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THE GLOBAL FORUM FOR CITY  
AND REGIONAL RESEARCH,  
DEVELOPMENT AND POLICY

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



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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**?

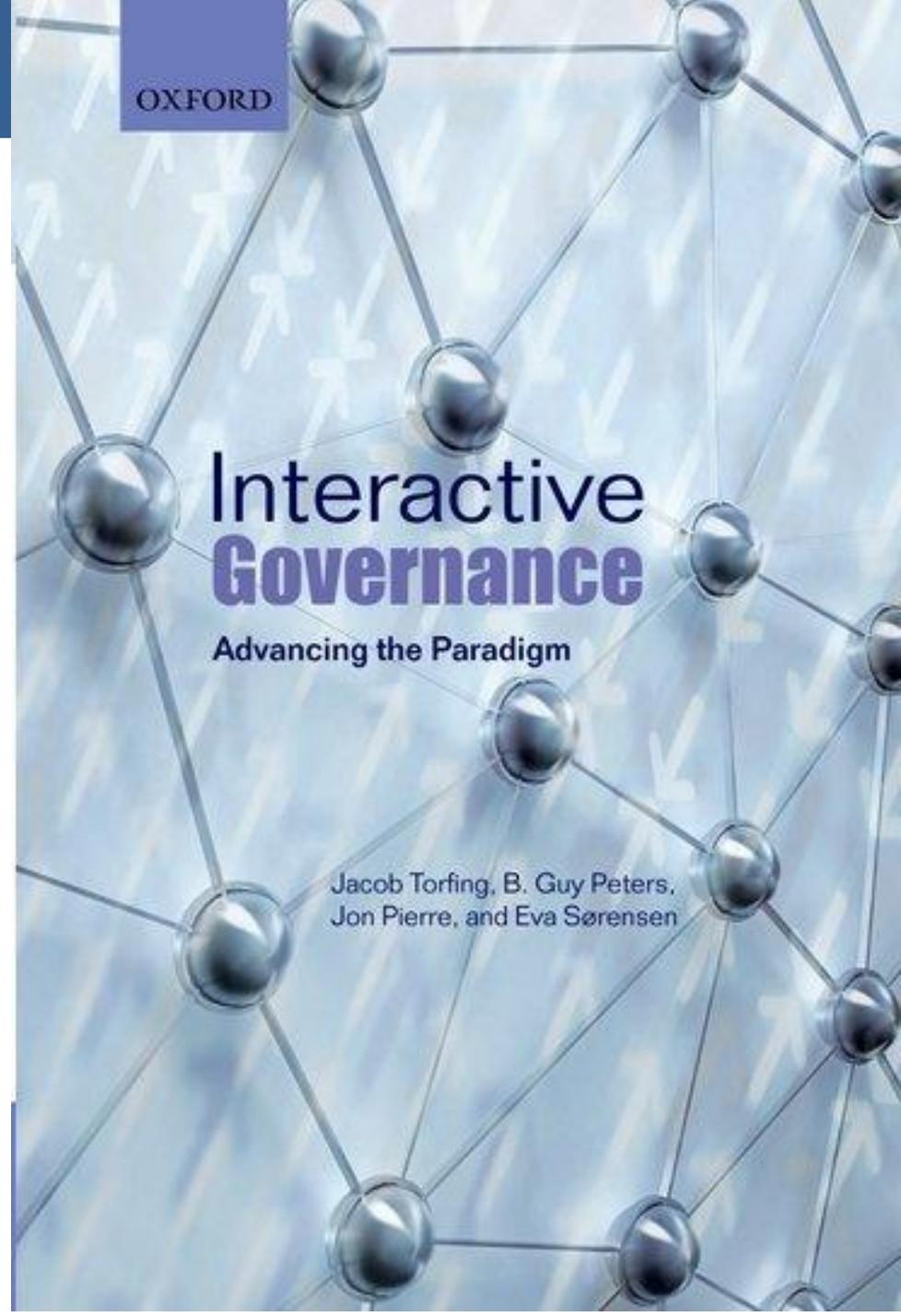
# The theoretical framework

## 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»

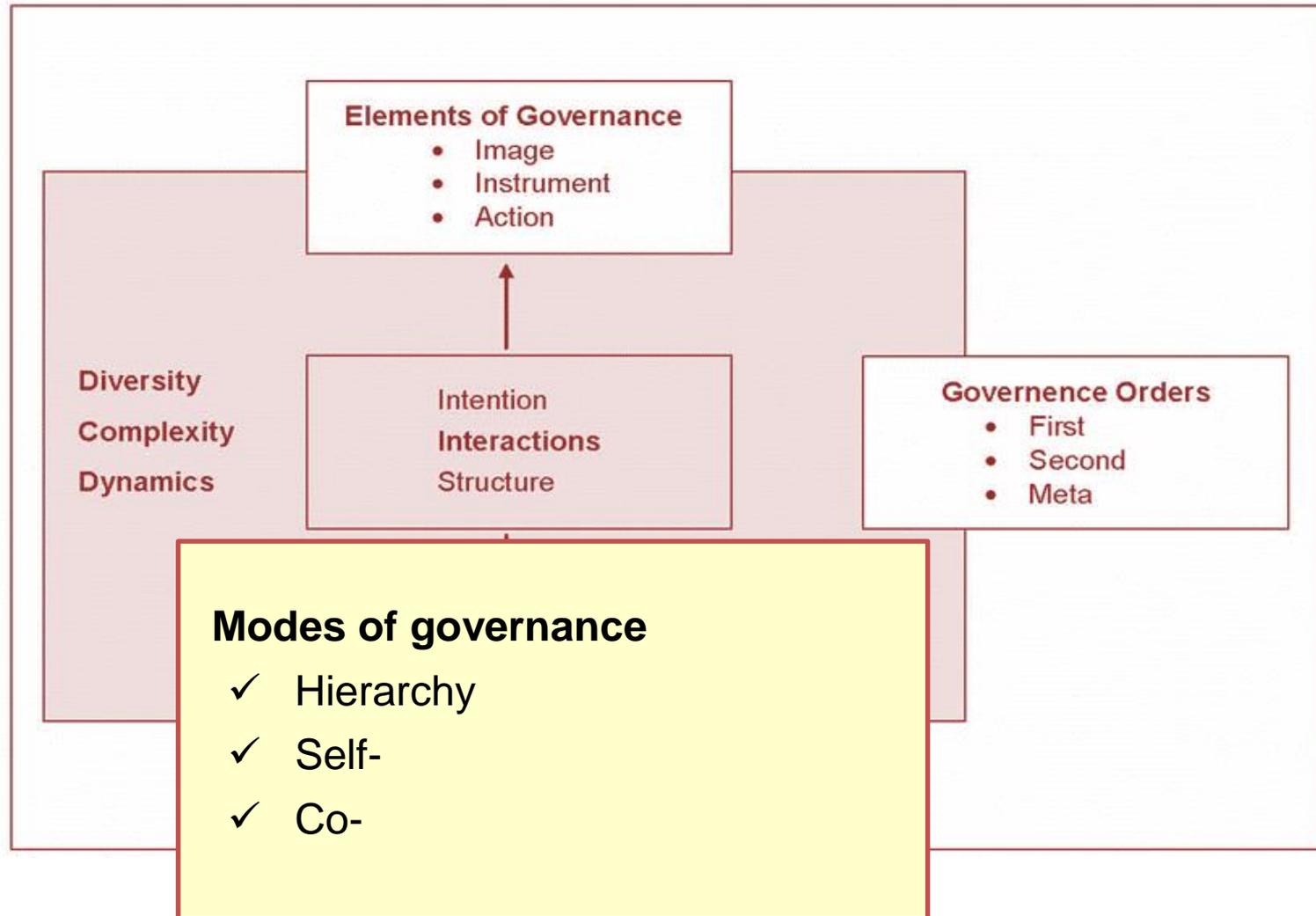
Koimann & Jentoft (2009:820)

«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)



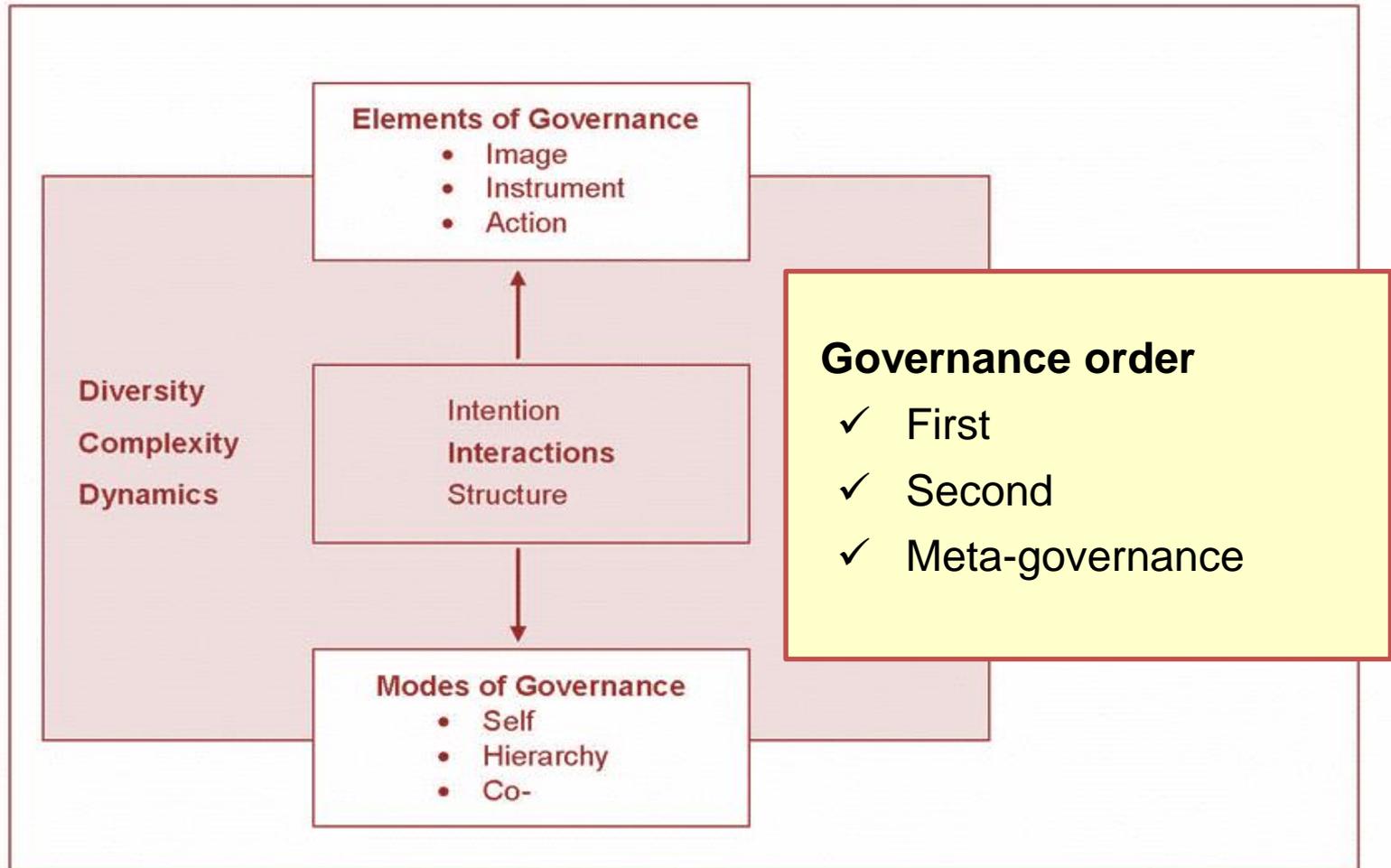
# The theoretical framework: Interactive Governance

## Modes of governance

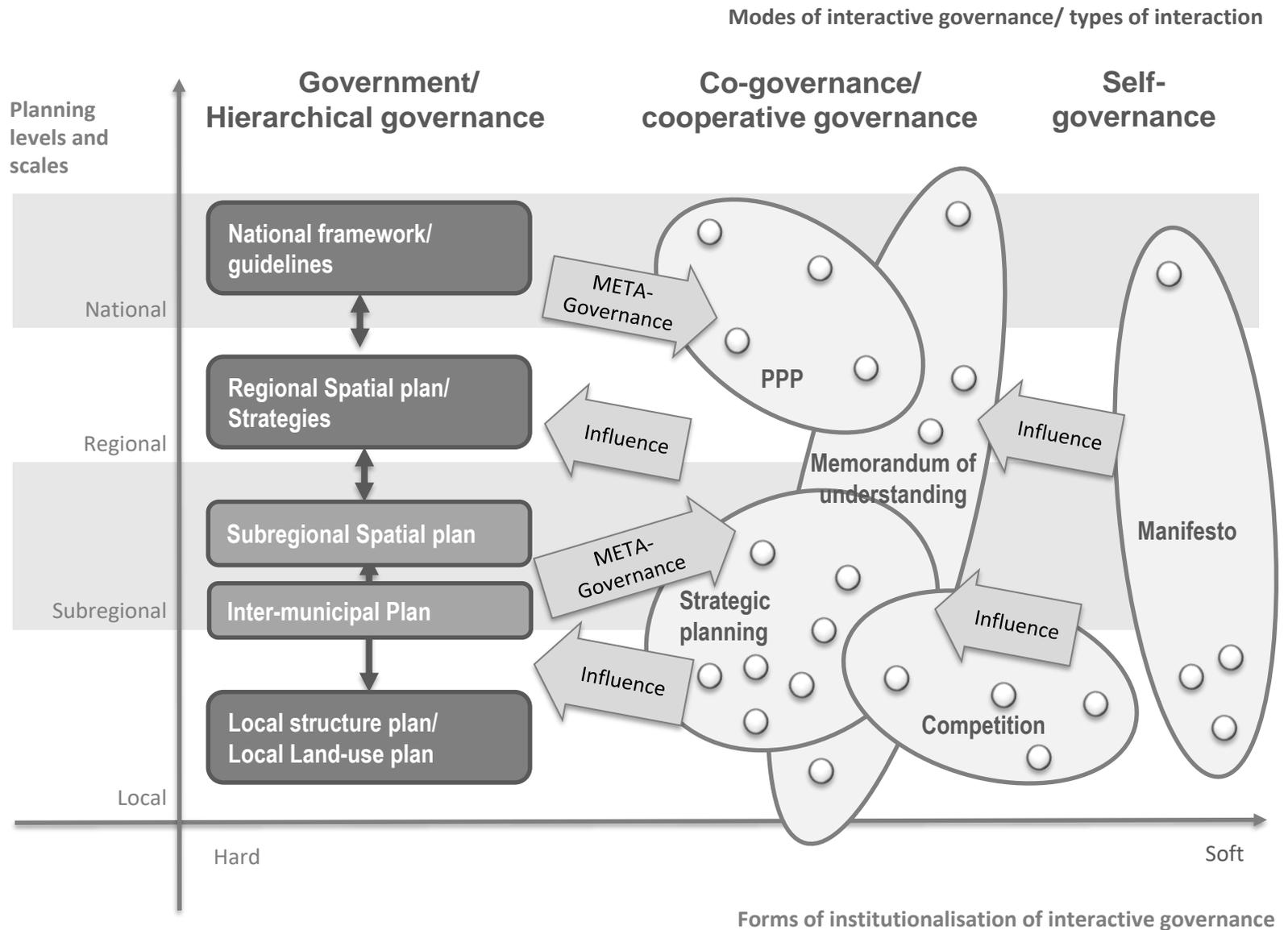


# The theoretical framework: Interactive Governance

## Governance order

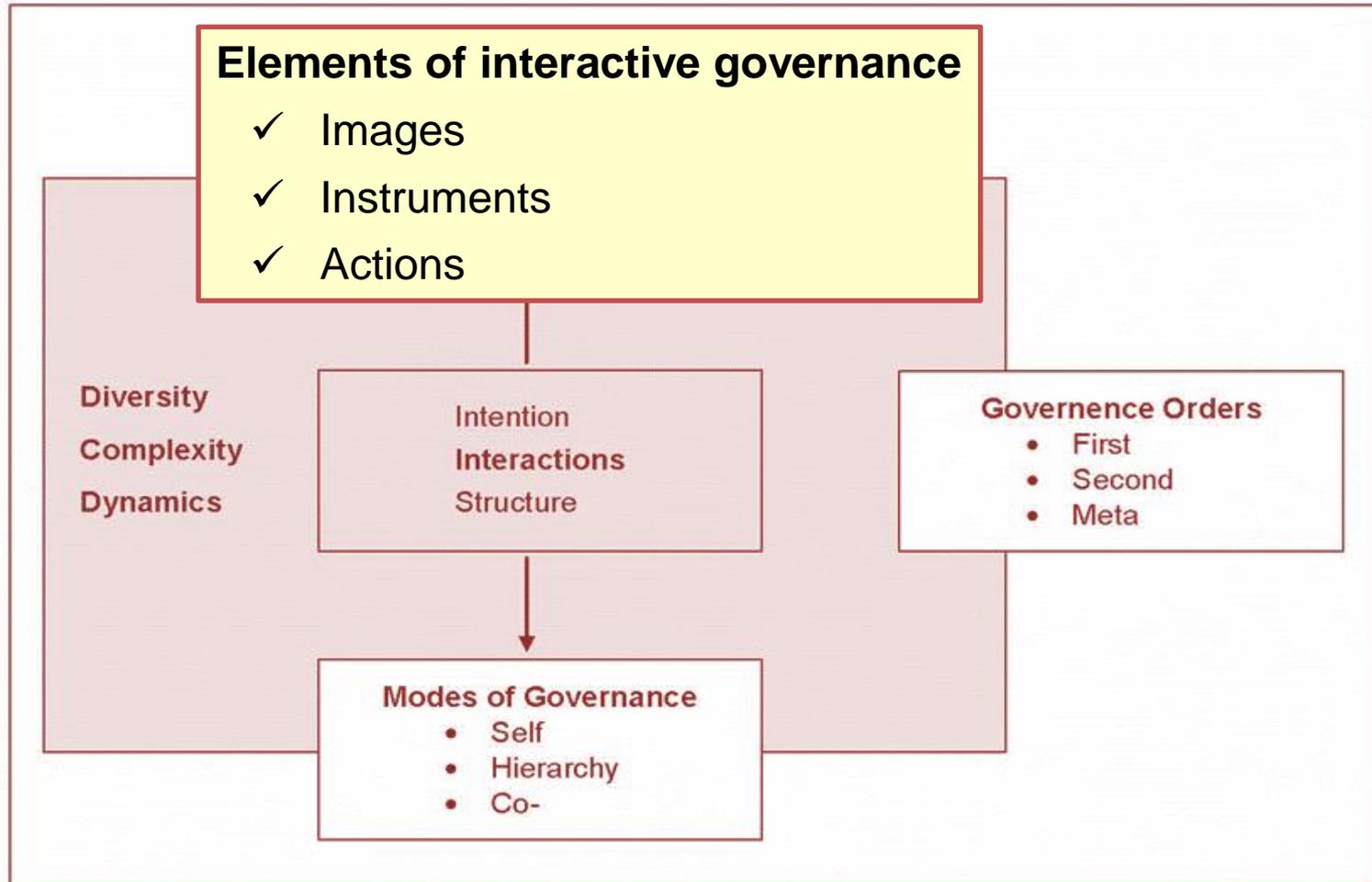


# The theoretical framework: Interactive Governance



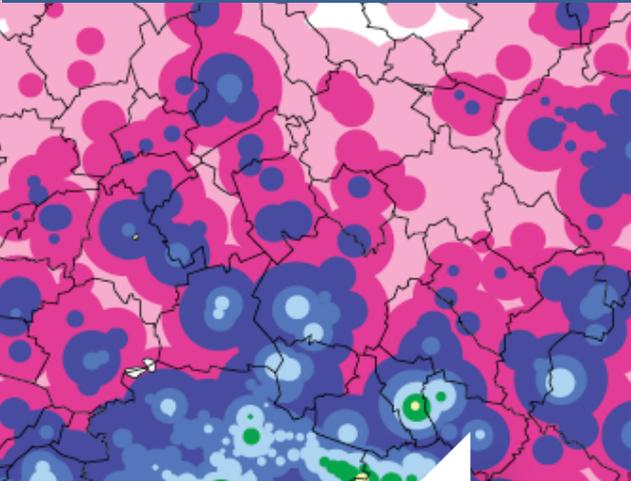
# The theoretical framework: Interactive Governance

## Elements of interactive governance

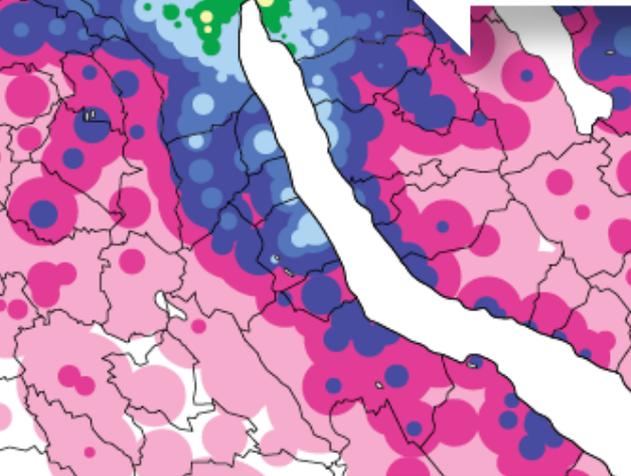




# A focus on images, scenarios and visioning



... through REGIONAL DESIGN practices



**... for Providing**

new analytical perspectives  
on the region

**Exploring**

ways of spatial, functional,  
temporal organisation

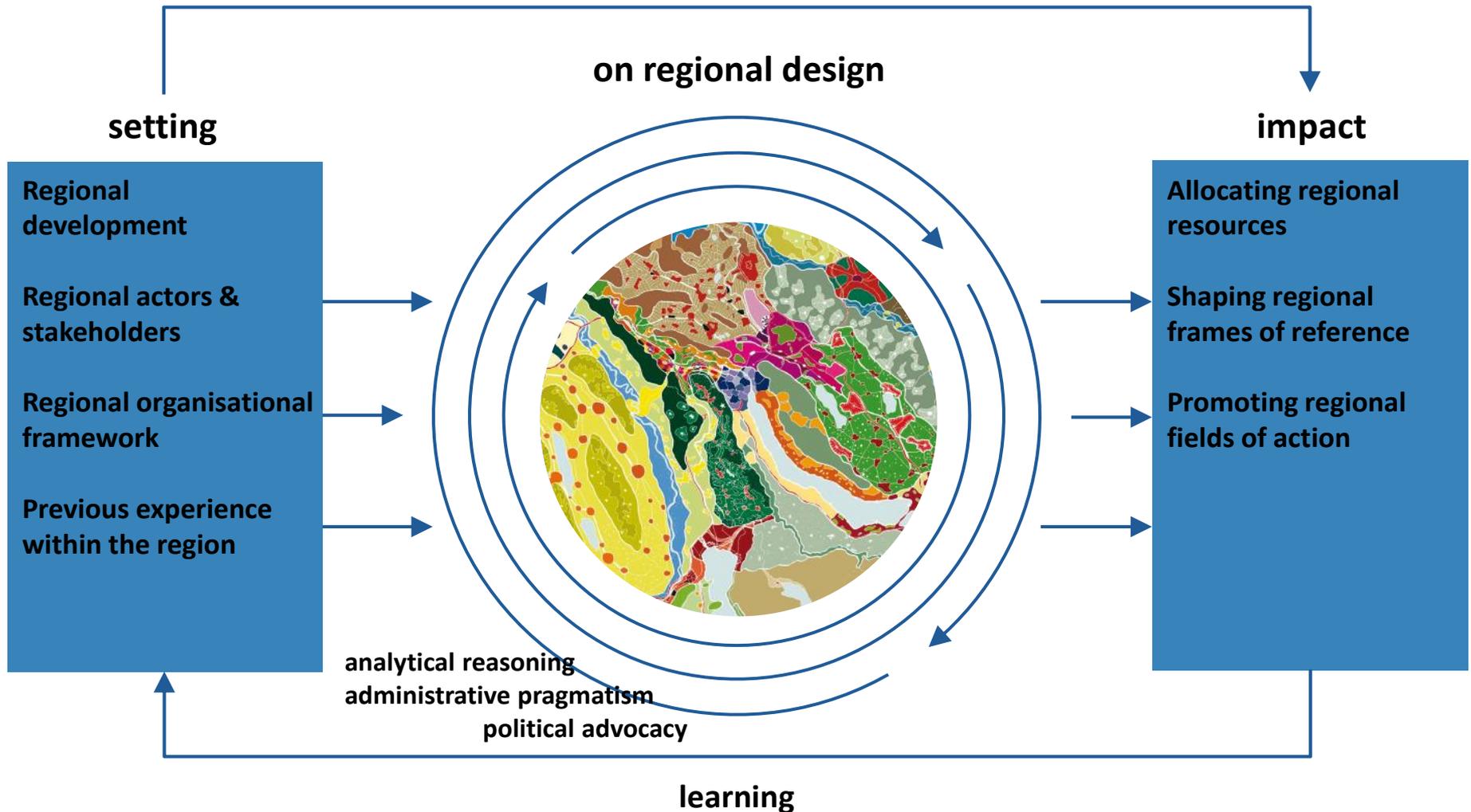
**Promising**

a better region

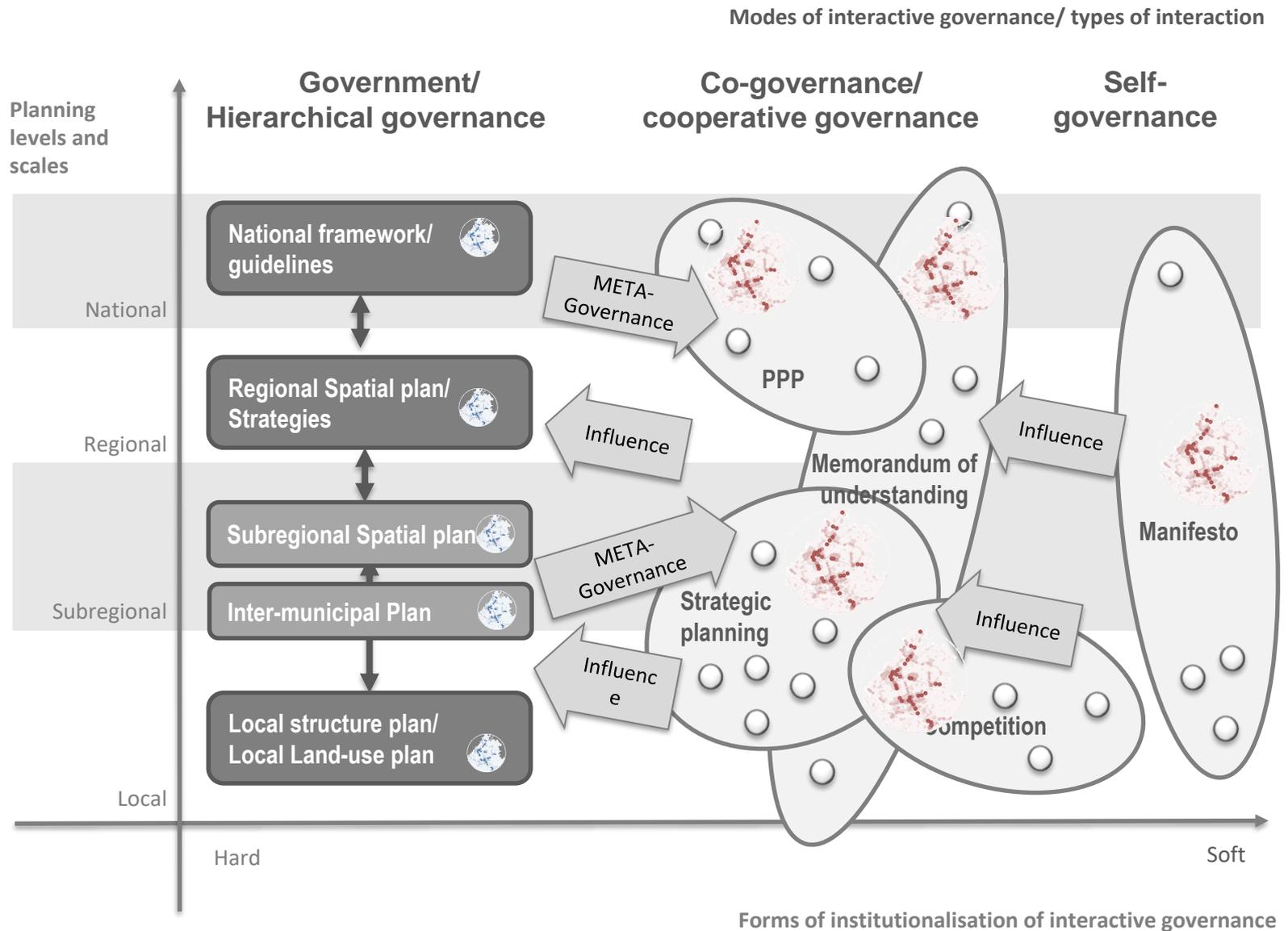
(Balz & Förster, 2015)

# A focus on images, scenarios and visioning

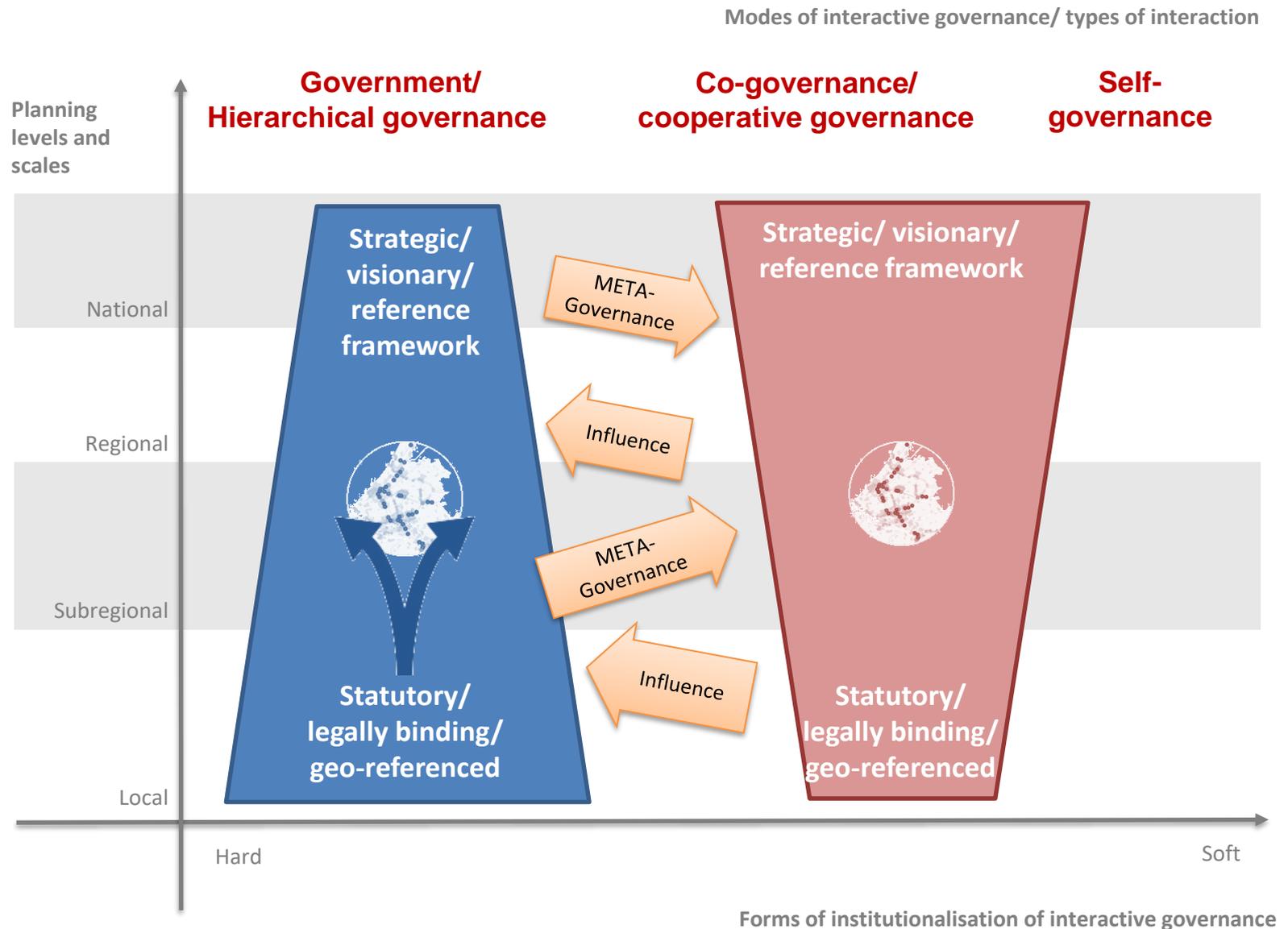
## Interactive perspective



# The focus on images, scenarios and visioning



# A focus on images, scenarios and visioning



# Applications of the theoretical framework

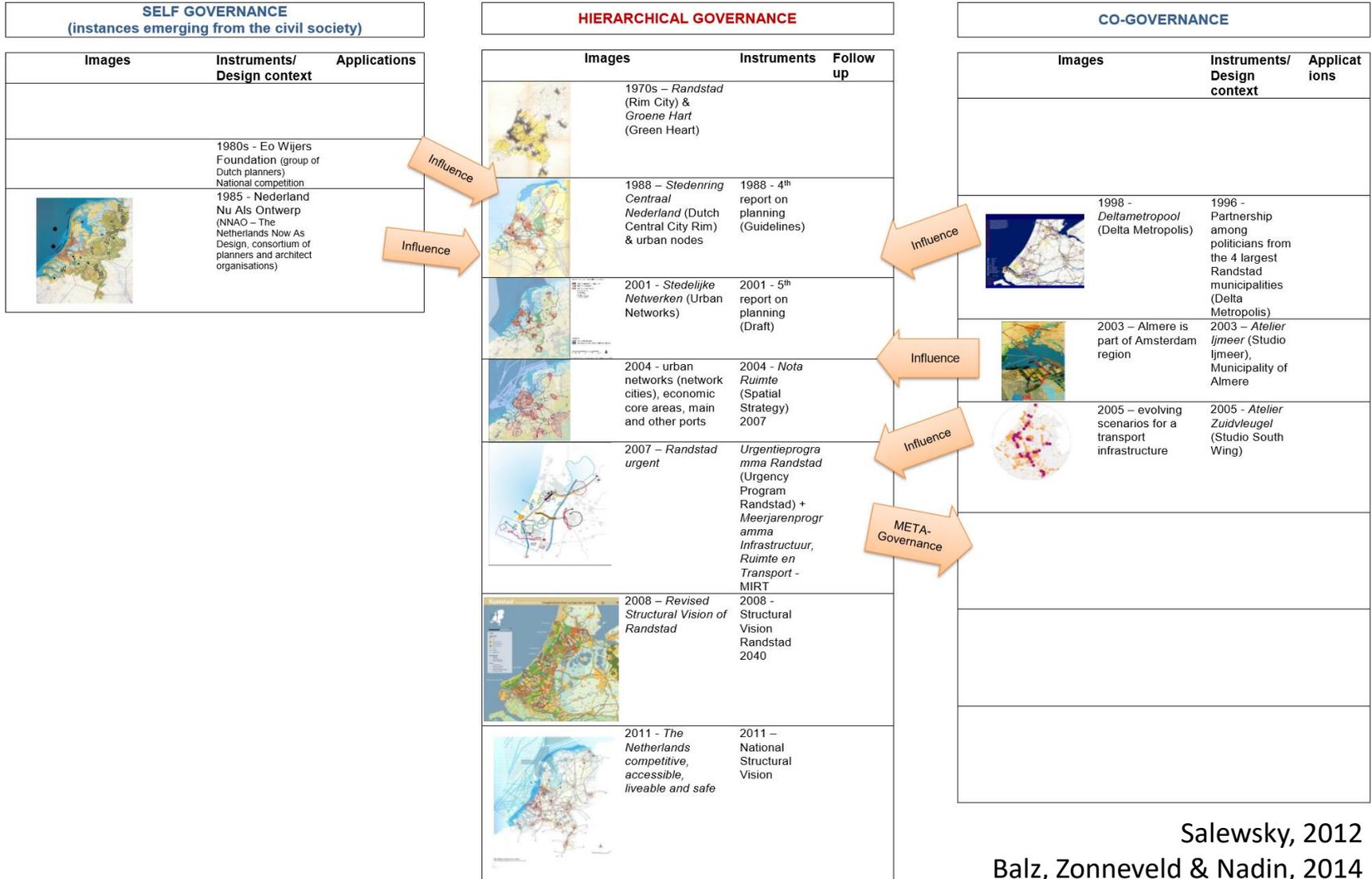
- ✓ In a “differential Europe”, how soft governance practices **interact with** “**indicative**” and “**imperative**” **planning systems?**

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

## Municipal Reform in DENMARK (2007):

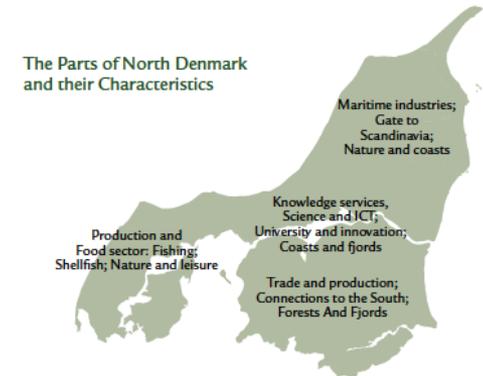
- Municipal amalgamation (271 to 98) and County abolition (14)
- Creation of 5 **administrative regions** in charge for defining **Regional Growth and Development Strategies (REVUS)** and **revocation of Regional Spatial Planning**
- **Upward rescaling** (metropolitan to national) of spatial planning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

Source: Galland 2012, 2019  
(forthcoming)

*From regional comprehensive statutory plans*



*To (spaceless) growth strategies*



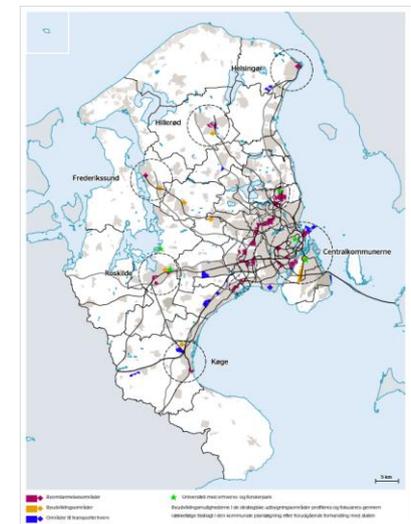
*From regional comprehensive planning (Greater Copenhagen Council)*



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

# Applications of the theoretical framework: France

## France:

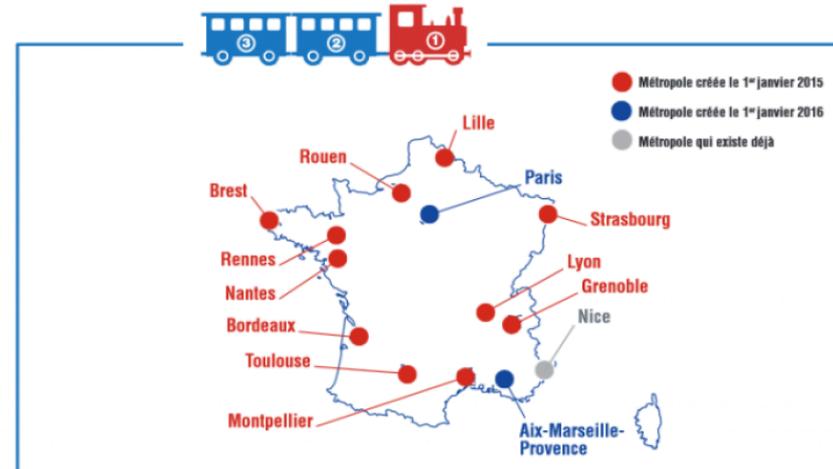
2014: Loi MAPTAM –  
modernisation de  
l'action publique  
territoriale et  
d'affirmation des  
métropoles

- 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

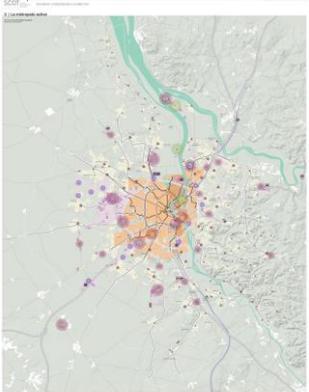
SELF GOVERNANCE  
(instances emerging from the civil society)

*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*



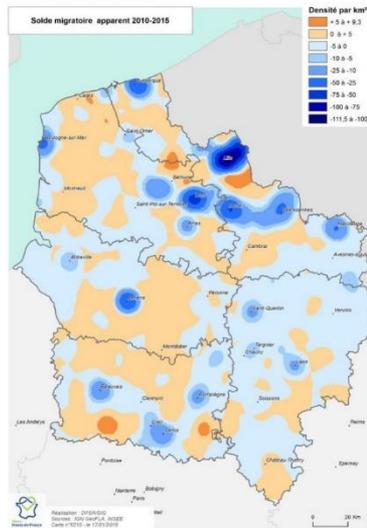
*Politique de  
la ville*

# 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)

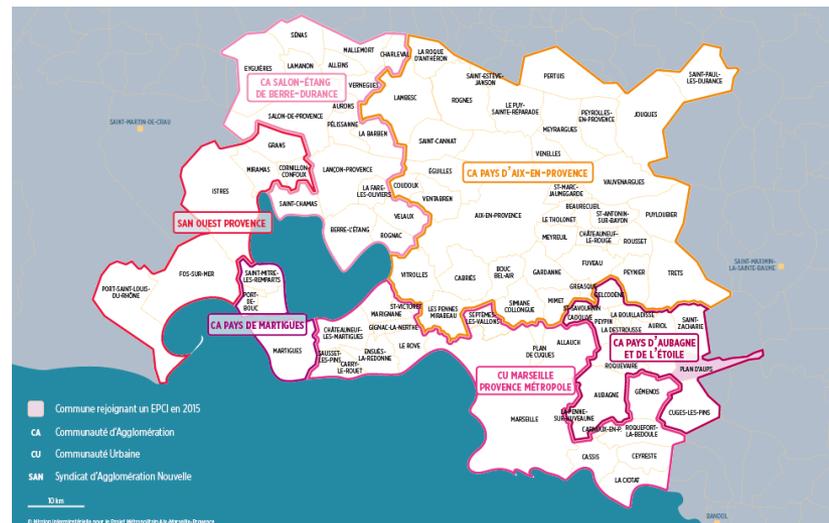
- New approaches to regional spatial planning in France → from regions to mega-regions
- Relationship with subregional levels (Scot)
- Expected effects of a binding regional planning document on agglomerations and municipal plans (ScotTs and PLUs)
- Developing the plan: top-down or bottom-up processes?

# 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

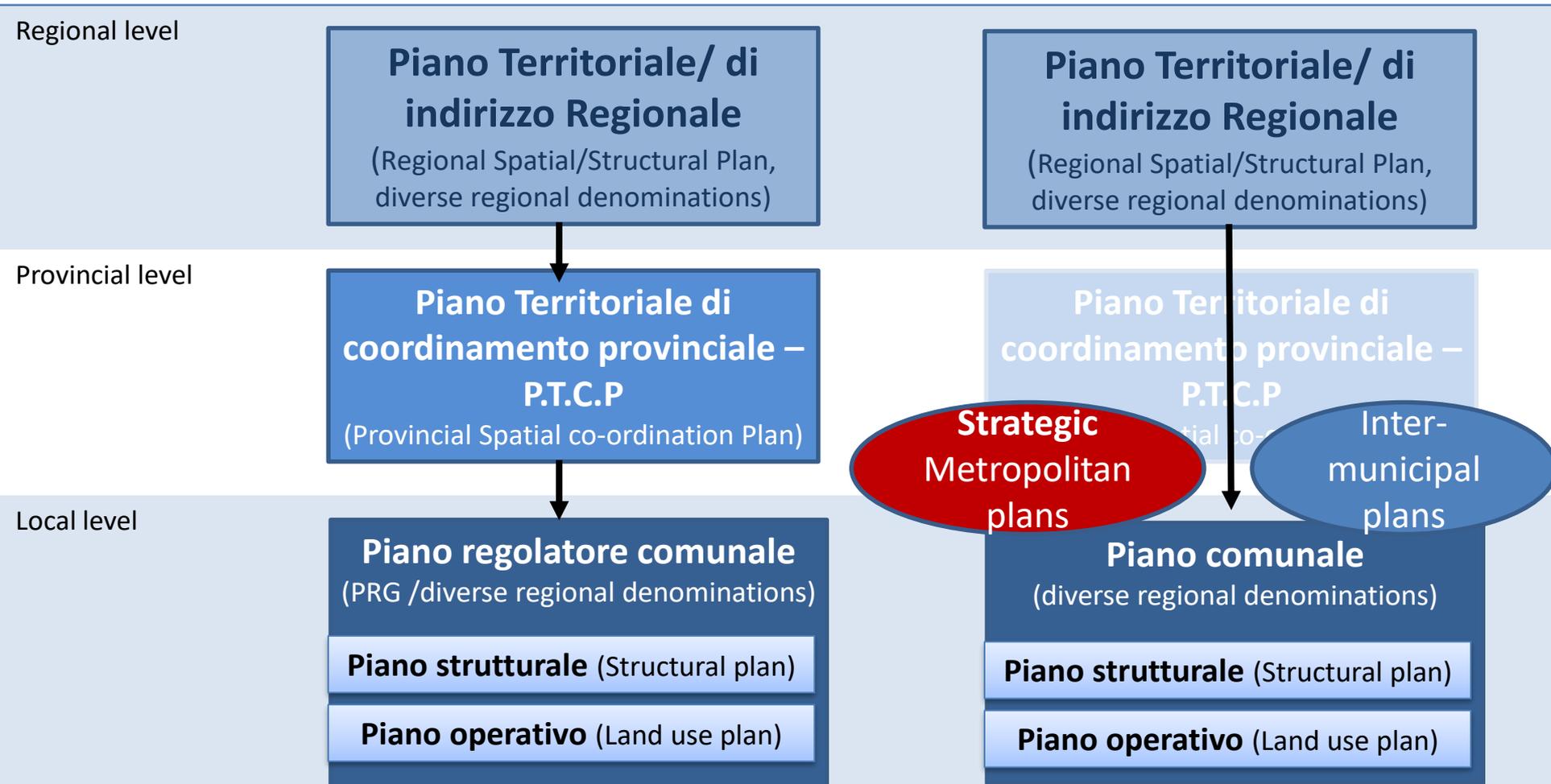


# Applications of the theoretical framework: Italy

## The re-scaling of the statutory planning system

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

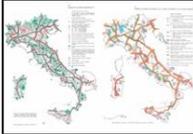
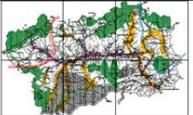
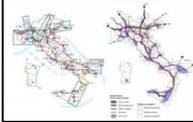
**Law 56/2014 & referendum results:  
weakening the Provincial level**



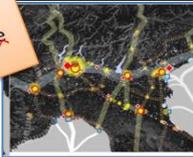
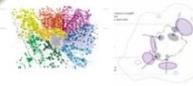
# Applications of the theoretical framework: Italy

## 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	

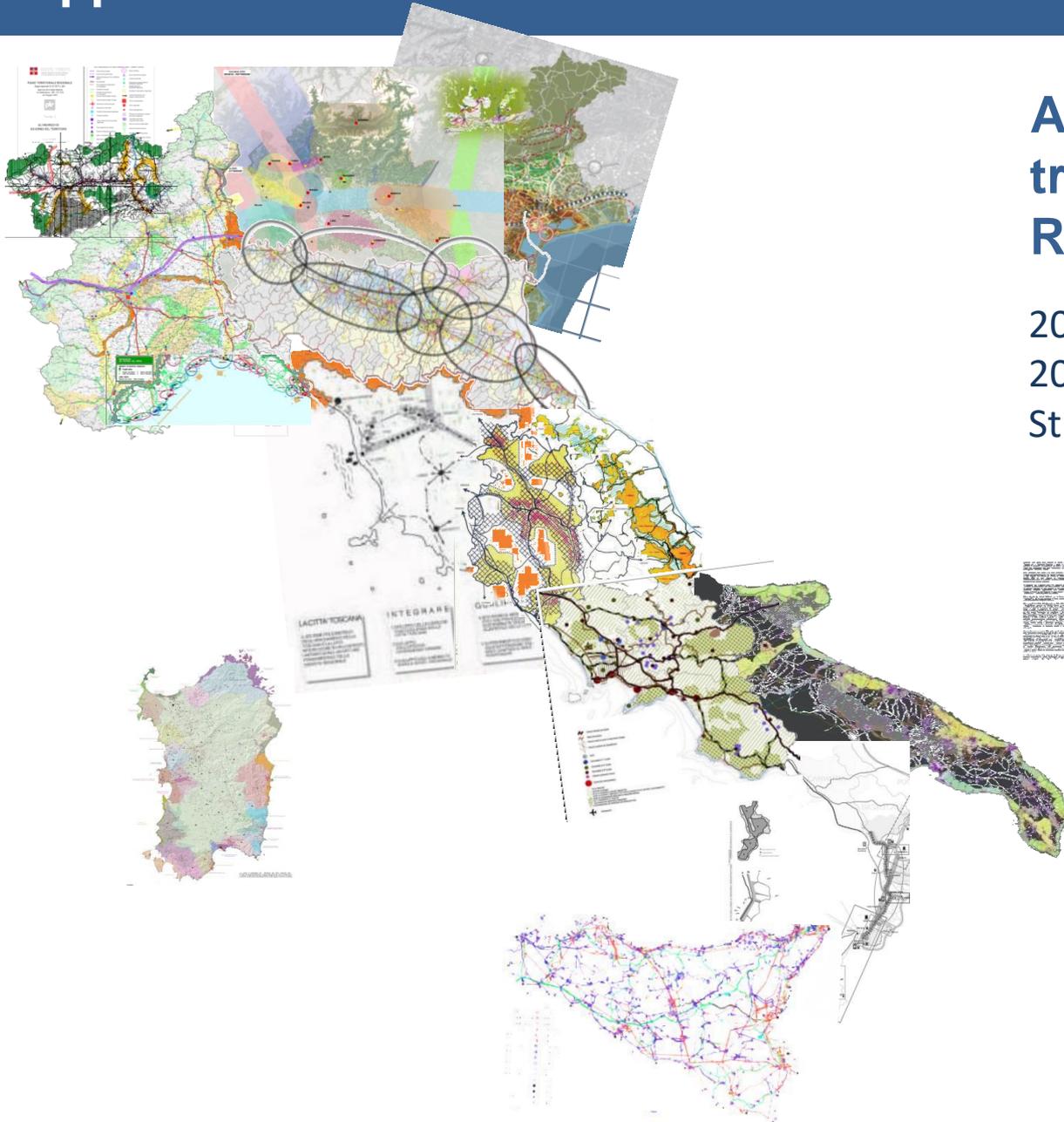
### CO-GOVERNANCE

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 ambientale della Regione. Esso è elaborato dalla Regione e approvato dal Consiglio Regionale. Il Piano Regionale è diviso in quattro parti: 1. Analisi della situazione; 2. Strategie di sviluppo; 3. Programmi di intervento; 4. Indicatori di performance. Il Piano Regionale è uno strumento flessibile e dinamico, che si evolve nel tempo in base alle esigenze della Regione e alle risorse disponibili. Il Piano Regionale è uno strumento di programmazione e di coordinamento delle attività di sviluppo economico, sociale e ambientale della Regione. Esso è elaborato dalla Regione e approvato dal Consiglio Regionale. Il Piano Regionale è diviso in quattro parti: 1. Analisi della situazione; 2. Strategie di sviluppo; 3. Programmi di intervento; 4. Indicatori di performance. Il Piano Regionale è uno strumento flessibile e dinamico, che si evolve nel tempo in base alle esigenze della Regione e alle risorse disponibili.

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

## Objectives

### 1. Cooperative territorial planning

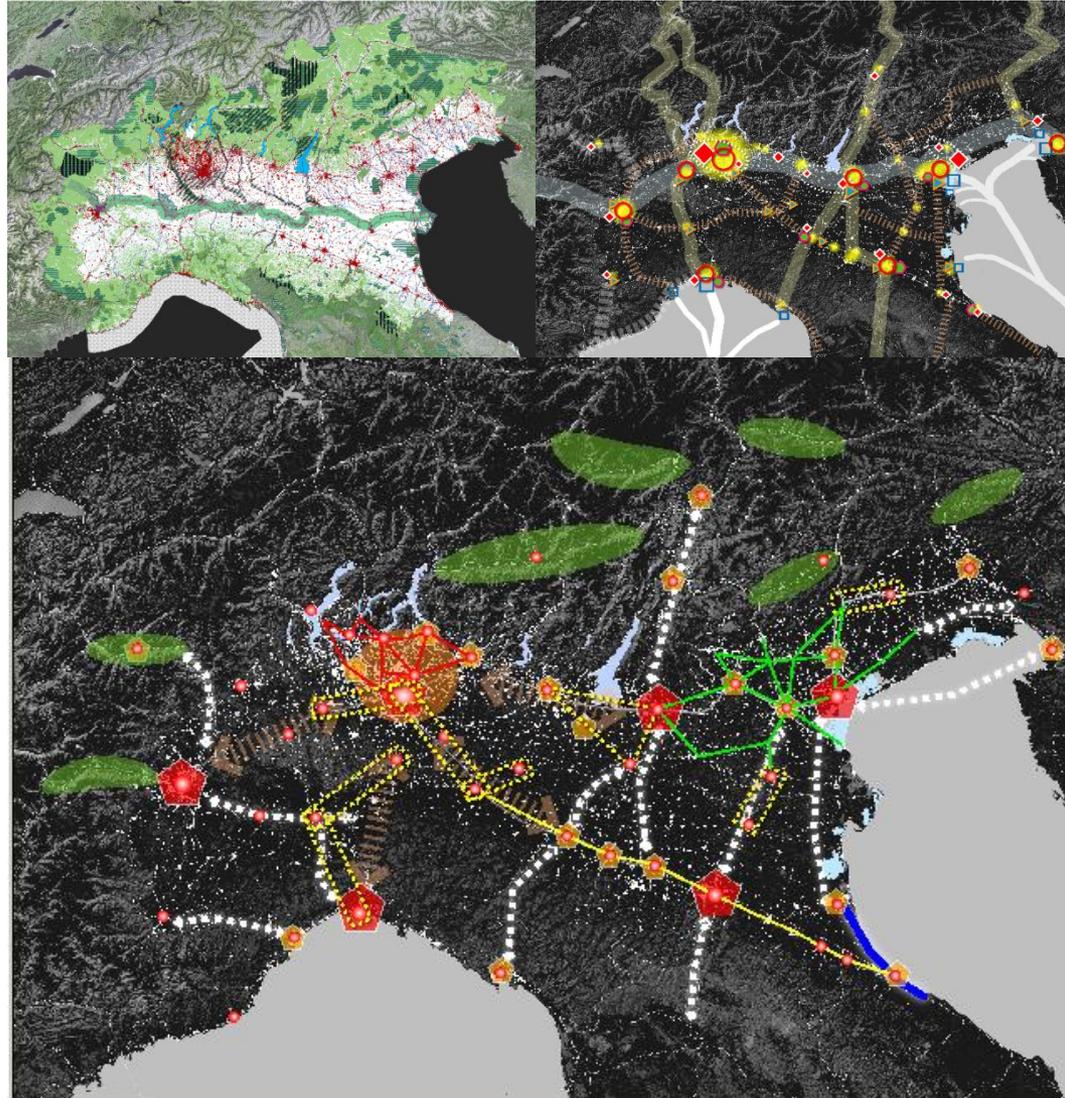
- ✓ Definition of 3 common visions as a reference for regional plans
- ✓ Identification as a unitary system

### 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!

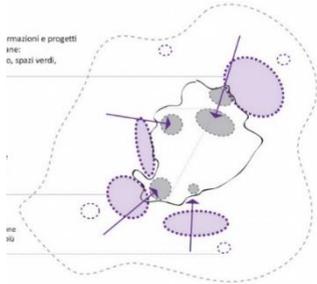
- ✓ No political engagement
- ✓ Difficulties in defining the common identity “From “Adria-Po Valley” to “Padan-Alpin-Adriatic Table”
- ✓ Appropriation of the visions by the Lega (right wing anti-European) party to sponsor a northern identity detached from the rest of Italy!



# Metropolitan Planning in Italy

## Before the reform:

### ✓ Practices of strategic planning

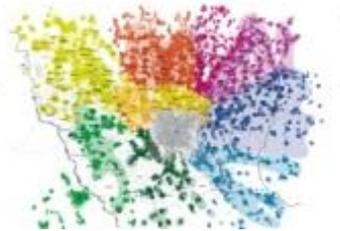


#### Turin strategic plan

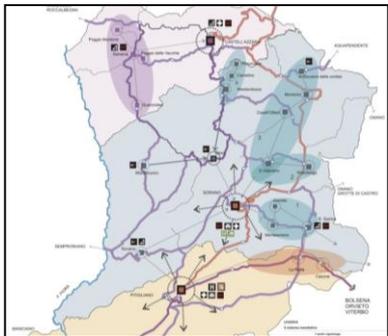
- 1° strategic plan: 2000 (10 munic.)
- 2° strategic plan: 2006 (38 munic.)
- 3° Strategic Metropolitan Plan under law 56/2014 (318 munic.!!)

#### Milan strategic plan “City of cities”

2005-2009



### ✓ Practices of inter-municipal planning



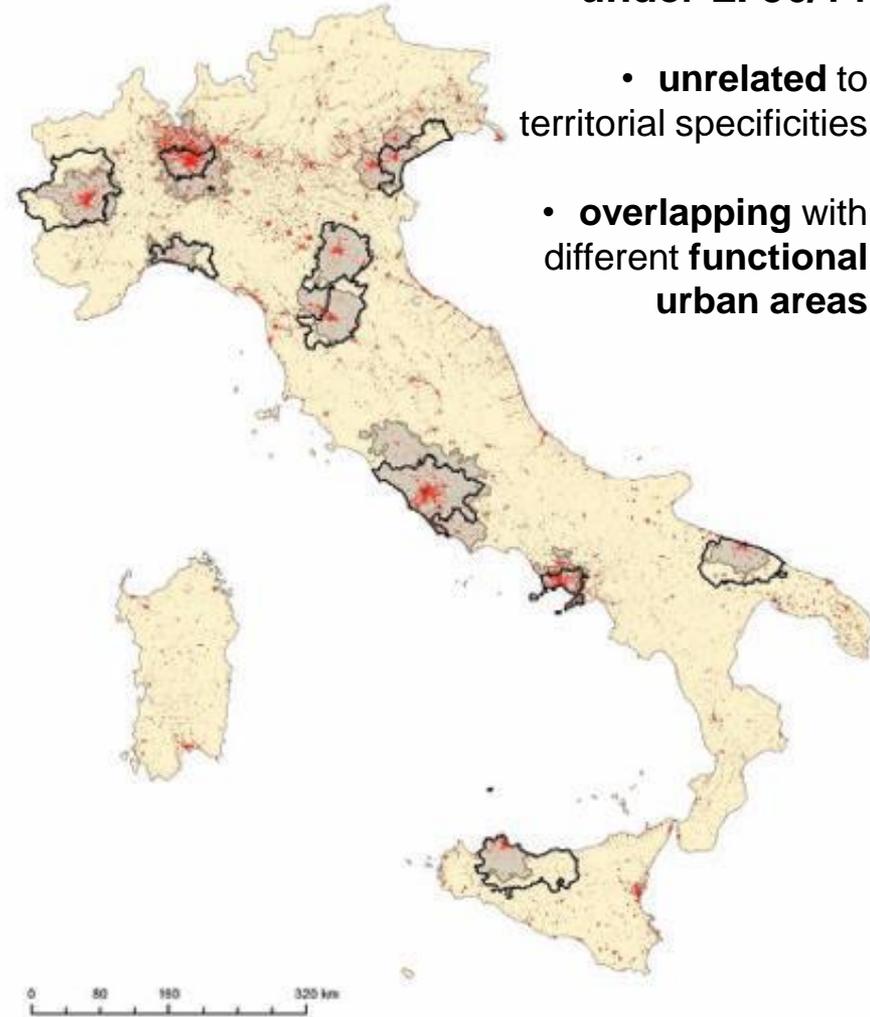
#### Joint planning or Aligned cross- boundary strategies

Aligned Structural Plans  
(Grosseto, Southern Tuscany  
3 municipalities)

## After the reform:

### Metropolitan cities under L. 56/14

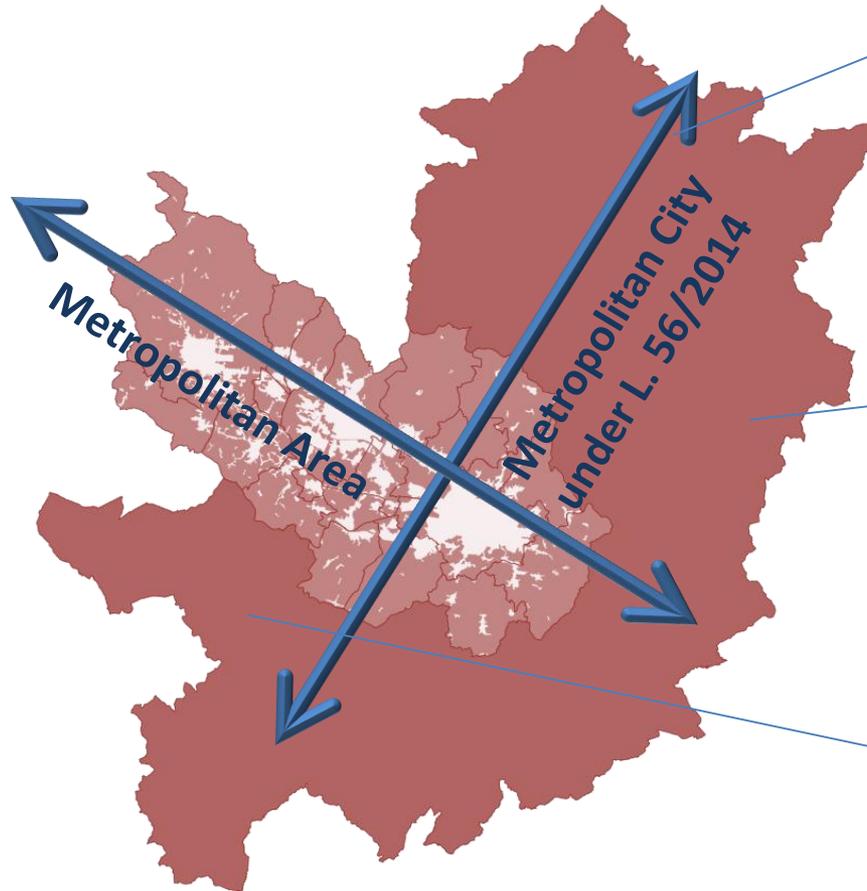
- **unrelated** to territorial specificities
- **overlapping** with different **functional urban areas**



# Metropolitan Planning in Italy

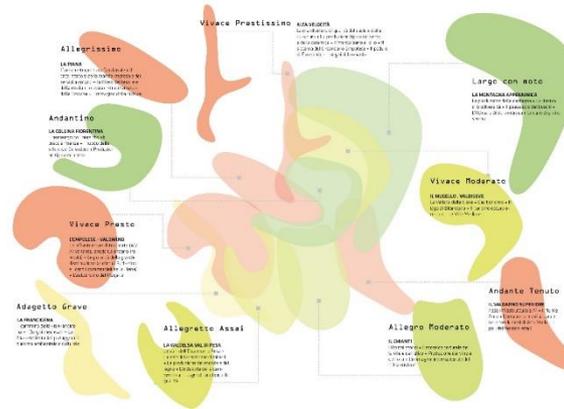
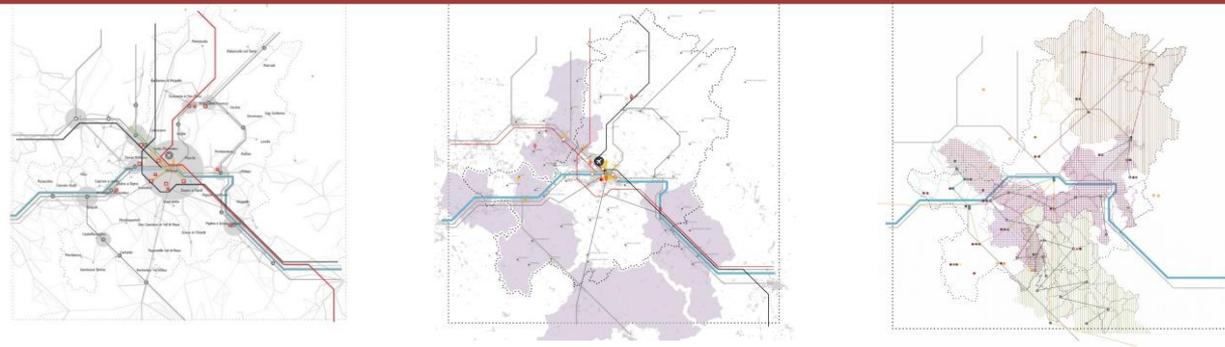
After the (non) reform:

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





Visualisation of micro and macro stories

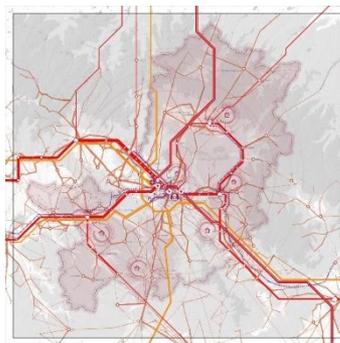


### Allegro

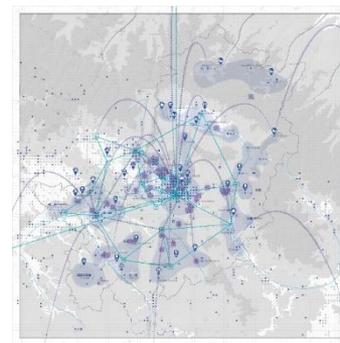
**LA PIANA**  
 L'area metropolitana funzionale + il  
 catalizzatore della grande impresa e dei  
 servizi avanzati + la filiera del tessile e  
 della moda + lo snodo infrastrutturale  
 della Toscana + l'immagine della cultura

Synthesis: metropolitan rhythms

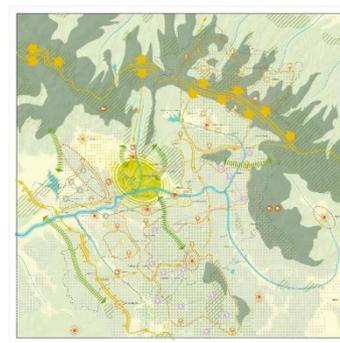
From metropolitan rhythms to  
 the visions of future scenarios



**UNIVERSAL  
 ACCESSIBILITY**



**WIDESPREAD  
 OPPORTUNITIES**

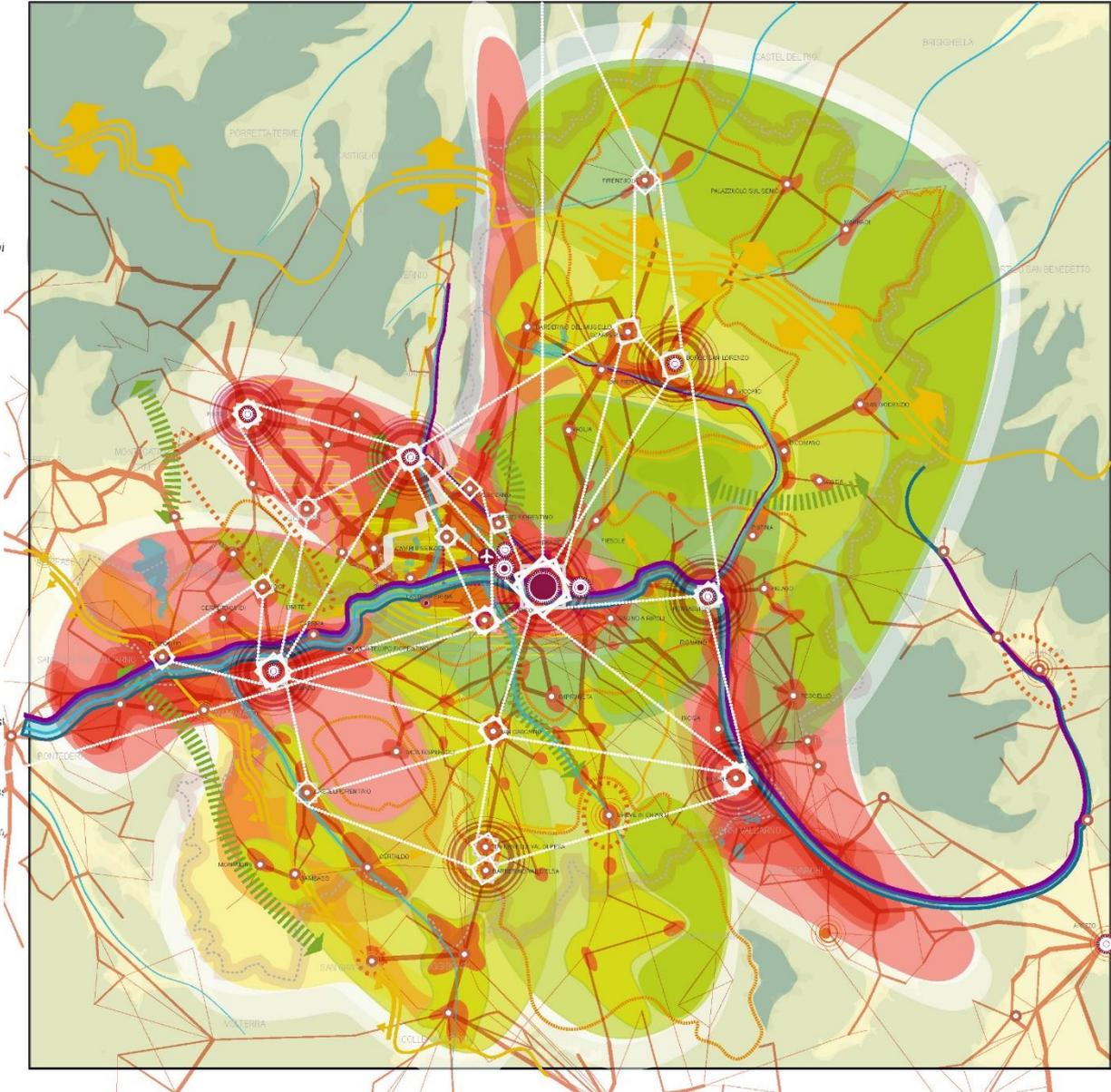


**LANDS OF  
 WELLNESS**

# METROPOLITAN RENAISSANCE

**UNIVERSAL  
ACCESSIBILITY**

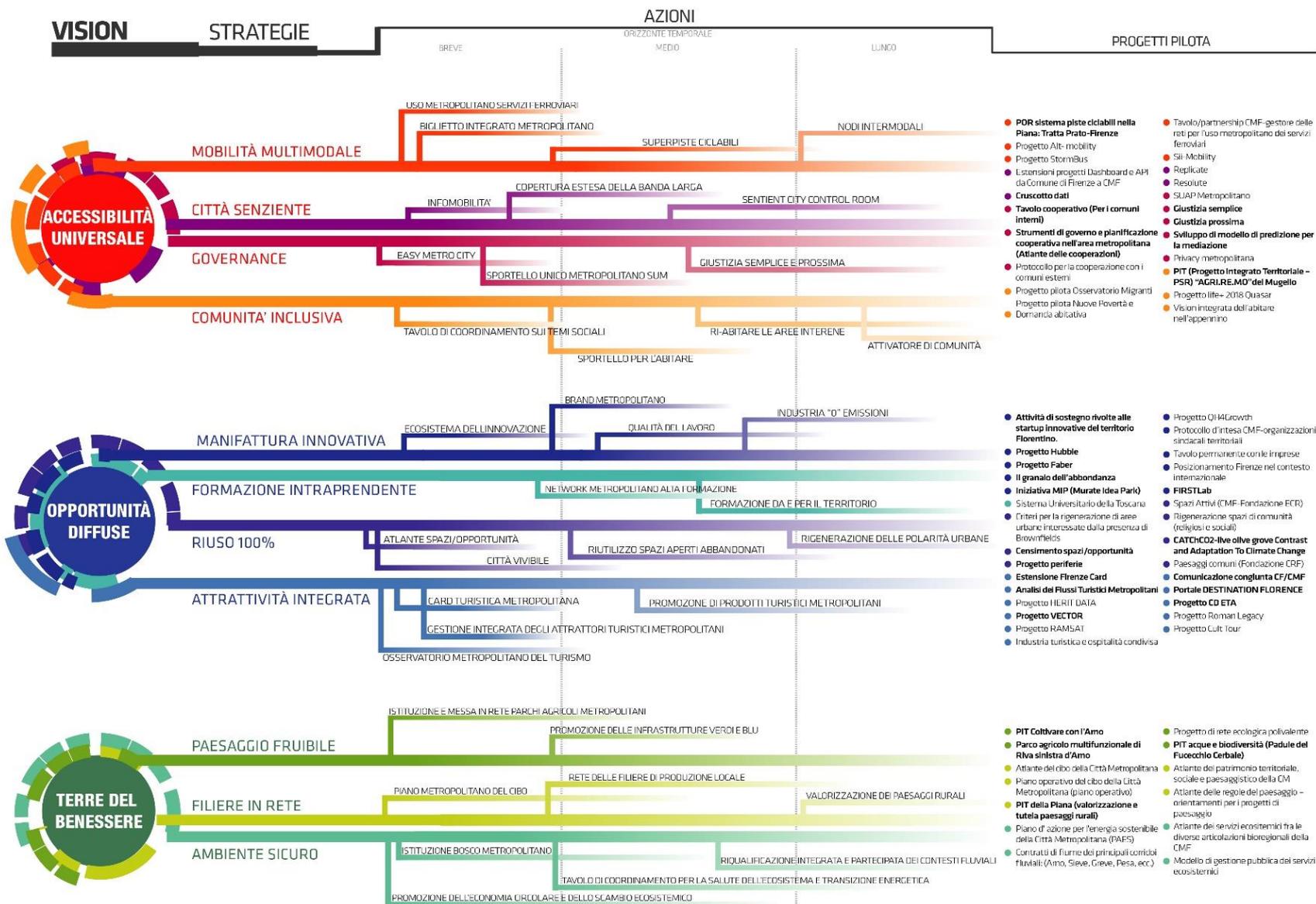
- Governance Cooperativa:**
  - Unioni dei comuni
- Mobilità Multimodale:**
  - Assi ferroviari
  - Stazioni ferrovia
  - Alta Velocità
  - Autostrada
  - Tramvia realizzata
  - Tramvia di progetto
  - Superciclopista
  - TPL su gomma
  - Centri urbani
  - Peretola
  - Parcheggi scambiatori
  - HUB multimodali - 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



**WIDESPREAD  
OPPORTUNITIES**

**LANDS OF  
WELLNESS**

# 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:

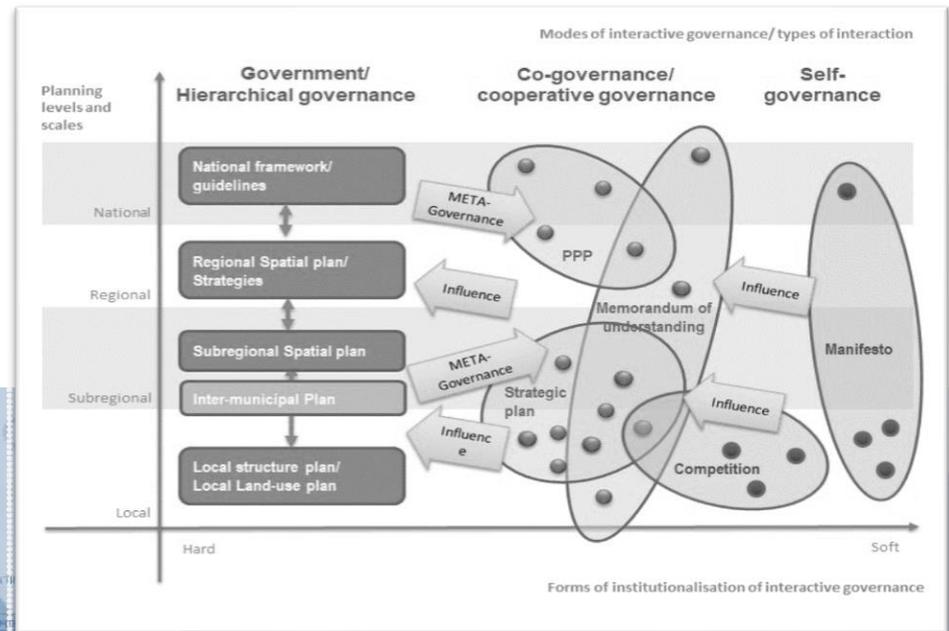
1. What is **regional planning** today?
  - ✓ *Institutional* regions and megaregions  
vs *functional* and *metropolitan* regions
  - ✓ Multilevel articulation of spatial planning instruments  
vs *a-spatial* development strategies
2. How to deal with **regional futures**?
  - ✓ *shaping the boundaries* 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 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**?



# 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?

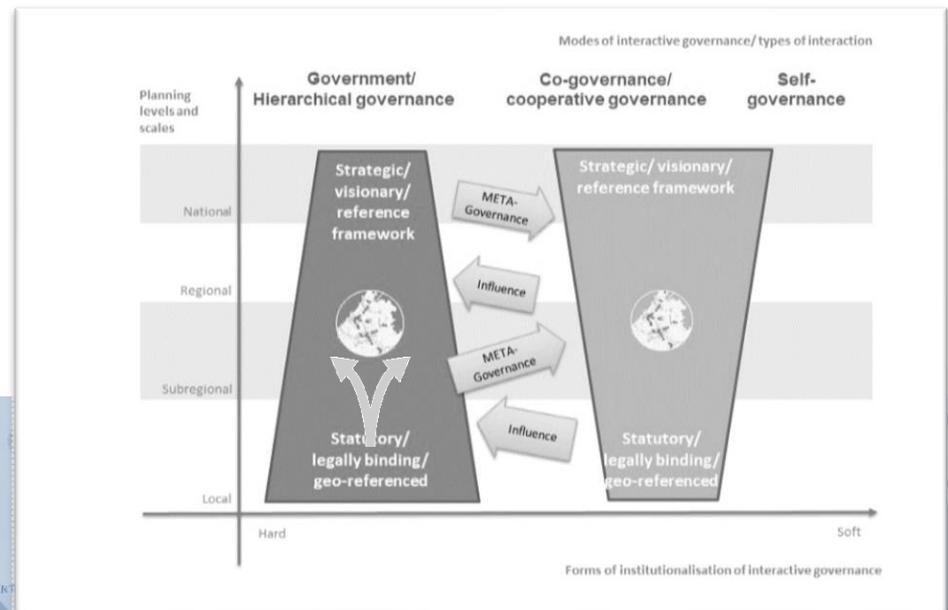
### Regional design

- ✓ 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

14<sup>th</sup>-15<sup>th</sup> October 2015

OSKAR VON MILLER FORUM

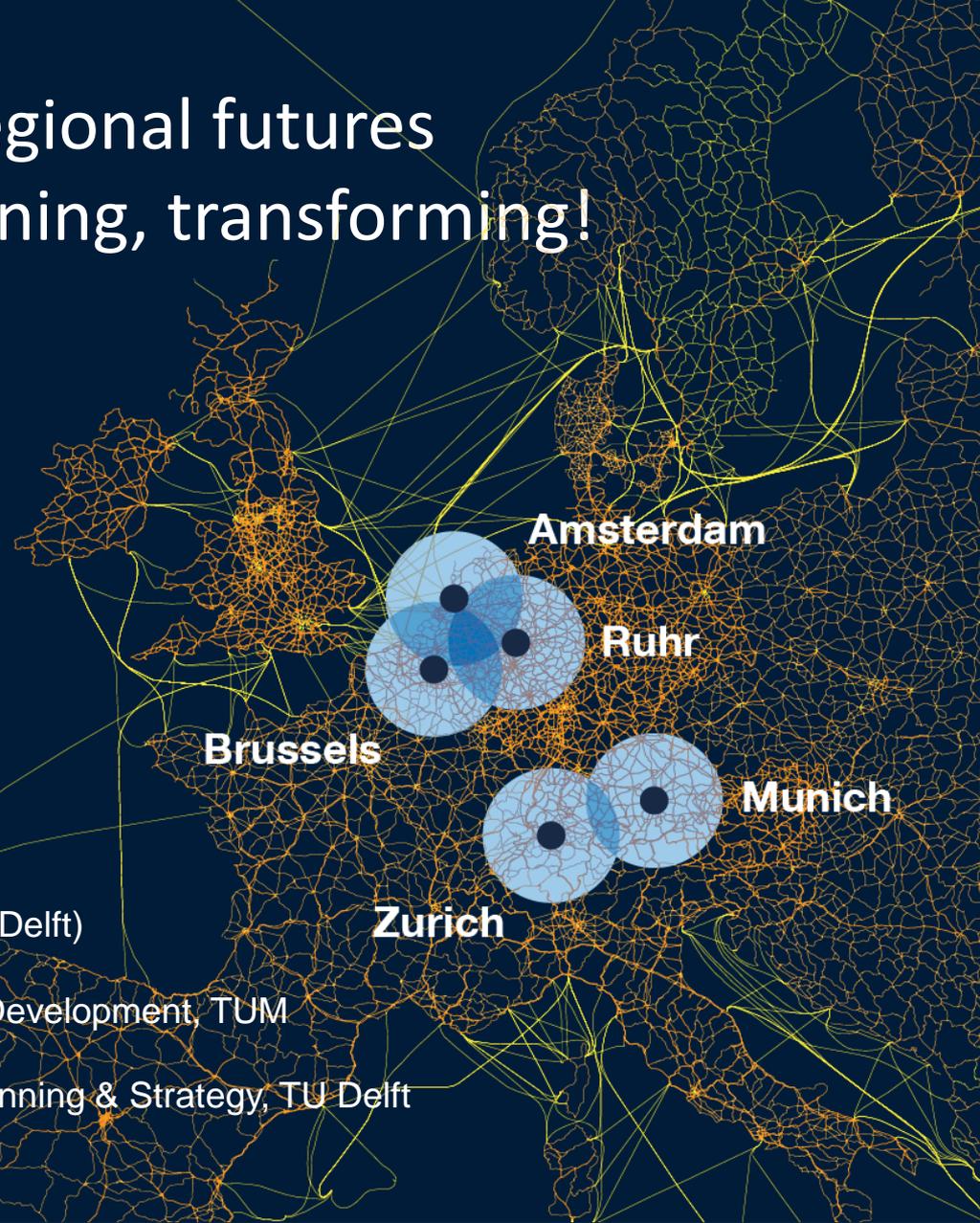
Munich

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](http://www.re.ar.tum.de)

Verena Balz, Wil Zonneveld, Chair of Spatial Planning & Strategy, TU Delft  
<http://www.spatialplanning.bk.tudelft.nl>





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# SHAPING REGIONAL FUTURES

Designing and visioning  
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Lingua V., Balz V., eds  
Forthcoming

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# Shaping regional futures

3 rd edition!

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# A promising research network...

## RSA Research Network on REGIONAL PLANNING

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### 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!

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



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