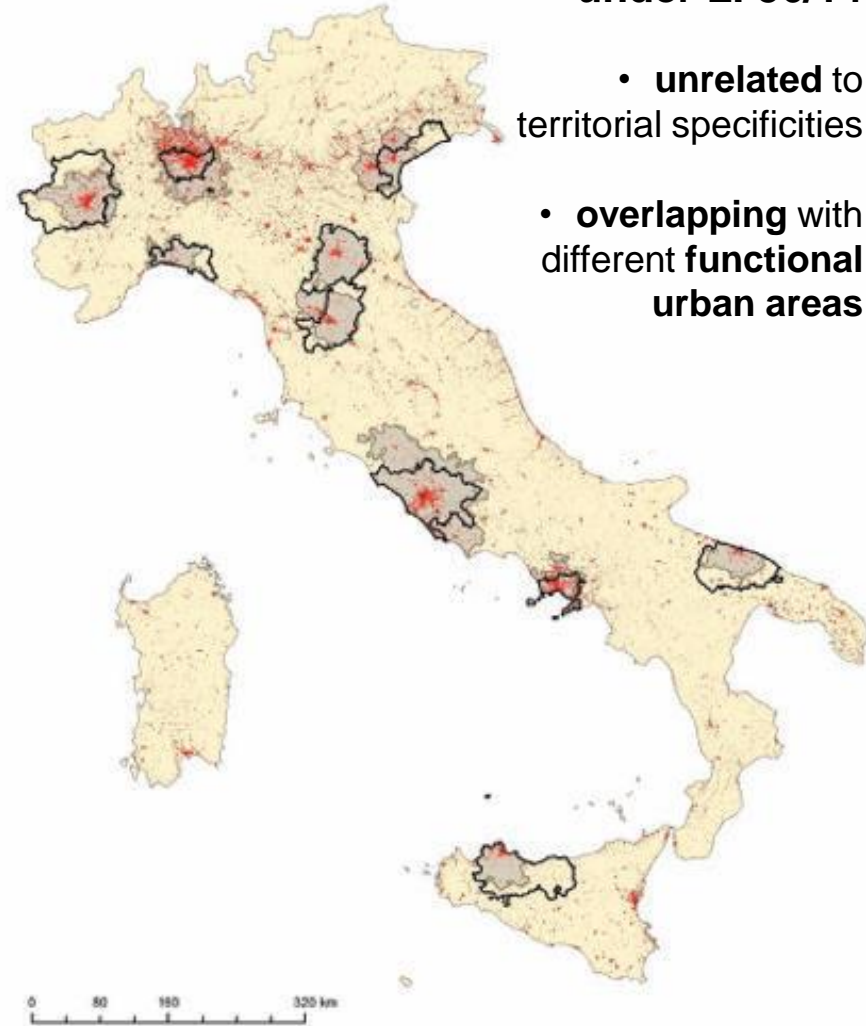
Joint planning or Aligned cross- boundary strategies

Aligned Structural Plans
(Grosseto, Southern Tuscany
3 municipalities)

After the reform:

Metropolitan cities under L. 56/14

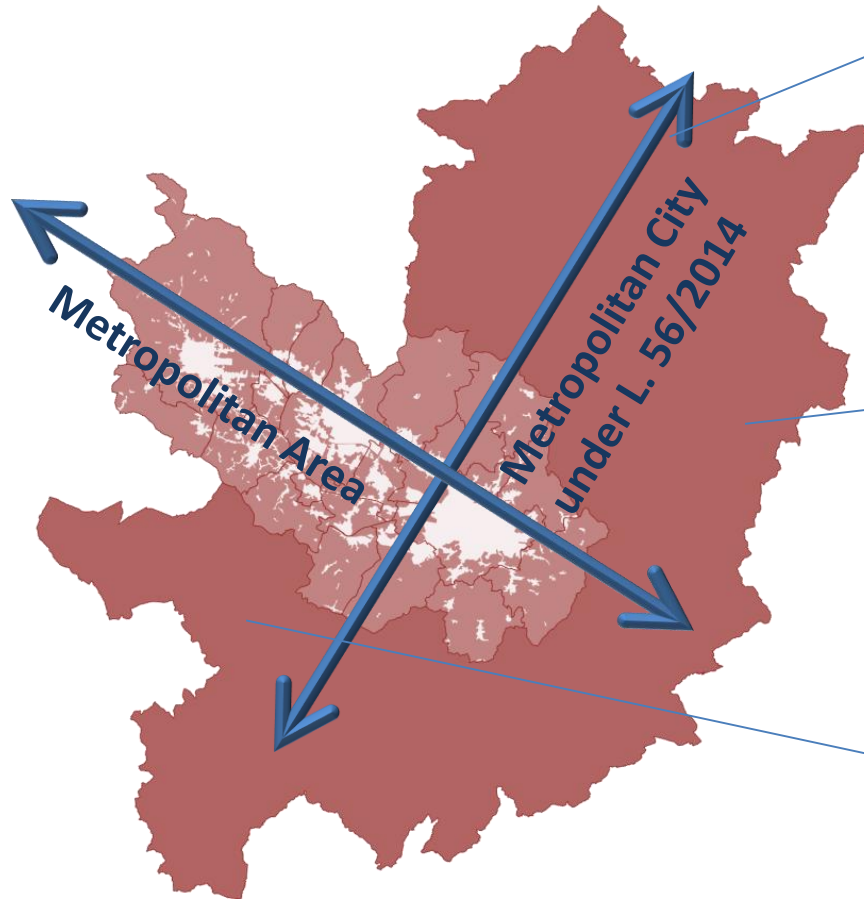
- **unrelated** to territorial specificities
- **overlapping** with different **functional urban areas**



Metropolitan Planning in Italy

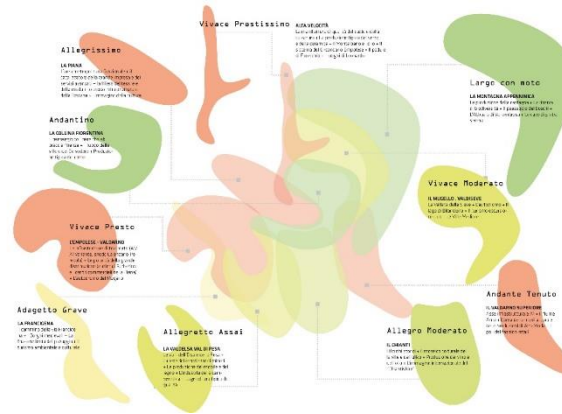
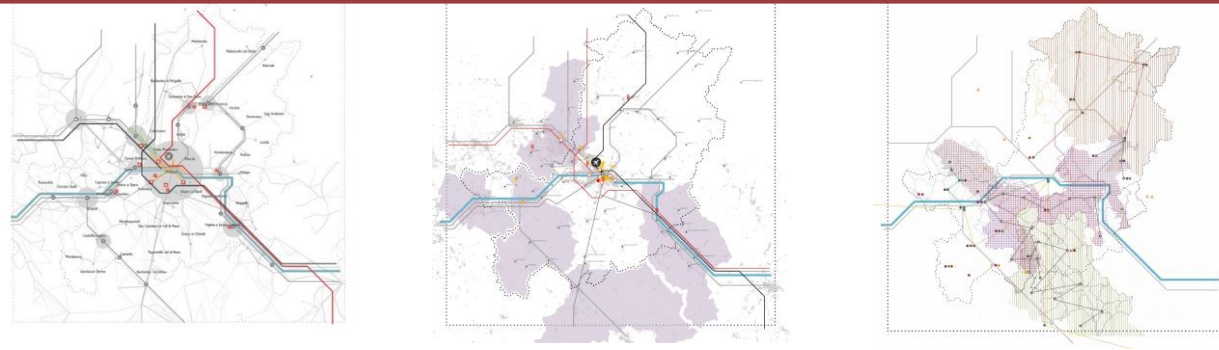
After the (non) reform:

The definition of **shared** supra-local spatial strategies **calls for visioning**





Visualisation of micro and macro stories

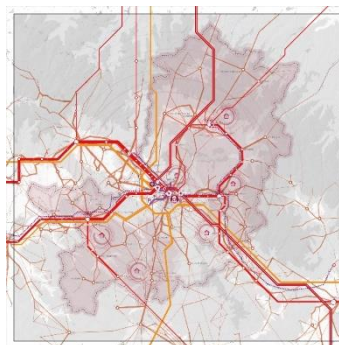


Allegroissimo

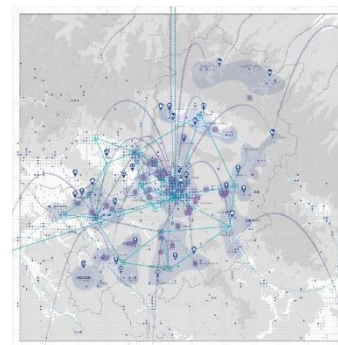
LA PIANA
 L'area metropolitana funzionale + il catalizzatore della grande impresa e dei servizi avanzati + la filiera del tessile e della moda + lo snodo infrastrutturale della Toscana + l'immagine della cultura

Synthesis: metropolitan rhythms

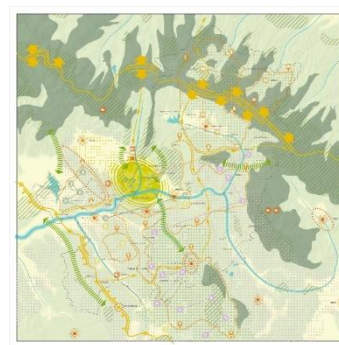
From metropolitan rhythms to the visions of future scenarios



**UNIVERSAL
 ACCESSIBILITY**



**WIDESPREAD
 OPPORTUNITIES**



**LANDS OF
 WELLNESS**

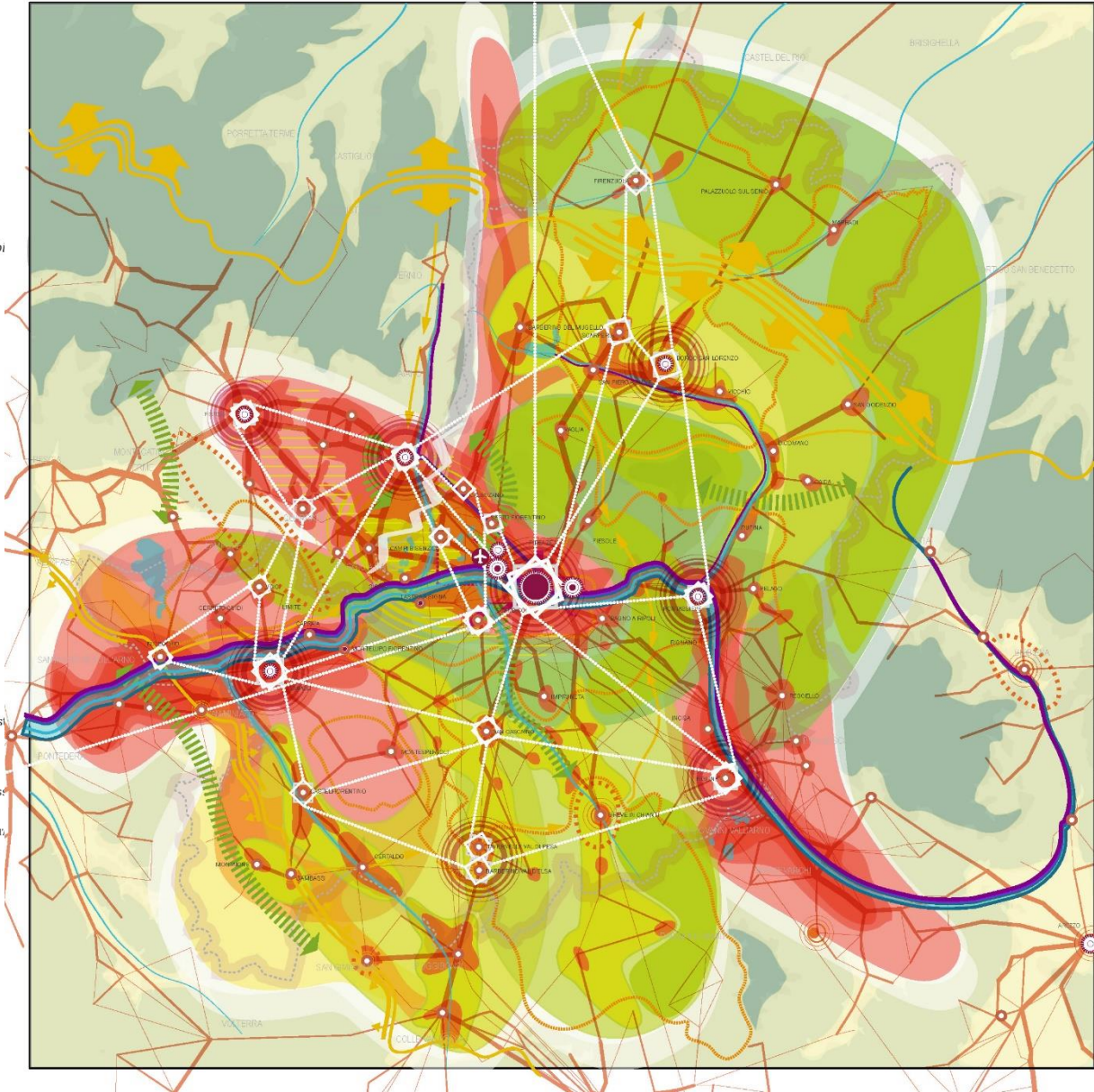
METROPOLITAN RENAISSANCE

UNIVERSAL
ACCESSIBILITY

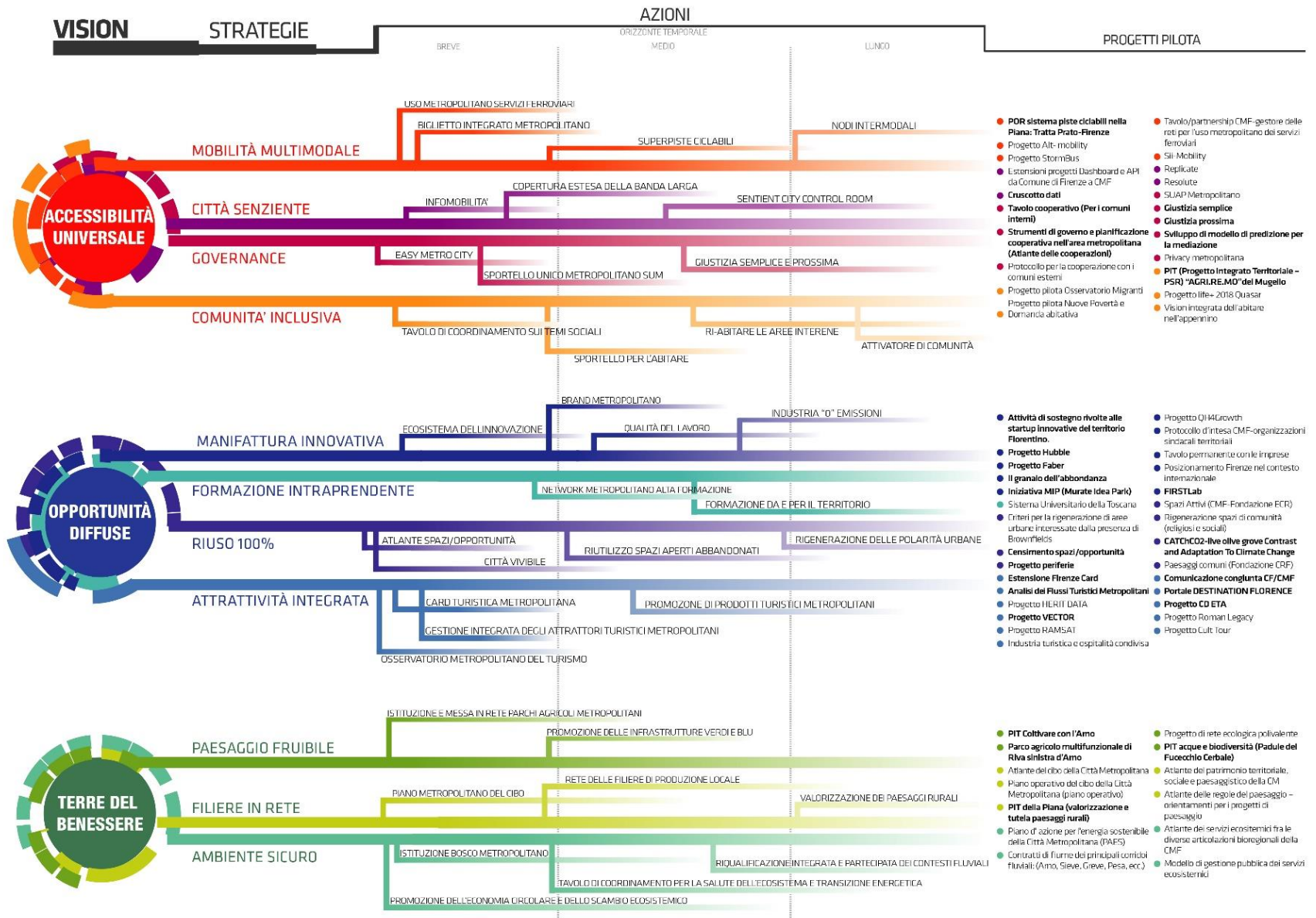
WIDESPREAD
OPPORTUNITIES

LANDS OF
WELLNESS

- Governance Cooperativa:**
 - Unioni dei comuni
- Mobilità Multimodale:**
 - Assi ferroviari
 - Stazioni ferrovia
 - Alta Velocità
 - Autostrada
 - Tramvia realizzata
 - Tramvia di progetto
 - Superciclopista
 - TPL su gomma
 - Centri urbani
 - Peretola
 - Parcheggi scambiatori
 - HUB multimodali - infomobi
 - HUB di livello 3
 - HUB di livello 2
 - HUB di livello 1
 - HUB alta velocità
- Riuso 100%**
 - Abbandono Toscana
 - Progetto periferie
- Manifattura innovativa:**
 - Acceleratori
 - Co-working, incubatori
 - Sistema della conoscenza (Università, centri ricerca)
- Attrattività Integrata:**
 - Biblioteche, Musei, Archivi
 - Outlet
 - Restipica
 - Cluster di attrattività
- Poli di attrazione:**
 - Siti UNESCO
 - Borghi Res Tipica
 - Musei
 - Città dell'olio
 - Città del vino
 - Luoghi di interesse naturalisti
 - Mall
- Paesaggio fruibile:**
 - Rete Natura 2000
 - Direttrici strategiche di riconness
- Parchi agricoli metropolitani**
(Parco della Piana e Parco di Riva Sinistra d., Grande dorsale appenninica)
 - via Francigena
 - Rete escursionistica minore
- Filiera in rete:**
 - Mercati a filiera corta e bio
 - Biodistretto
 - Strade del tipico: Chianti
 - Olio del Montalbano
 - Castagna di Marradi
 - Latte del Mugello
- Ambiente sicuro:**
 - Corridoio fluviale e zone umide



METROPOLITAN RENAISSANCE



Interim conclusion

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**

Perspectives for further research

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

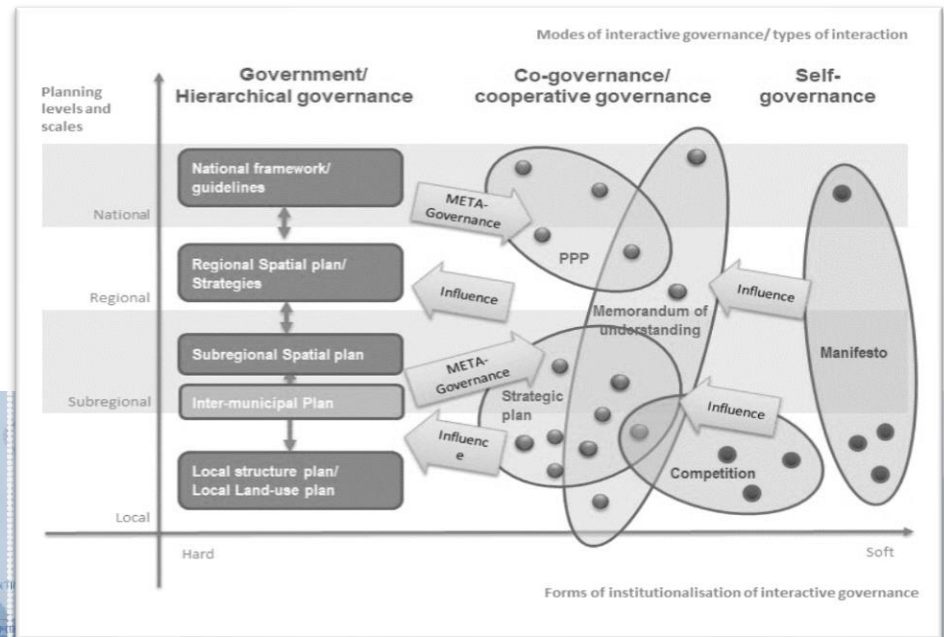
2. How to deal with **regional futures**?
 - ✓ *shaping the boundaries* of the region
(regional dynamics vs spatial imaginaries)
 - ✓ *conceiving a shared vision* of regional development



Setting a research agenda

1. Envisioning the region within the process of scalar (re)structuration

- ✓ How does envisioning 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**?



Setting a research agenda

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?

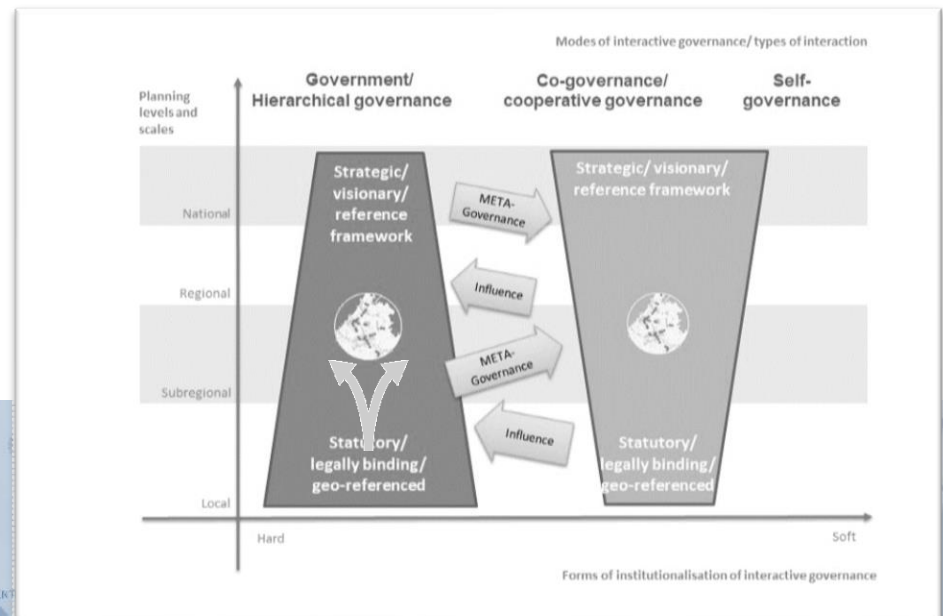
Regional design

- ✓ 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?

Setting a research agenda

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

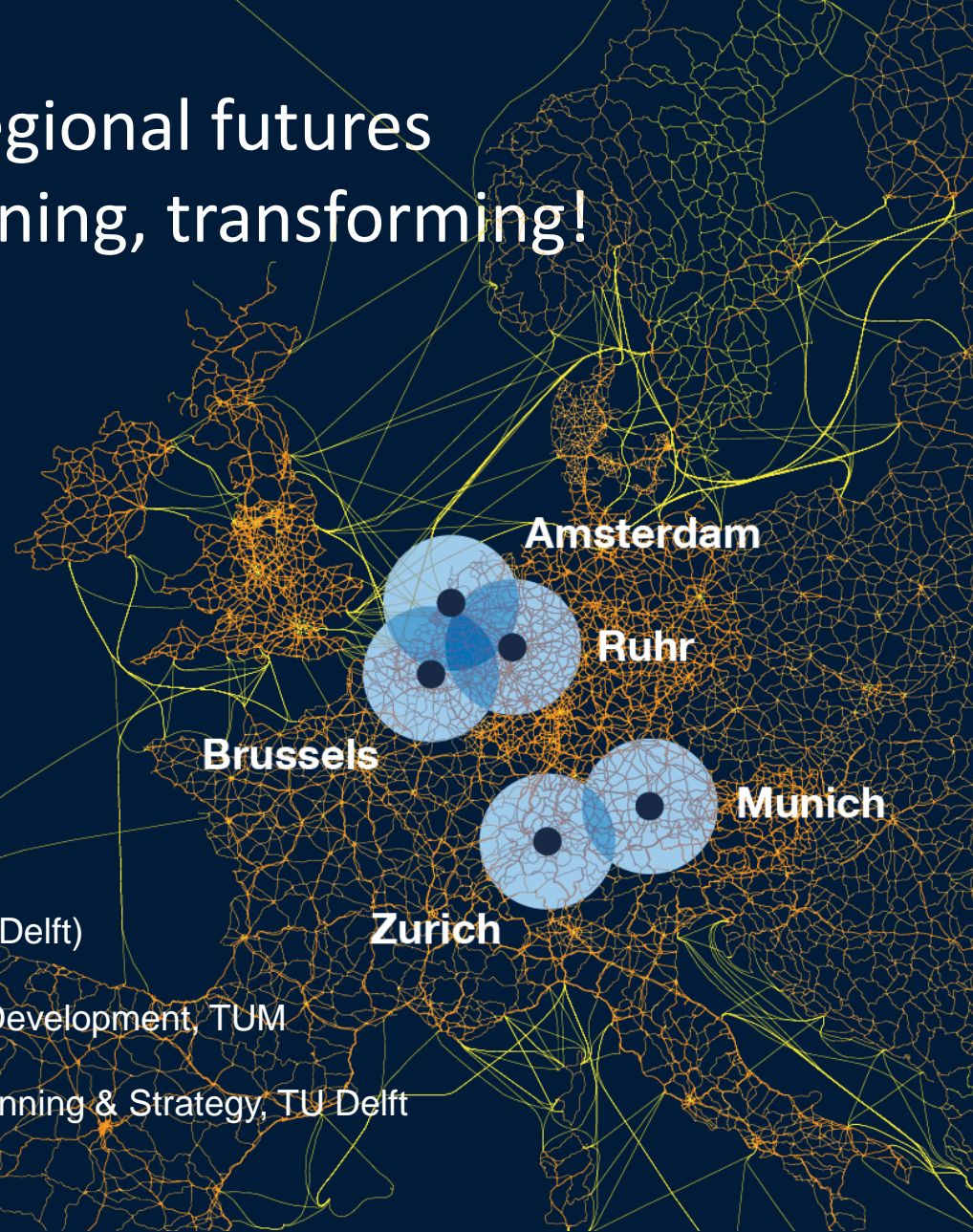
Munich

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>





UNIVERSITÀ
DEGLI STUDI
FIRENZE

DIDA
DIPARTIMENTO
DI ARCHITETTURA

TU Delft TUM

INTERNATIONAL CONFERENCE MAY 18 | 19, 2017

SHAPING REGIONAL FUTURES

Designing and visioning
in governance rescaling

Lingua V., Balz V., eds
Forthcoming

Medici Riccardi Palace
Luca Giordano Conference Hall
Via Cavour 1, Florence, Italy



Ministry of Education,
University and Research
SIR programme



Metropolitan City
of Florence



Fondazione Architetti Firenze
Ordine degli Architetti Pianificatori
Paesaggisti e Conservatori della
provincia di Firenze



INU | National Town
Planning Institute

Shaping regional futures

3 rd edition!

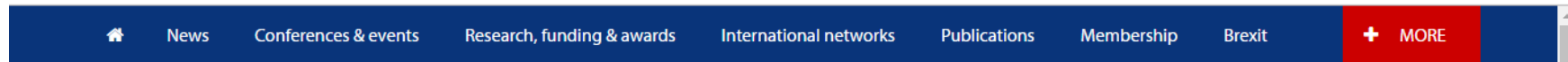
May 2019

LISBON



A promising research network...

RSA Research Network on REGIONAL PLANNING



Home > Funding > Page

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>>

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



Valeria Lingua

Assistant professor in Urban and Regional Planning, University of Florence
Department of Architecture, *Regional Design Lab*
Visiting Academic at *Sorbonne University, Paris IV*



SCIENTIFIC
INDEPENDENCE
OF YOUNG
RESEARCHERS