

Creative Governance in City Regions

A German Perspective

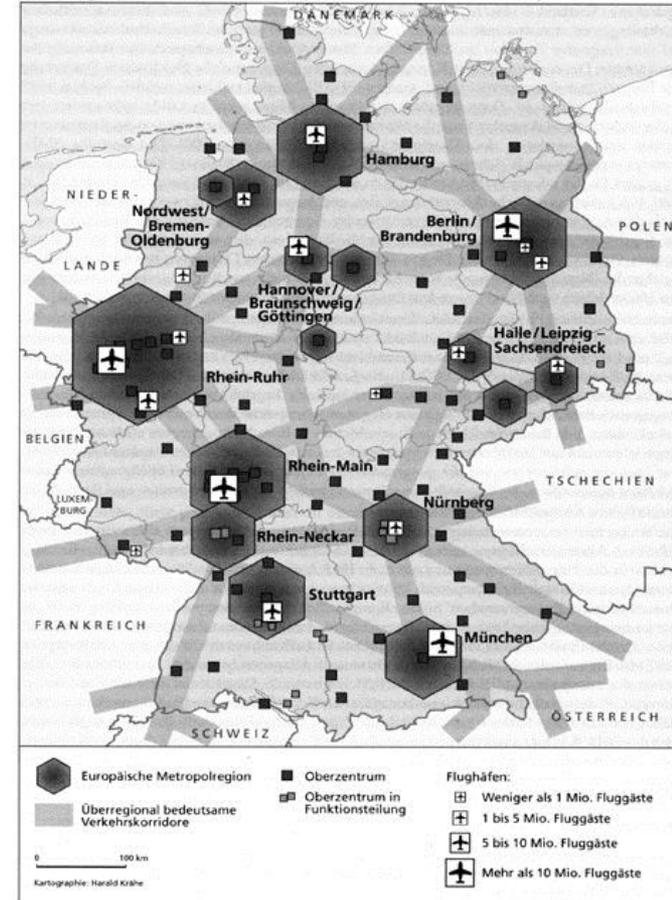
Planning Nordic city regions:
experiences and agendas
Oslo, 11 May 2015



Outline

1. Germany 2015
2. Metropolisation
3. The future of the city is the city region
4. Governance in city regions
5. Successes and failures of city region development
6. Trans-border city regions
7. Assessment
8. Conclusion

Abbildung 1: EMR in Deutschland nach MKRO-Beschlüssen in 1995, 1997 und 2005



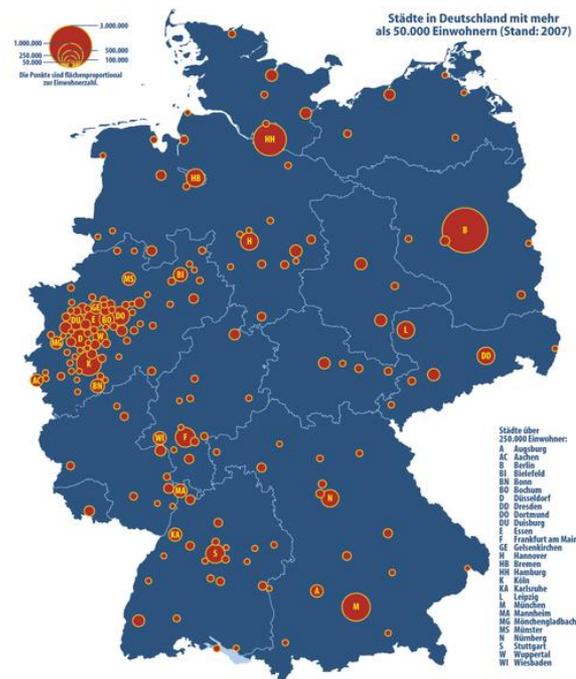
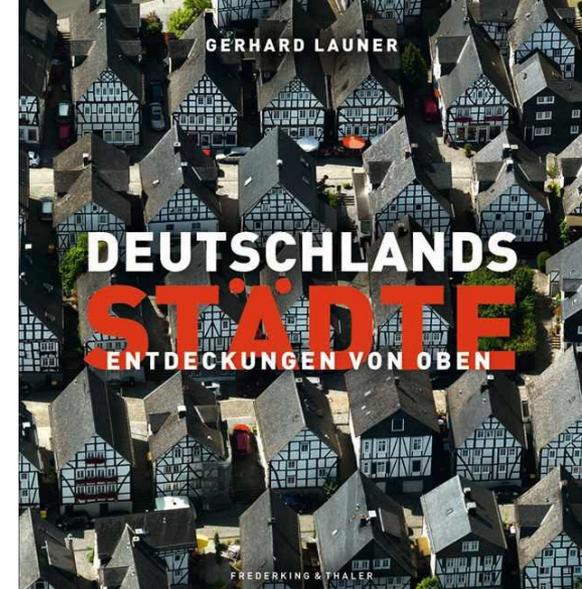
Germany 2015-1

- **Population: 80 million, stagnating in some regions in East Germany declining and aging: low fertility rate, 50% single person households;**
- **A Federal state with 16 comparatively independent states, governments and capital cities;**
- **A balanced polycentric urban system with many small and medium-sized cities > central places and (more or less) equal living conditions;**
- **Growing share of ethnic minorities from Turkey, Southeast and Eastern Europe, the Middle East and Africa; > More refugees to come, welcomed by the desperately labor seeking industry!**
- **An affluent welfare state, though growing social and economic polarisation;**



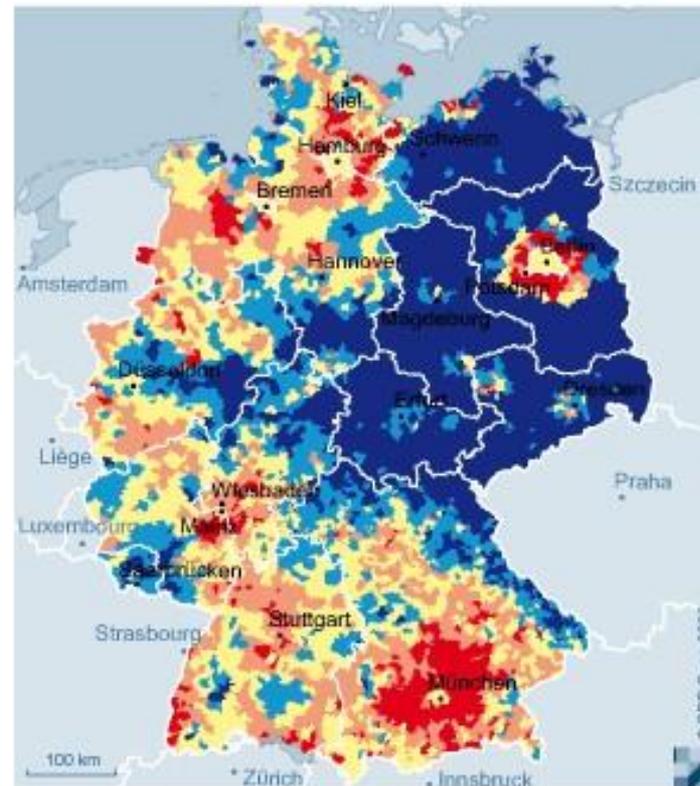
Germany 2015-2

- A thriving economy with low unemployment
 - > **due to high consumption and cheap production in China?**
 - > **Strength of Mittelstand small and medium sized enterprises and vocational training tradition;**
- Considerable share of industrial production
 - >**30% of labour force;**
- Weak central, but strong local and state governments
 - >**top-down and bottom-up planning and decision-making processes in a consensus searching environment;**
- A fair distribution of taxes between local, state and the federal government;
- Civil society and media control planning and and political decision-making in city regions
- As elsewhere in Europe, caused by market-led economic policies and better education of citizens, government is replaced **by governance;**



Germany 2015-3

- A balanced polycentric urban system with many economically thriving small and medium-sized cities > **central places**;
- Even 25 years after reunification a divided country, socially, economically and politically!



Künftige Bevölkerungsdynamik

Veränderung der Bevölkerungszahl
2005 bis 2025 in %



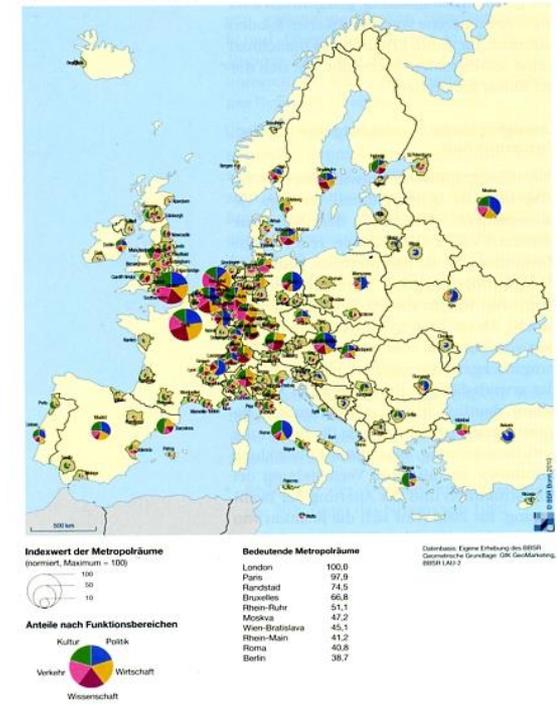
Quelle: BBR-Bevölkerungsprognose
2005-2025/bbw

Metropolisation

- 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 and media coverage:
> **sports events, cultural festivals, international meeting**
- The Lisbon Agenda, the document of the European Commission to achieve competitiveness in Europe is explicitly promoting economic development in metropolitan regions;



Abbildung 2
Metropolräume in Europa



Metropolisation



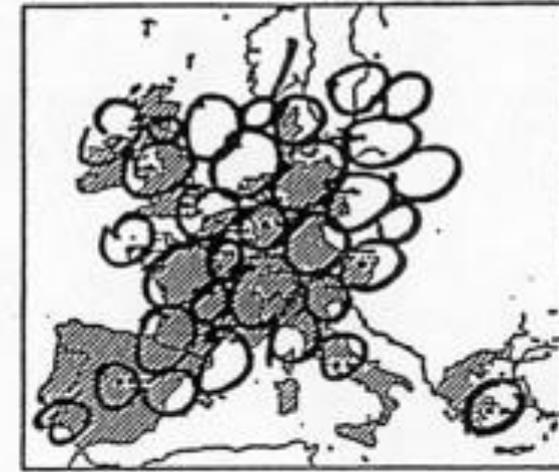
L'ALLIANCE CINÉMATOGRAPHIQUE EUROPÉENNE
PRÉSENTE UNE PRODUCTION UFA
RÉALISÉ PAR
FRITZ LANG
D'APRÈS LE SCÉNARIO DE
THEA VON HARBOU:
UFA
ACE

Fritz Lang

Metropolisation

- **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 processes happen in increasingly complex public-sector led systems at five or more tiers of government and governance.**

The European grape



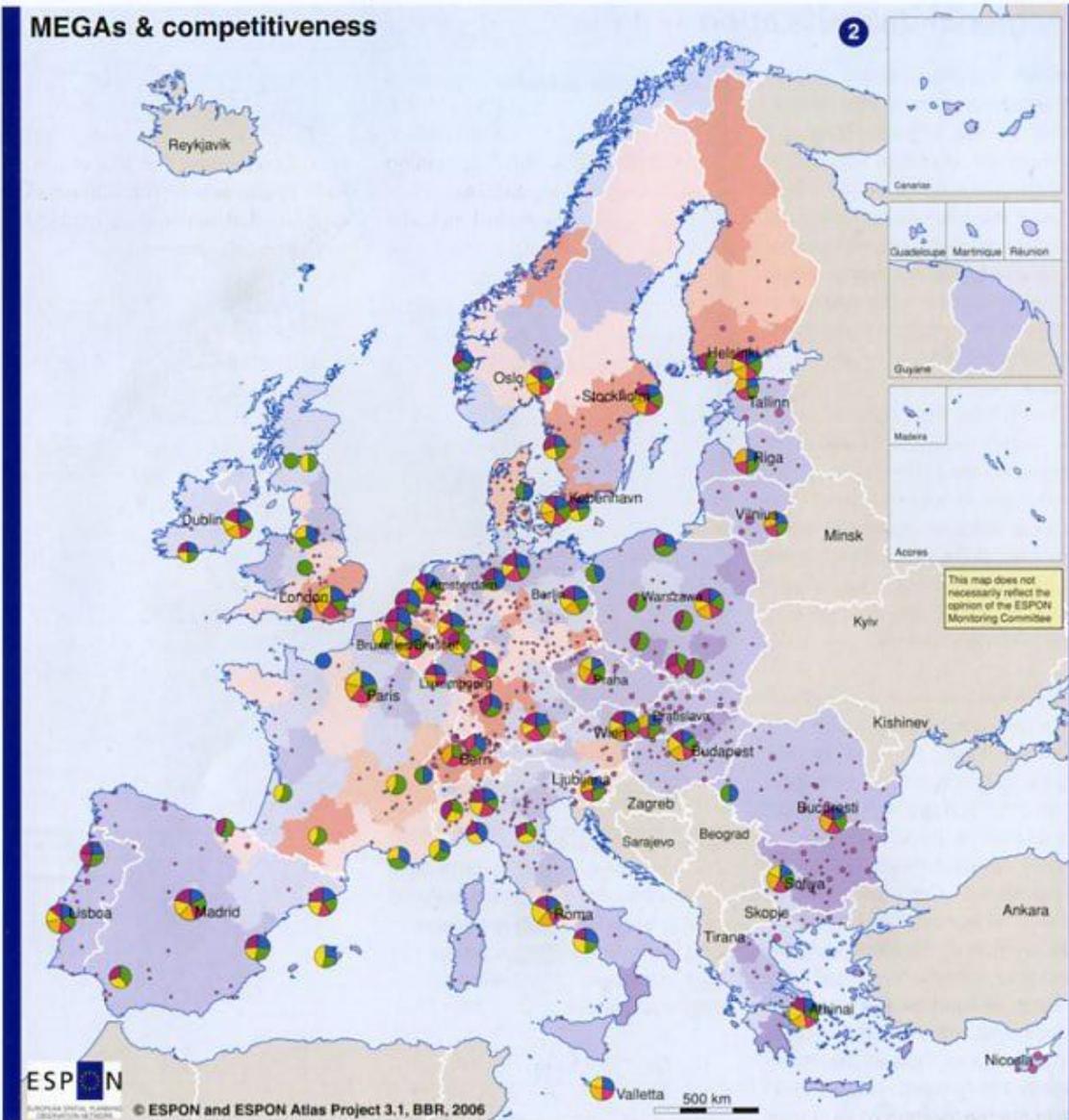
is
the appropriate
fruity image
of
the European Urban System



not
the (blue)
banana

Competitive Metropolitan Regions

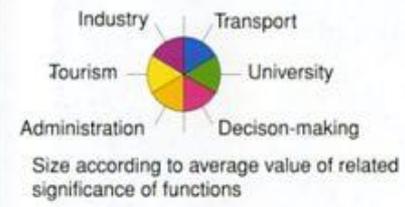
Competitiveness



Additive combination of standardised R&D-indicators: personnel total, personnel in BES, expenditure on R&D (regional average of ESPON countries = 0)

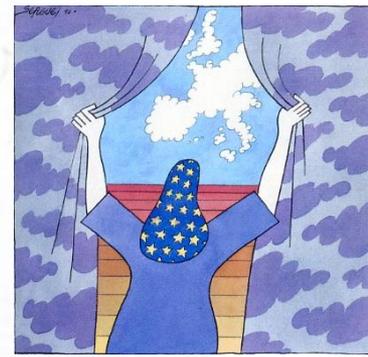


Metropolitan European Growth Areas (MEGA) by functional importance of global, European, national and transnational significance



Decision-making functions outside MEGAs by significance

- National/transnational significance
- Regional significance
- Local significance
- no data



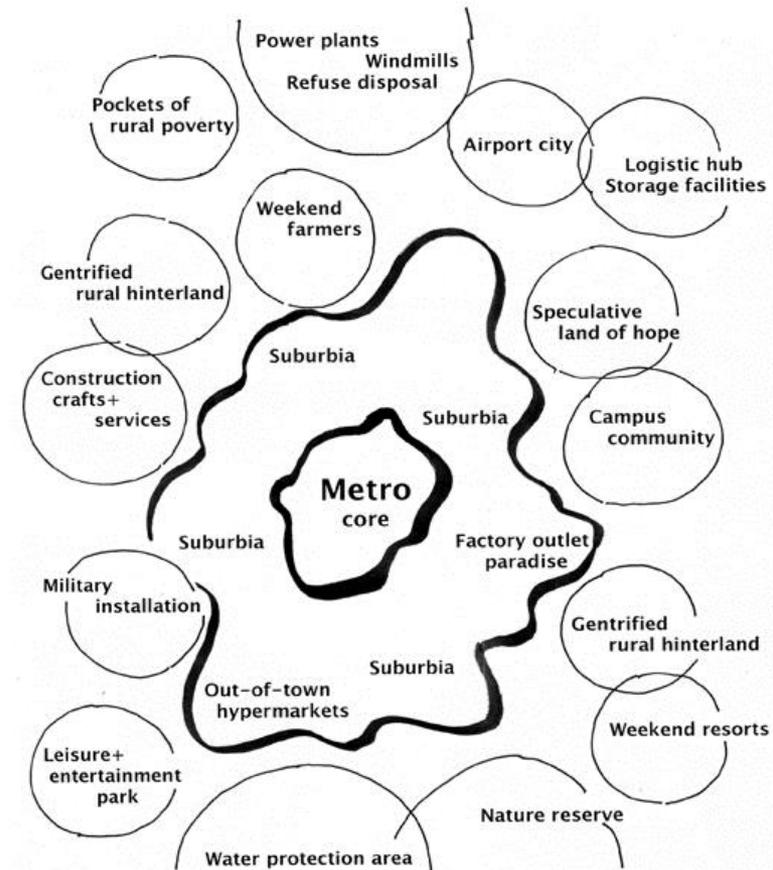
© EuroGeographics Association for administrative boundaries
Regional level: NUTS 2
Origin of data: R&D: ESPON Project 3.1, BBR & ECOTEC;
functional importance of MEGAs: ESPON Project 2.4.2, BBR;
function outside MEGAs: ESPON Project 2.4.2, BBR;
MEGA definition: ESPON Project 1.1.1, Nordregio
Source: ESPON database

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

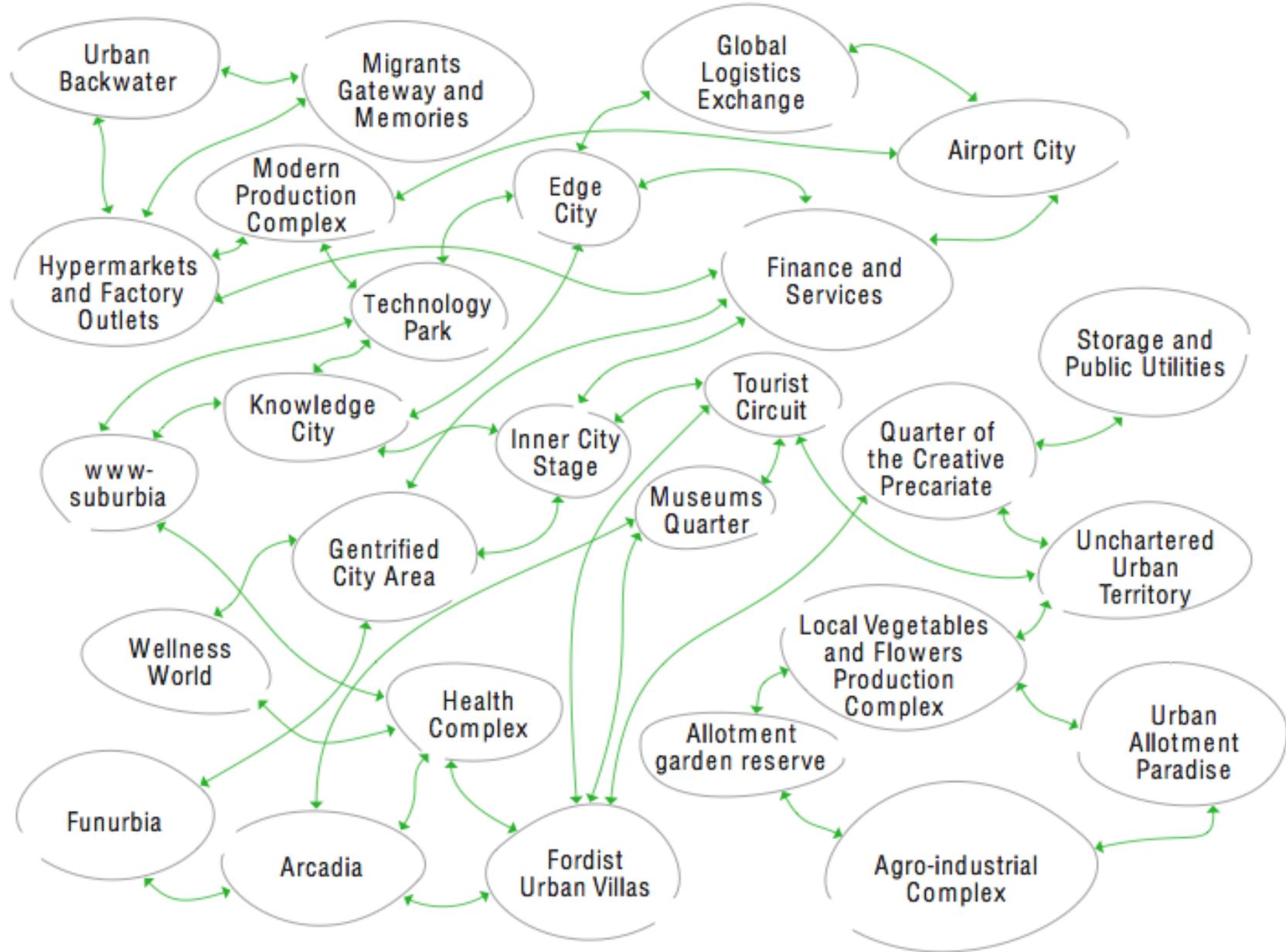


The future city is the city region



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

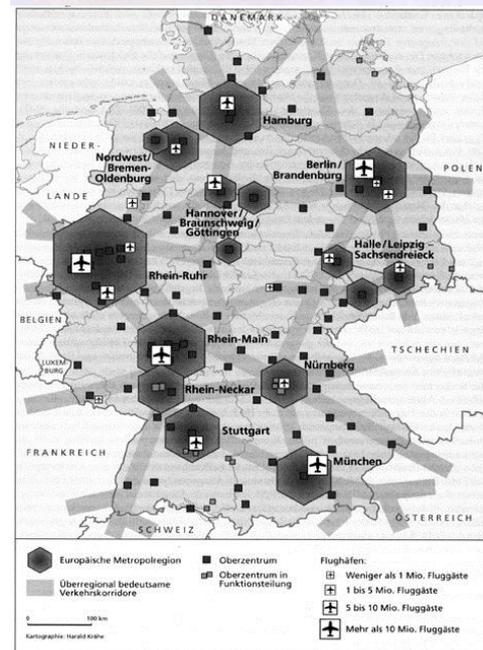
The future city is the city region



Why Metropolitan Regions?

Germany 1995 > *Europäische Metropolregionen*

- **Activities of the European Commission to strengthen Europe against other regional economies**
> Asia, US
- **Neo-liberal market oriented agenda of the EU > Lisbon Agenda, Europe2020, competition policy**
- **Competition among European city regions**
> for image, investment, qualified, creative labour. tourists and media coverage:
- **Clustering of economic activities**
> globalization, metropolization and deindustrialization, renaissance of agglomeration economies
- **Conflicts over large infrastructure projects in the city region** >airport extension, new railway station;

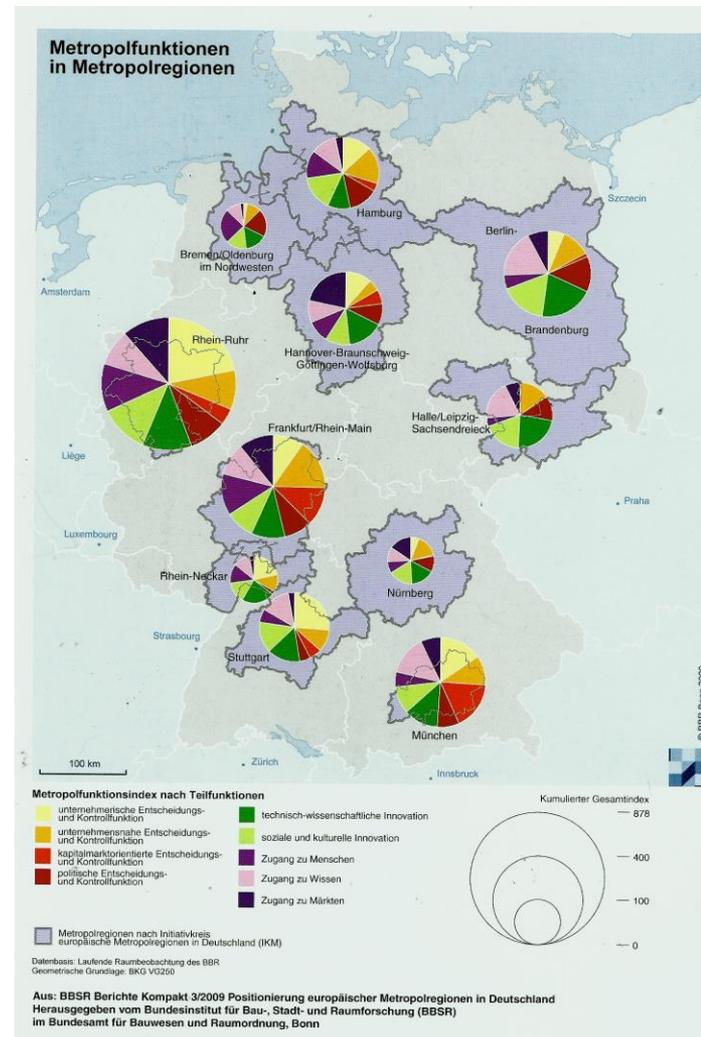


Quelle: Eigene Darstellung in Anlehnung an BMBAU (1997)

Why Metropolitan Regions?

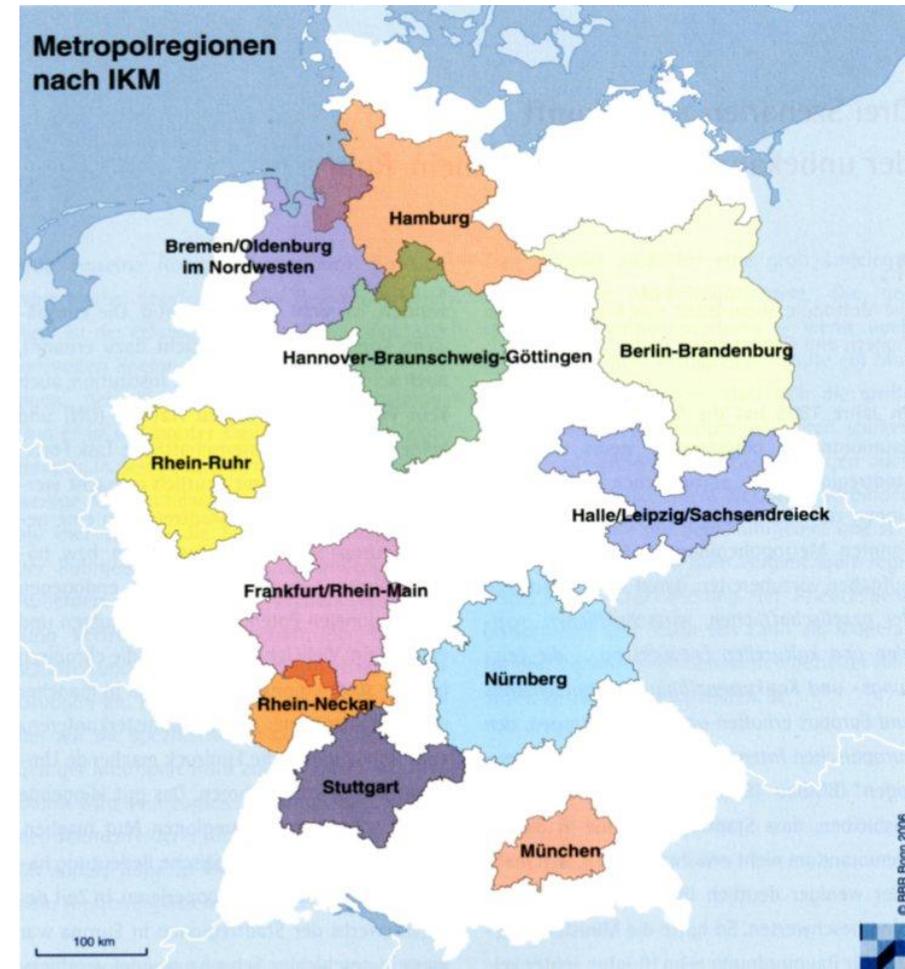
Germany 2015

- Higher liveability standards for better educated and cosmopolitan citizens
> Accessibility to public & 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 city regions
> Conflicts over tax, and flagship projects and out-of-town supermarkets, often driven by local election rationales



What are the Challenges?

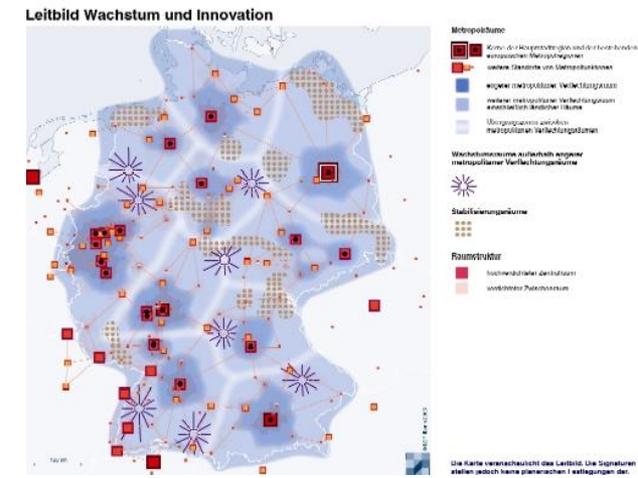
- States vs. metro region
- Inter-communal cooperation >soft boundaries?
- Involvement of regional stakeholders
- Strategic regional development policies
- Who dominates? Market vs public sector
- Speed of decision-making processes
- Large infrastructure projects



Spatial Planning in Germany

Declining importance

- Demographic decline
- No expansion of transport infrastructure
- Market-led ideology
- Low political appeal
- Lack of communication **(and courage)** of the planning community
- Strong local governments



1 Federal Tier: Raumordnung > Leitbild

Wachstumsbündnisse und Verantwortungsgemeinschaften
Alliances for Growth and Joint Responsibility

2 State (Länder) tier > State development plans and programmes
Losing former importance > **Central places**

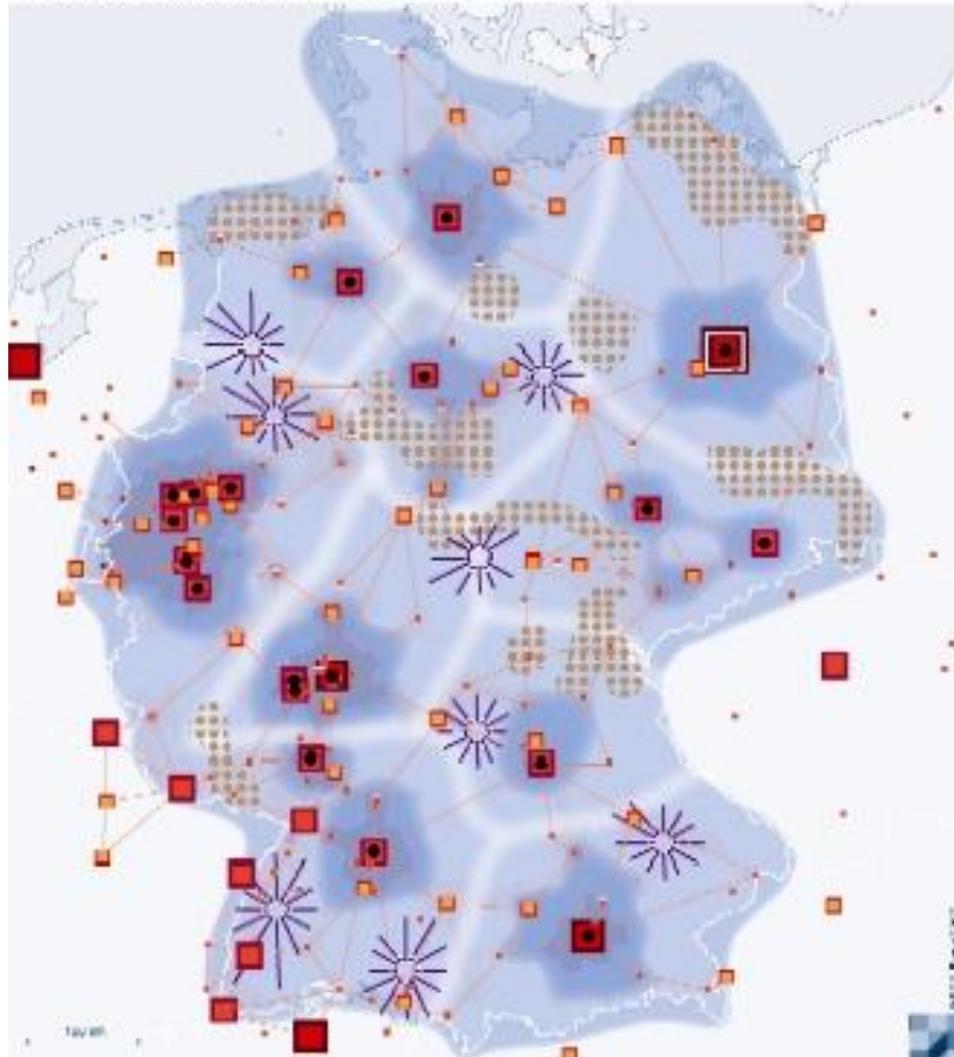
3 Regional tier: Regional (physical planning)
Not more than intercommunal land-use-planning
> **Urban containment**

Spatial Planning in Germany

Wachstumsbündnisse und Verantwortungsgemeinschaften

Alliances for Growth and Joint Responsibility

Leitbild Wachstum und Innovation



Metropolkerne

- Kern der Konzentration und die hochkonzentrierten wesentlichen Metropolregionen
- weitere Standorte von Metropolregionen
- engere metropolitane Verflechtungsräume
- weitere metropolitane Verflechtungsräume einschließlich ländlicher Räume
- Übergangsbereich zwischen metropolitane Verflechtungsräumen

Wachstumskerne außerhalb enger metropolitane Verflechtungsräume



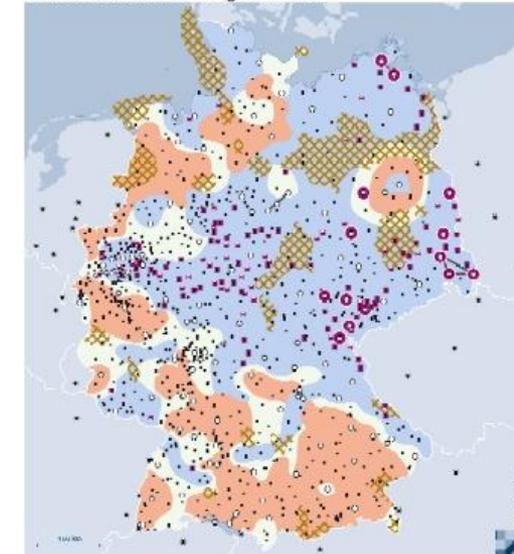
Stabilisierungskerne



Raumstruktur

- hochverdichteter Zentralort
- wichtiger Zentralort

Leitbild Daseinsvorsorge sichern



Die Karte veranschaulicht das Leitbild. Die Signaturen stellen jedoch keine planerischen Festlegungen dar.

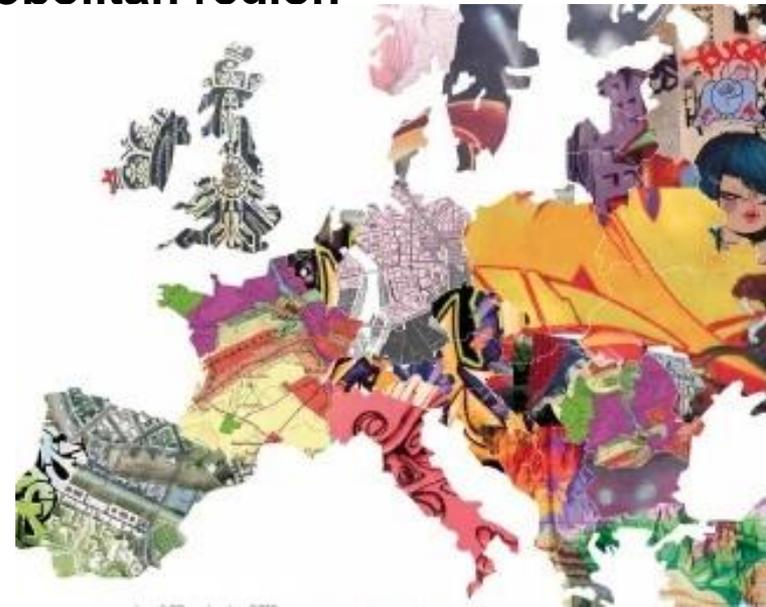
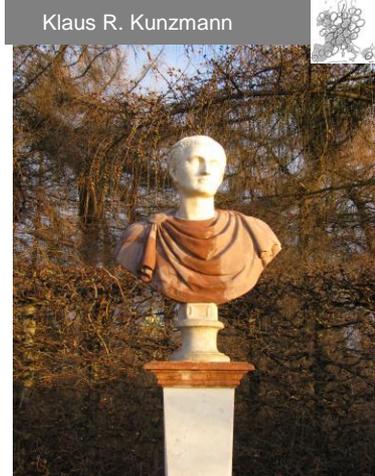


Governance

Process of collective learning on the basis

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
- Networking among local governments in a metropolitan region
- Strategic regional cooperation
- Self-defined rules of interaction
- of mutual information exchange, arguing and bargaining



Strategic Planning

Replacing traditional urban and regional and land use 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
- 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
- It is an open and flexible, a **plug-in-concept**

Strategic Planning **an ambitious, fuzzy concept**

John Friedmann 1987

... to come from knowledge to action!

Mintzberg 1994

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

Patsy Healey 1997

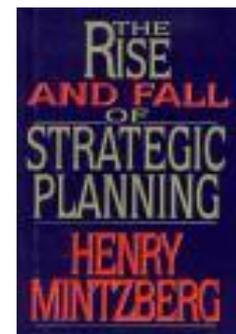
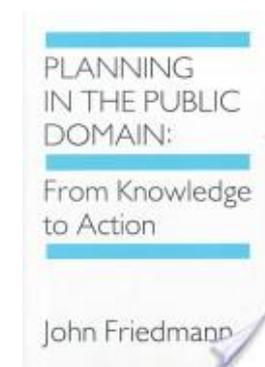
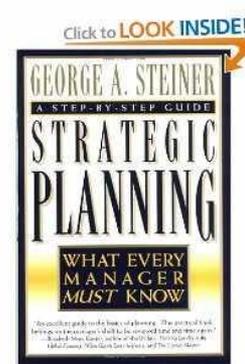
... a social process through which a range of people in diverse institutional relations and positions come together to design plan-making processes and develop contents and strategies for the management of spatial change.

Louis Albrechts, Patsy Healey and Klaus R.Kunzmann 2003

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

Louis Albrechts and Alessandro Balducci 2012

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



Metropolitan Governance

In Germany

A very heterogeneous pattern, no central 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 only recently a regional parliament



Regional Planning in City Regions



- Rhein Main > **Established regional planning authority (partly)**
- RheinNeckar > **Established regional planning authority > successful**
- Hanover Braunschweig Göttingen Wolfsburg
> **Established regional planning authority (partly)**
- RheinRuhr > **Established regional planning authority (Ruhr only)**
> **Much participation no vision**
- BerlinBrandenburg > **Gemeinsame Landesplanung**
- Stuttgart, Munich, Hamburg, Bremen, Nuremberg
> **Traditional regional (spatial) planning by central cities and state governments**
> **Semi-Formalized cooperation**
- Leipzig Halle Dresden > **No joint regional planning**

Metropolitan Governance

Challenges



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



Metropolitan Governance

Functional or territorial cooperation?



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



RheinMain

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

Territorial capital

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

Rheingau, Taunus

Institutional Setting

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

Weaknesses

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





RheinMain

Many regional stakeholders

. . . . though no real coordination... **Too many cooks!**

Regionale Gesellschaften – und keiner koordiniert





RheinMain

Legally binding contract (Staatsvertrag) between three federal States (Bavaria, Hesse, Rheno-Palatine) in preparation!

Challenges

- **Political rivalry and ideological differences**
- **Two capital cities Wiesbaden and Mainz**
- **Dominance of Frankfurt**
- **Traffic congestion**

Abb. 3: Lage des Ballungsraums Frankfurt/Rhein-Main in der Planungsregion Südhesse/Regierungsbezirk Darmstadt und die Metropolregion Frankfurt/Rhein-Main



Quelle: Planungsverband Ballungsraum Frankfurt/Rhein-Main

RheinNeckar

- Born out of the concern to be forgotten between the Metropolitan regions RheinMain and Stuttgart
- Building upon successful regional spatial planning
- Driven by strong economic drivers, such as BASF or SAP
- 2005 Staatsvertrag > Hesse, Baden-Wurtemberg and Rheno-Palatine (Deepening in 2015)



Regional action areas

- Regional planning and development
- Regional marketing
- Coordination of infrastructure development
- Film festival
- Garden festival
- Promotion of regional food
- Tourism
- Verbund für territoriale Zusammenarbeit (EU) CODE 24

RheinNeckar

Mannheim/Ludwigshafen/Heidelberg

Territorial Capital

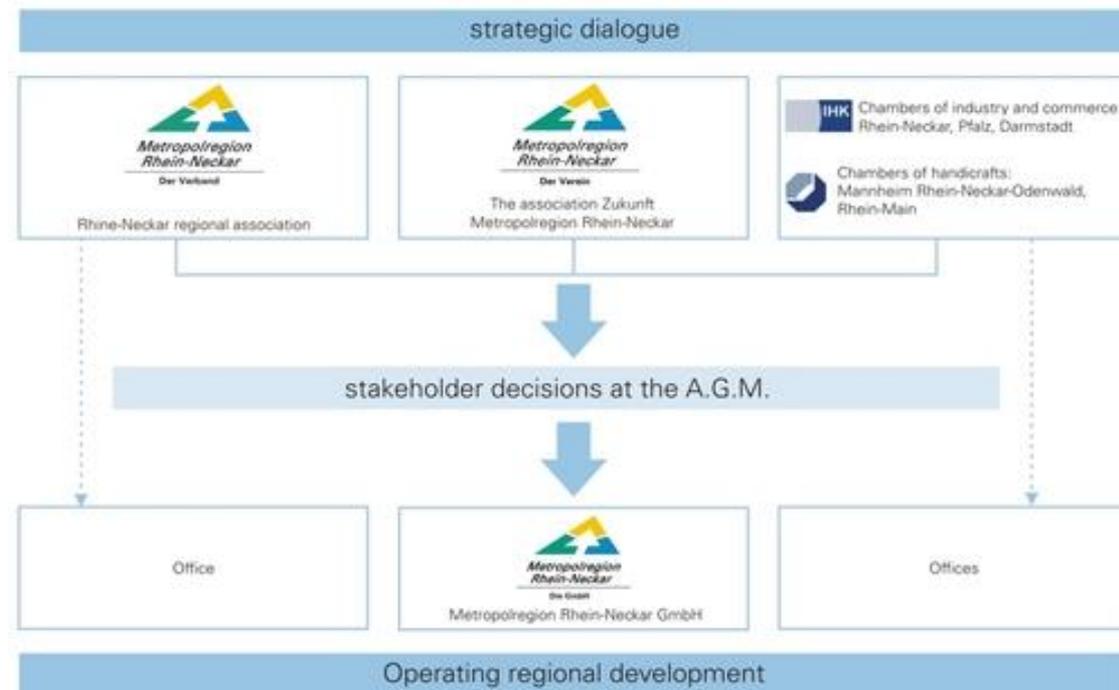
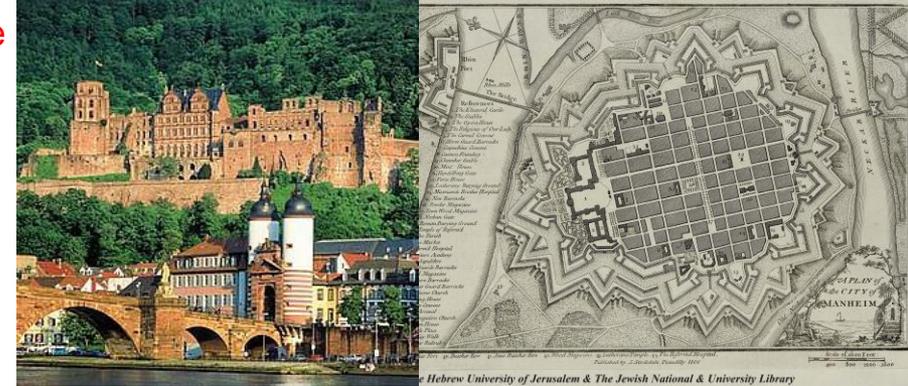
- > BASF, ABB, SAP, Hornbach, Merck,
- > Universities
 - Heidelberg/Mannheim
- > High degree of liveability
- > Excellent European Accessibility

Institutional setting

- > Four metropolitan agencies

Weaknesses

- > Still tensions and individual actions of the between the agencies and the three main cities



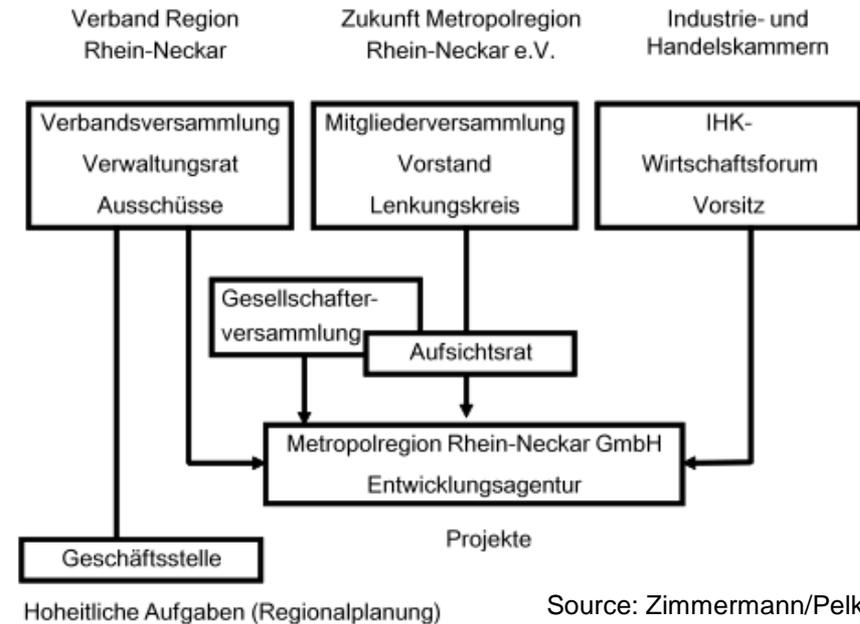
RheinNeckar

Board members of the Metropolregion RheinNeckar e.V. 2011

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



RheinNeckar Staatsvertrag



Successes

- Clear separation of political, administrative and economic activities!
- Definition of joint action areas guide local government activities
- Considerable image achievements
- Longer term vision 2025
- Contract between Federal States will be renewed
- Urban rural linkages strengthened
- Considerable city region image improvement



Hanover Braunschweig Göttingen Wolfsburg

Territorial Capital

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

Institutional setting

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

Weaknesses

- > Low Image
- > Continuous intraregional tensions
- > Lack of metropolitan spirit
- > EXPO 2000 not successful and not sustainable





Nuremberg

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



Territorial Capital

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

Institutional setting

- > Very active metropolitan agency

Weaknesses

- > State government in Munich

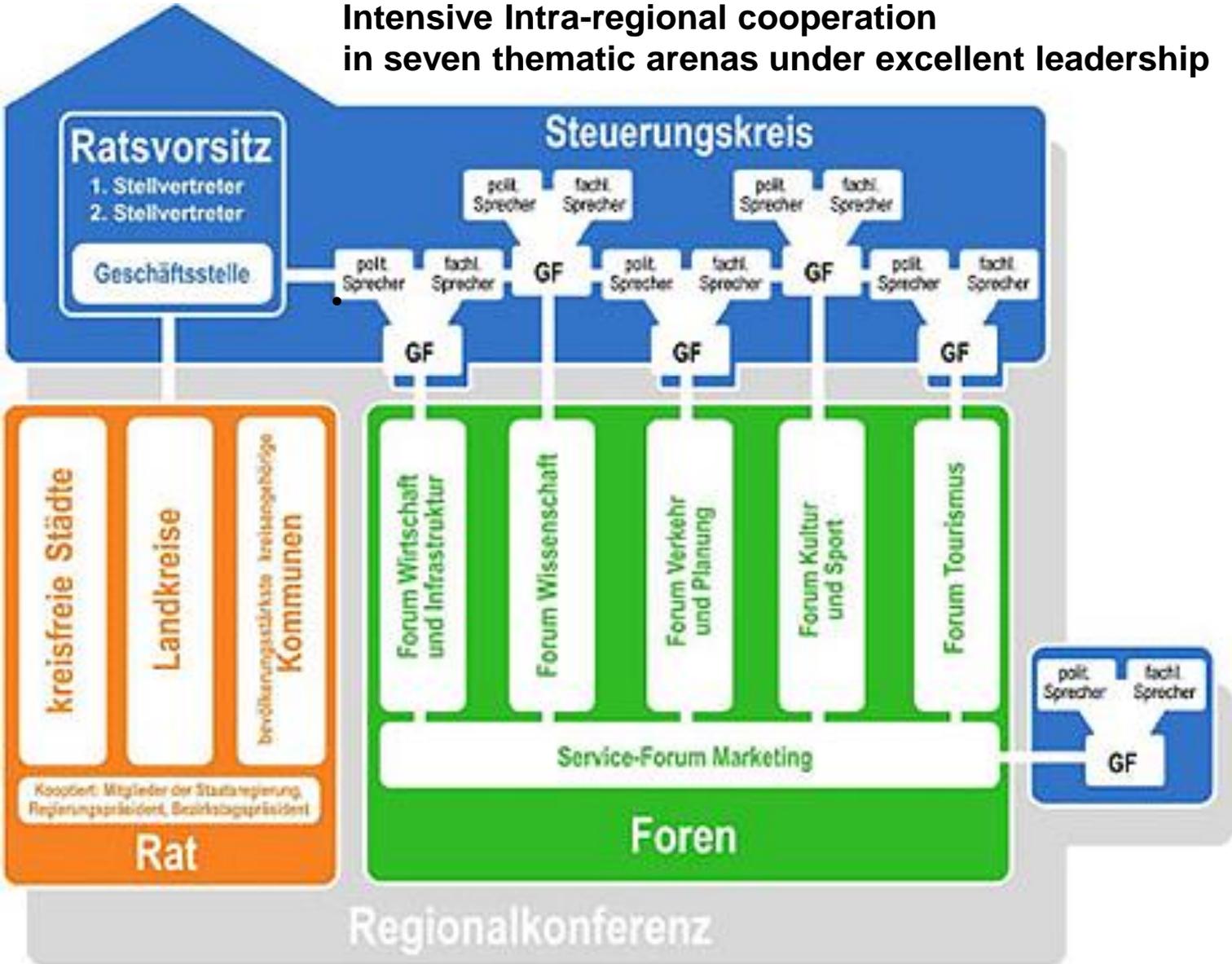




Nuremberg

Organisation

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





Hamburg



**Three federal states (HH, Schleswig-Holstein and Lower Saxony)
& Associations, chambers of industry, commerce and crafts
& 800 local governments (together 4.2 million population)**

Cooperation based on principles of consensus and voluntary cooperation

- **Regional Council** (40 members/meeting once a year)
- **Steering Committee** (14 members/meeting eight times a year)
- **Expert Groups**
- **Regional Conferences**
- **Secretariat** (8 staff)

Goals

- **Enhancing international competitiveness**
- **Maintaining the standards of technical
social and cultural infrastructure**
- **Developing urban and regional planning
and area management**



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



ZAHLEN UND FAKTEN

Bevölkerung	3,5 Mio.
Bruttoinlandsprodukt	111 Mrd. €
Unternehmen	150 000
Erwerbstätige	1,8 Mio.
Erreichbarkeit (Radius 200 km)	27 Mio. Menschen



Berlin/Brandenburg

Territorial Capital

- > Capital city
- > Large nature reserves in Brandenburg

Institutional setting

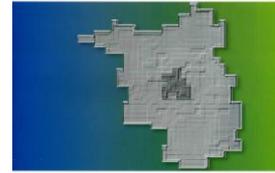
- > established joint planning authority metropolitan

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 projects



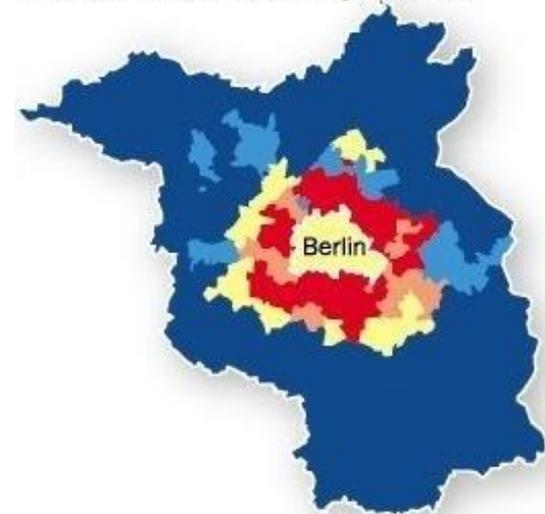
Raumordnungsverfahren
im gemeinsamen Planungsraum
Berlin-Brandenburg



Gemeinsames Landesentwicklungsprogramm
des Landes
Berlin und Brandenburg
(LEPro)
Entwurf der Fassung
vom 14. Juli 2006

Das Umland legt zu

Erwartete Veränderung der Einwohnerzahl
im Zeitraum 2005 bis 2025, in Prozent.



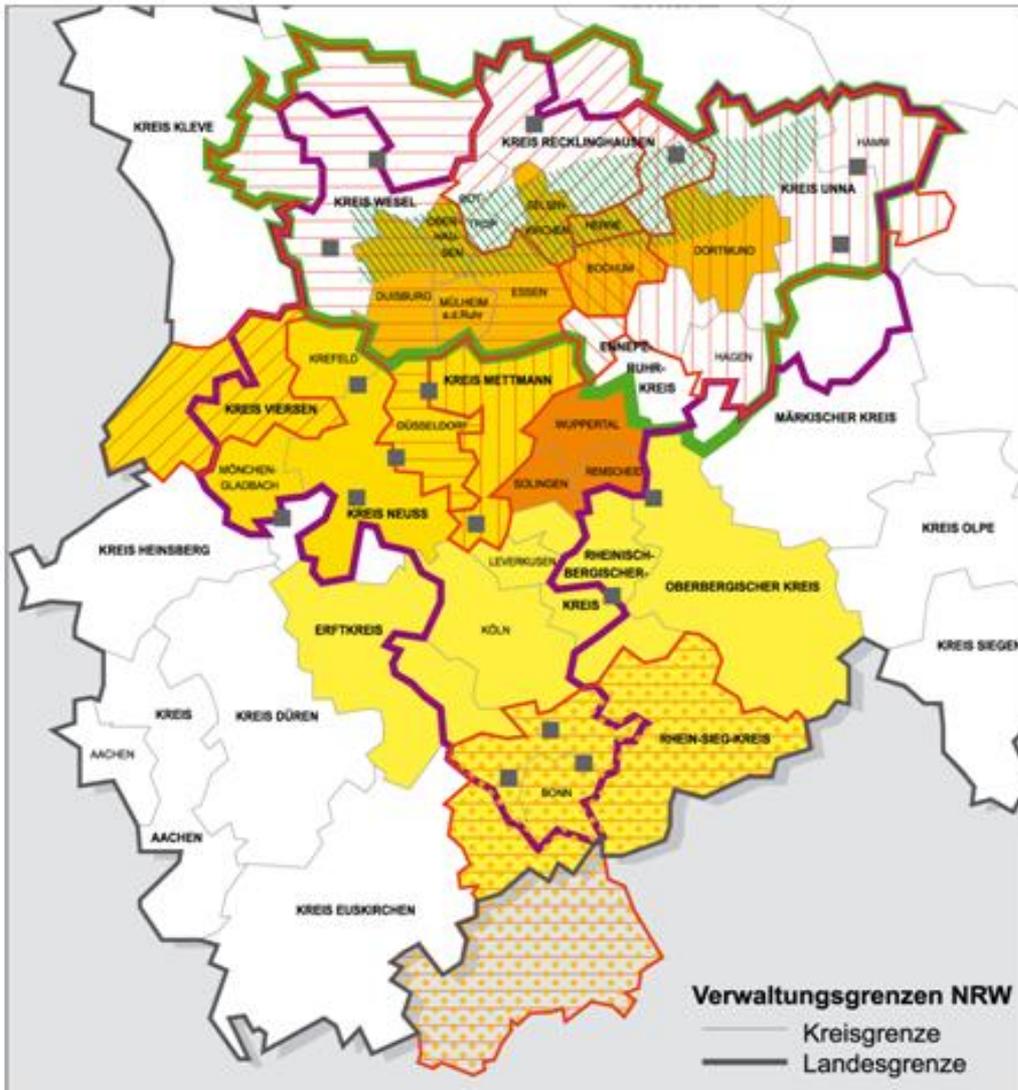
Datenbasis: BBR-Bevölkerungsprognose

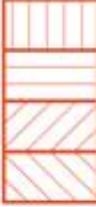
Quelle: BBR Bonn, 2008 Der Tagesspiegel / Pieper-Meyer



RhineRuhr

Scattered regional cooperation within the metropolitan region



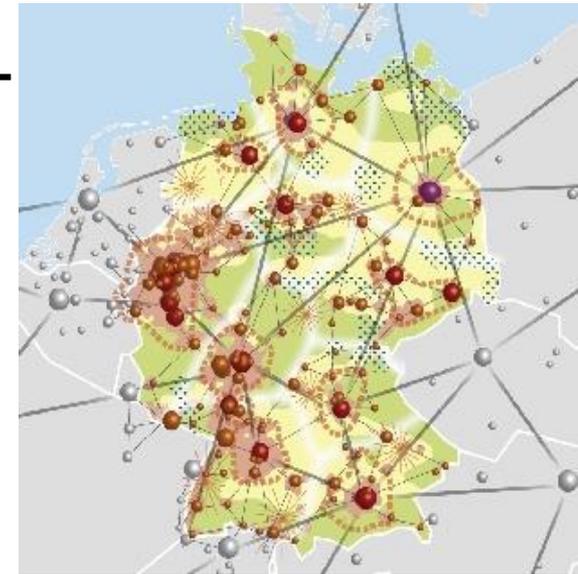
-  Europäische Metropolregion Rhein-Ruhr
-  Regionalverband Ruhr RVR
-  Interkommunale Gewerbeflächenobjekte
-  Internationale Bauausstellung Emscherpark IBA
-  Wohnungsmarktregion Bonn/Rhein-Sieg/Ahrweiler
-  Regionale Einzelhandelskonzepte, Kooperationsregionen
-  Städtereion Ruhr (Ideenwettbewerb "Stadt 2030")
-  Regionale 2002 Euroga
-  Regionale 2006 Bergisches Städtedreieck
-  Regionale 2010

Entwurf: ILS NRW



Germany **Summary**

- **With the exception of RheinRuhr, 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 considerably**
> parliaments, contracts
- **Tensions between state governments and metropolitan governments obvious**
- **Private corporations are important drivers in some metropolitan regions**
- **Success depends very much on (the acceptance of) regional leadership**
> Noncontroversial leaders matter!



- **Accessibility is a major concern**
> **infrastructure, airports, interregional transport networks**
- **The development of knowledge hubs/knowledge industries are much favored strategies** > **university cooperation**
- **Food arenas are a delicious temptation for regional consensus finding beyond ideological battlefields**
- **Joining forces to organize resistance against political, economic and cultural concentration in capital cities and state governments**
> **promoting regionalism**





Quatropole

Saarbrücken/Metz/Luxemburg/Trier



Strategy

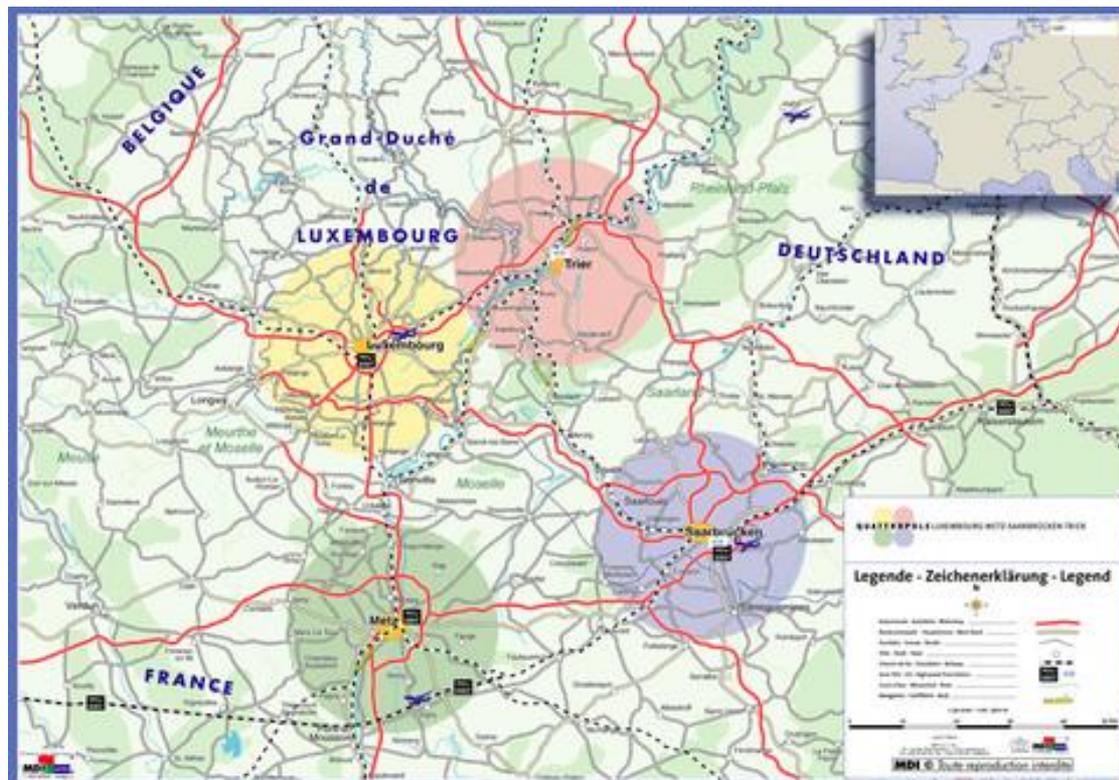
- Virtual metropolis
- Joint cultural events
- Aim to initiate innovative projects

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

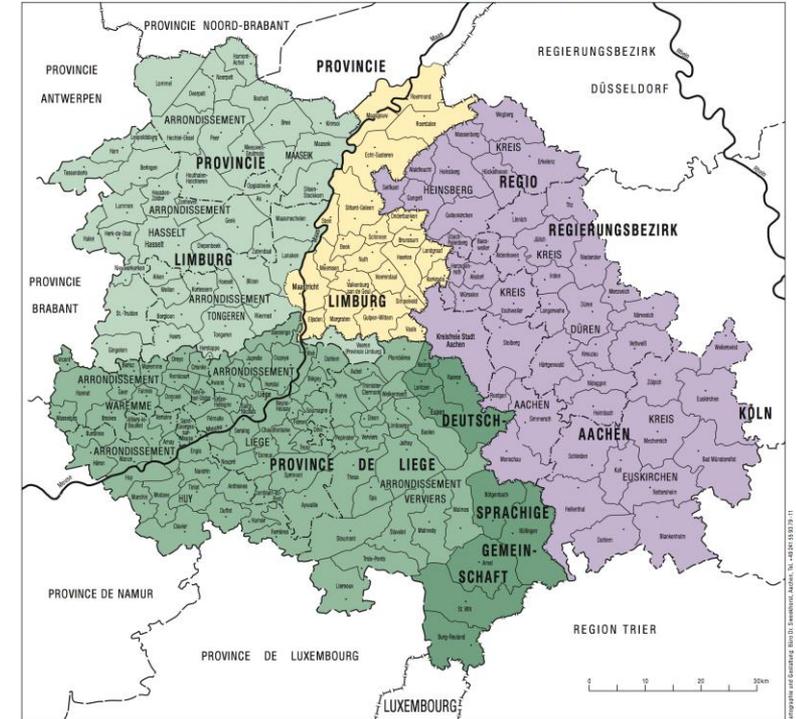
- Established cross border arena for information and communication



EUREGIO

MAAS-RIJN • MAAS-RHEIN • MEUSE-RHIN

ADMINISTRATIEVE INDELING · ADMINISTRATIVE GLIEDERUNG · DIVISION ADMINISTRATIVE



ADMINISTRATIEVE INDELING · ADMINISTRATIVE GLIEDERUNG · DIVISION ADMINISTRATIVE

EUREGIO

MAAS-RIJN • MAAS-RHEIN • MEUSE-RHIN



RegioTriRhena

Basel/Colmar/Freiburg/Mulhouse

Strategy

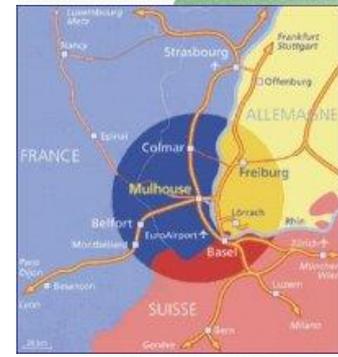
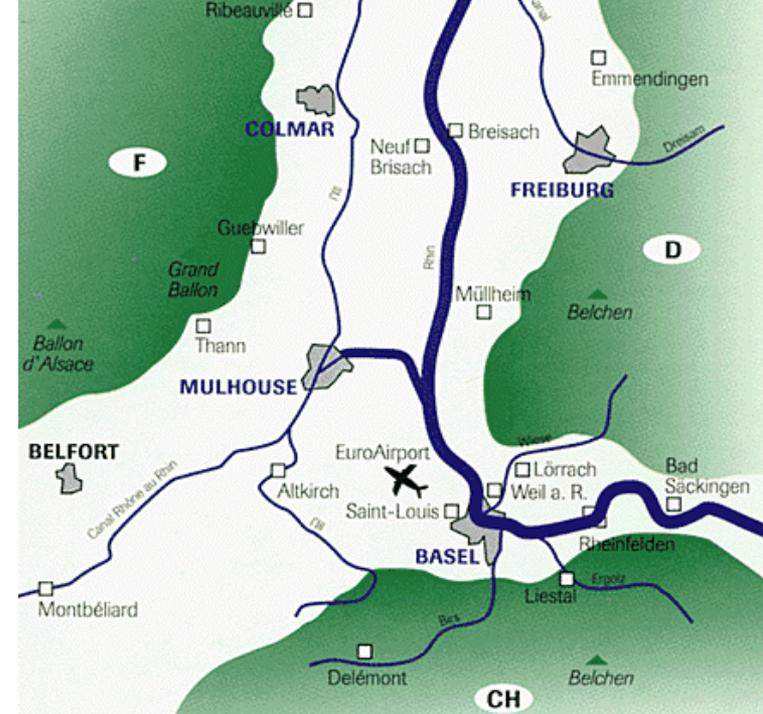
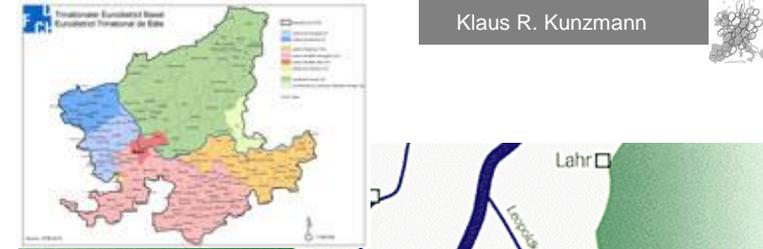
- Infrastructure and accessibility
- Green economy and eco development
- IBA Basel as a catalyst project
- Euro-district TEB

Governance

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

Assessment

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

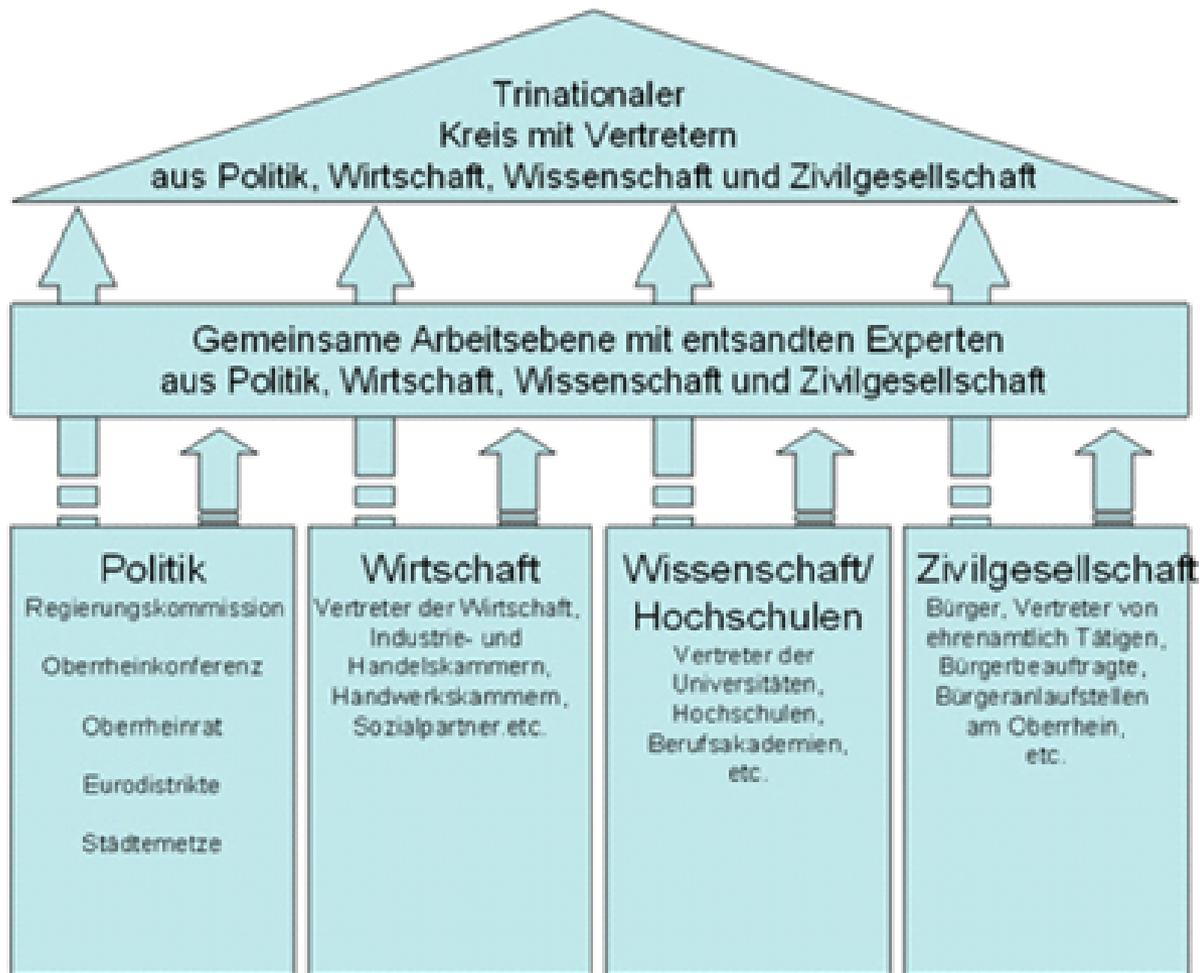




RegioTriRhena

Basel/Colmar/Freiburg/Mulhouse

Multi-level Gouvernance der TMO



**Funktionales Netzwerk
= vertikale Gouvernance**

**Trans-Sektorales Netzwerk
= horizontale Gouvernance**



**Bereichsspezifische
Netzwerke**



Assessment

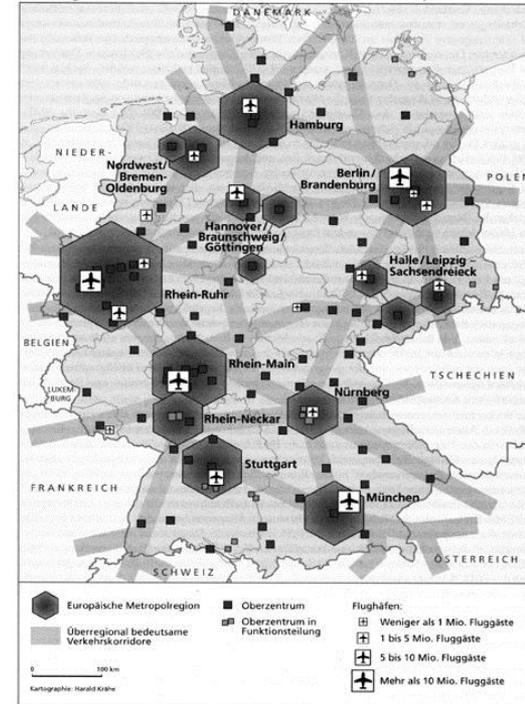
- **No common template for city region governance**
 - >depending on regional traditions. Path dependency, and initiatives of regional leaders and planners
 - >tax systems, political rationales, as well as cultures of cooperation and consensus-finding differ!
- **A West-European concern, no documented success stories from Easter European city regions** >Vienna/ Bratislava, Trieste/Fiume;
- **Information and communication platforms, place branding agencies;**
- **City regions are arenas for political careers**
 - > **European playground for politicians and bureaucrats**
- **Cross-border labor markets and consumption flows are benefiting from cross-border cooperation;**
- **Projects and events serve as drivers and catalysts for co-operation,**
 - > **as a rule, no comprehensive strategy;**
- **EU policies and programs are often reasons and much welcomed carrots for cross-border co-operation**
 - > **Interreg programs**



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

Abbildung 1: EMR in Deutschland nach MKRO-Beschlüssen in 1995, 1997 und 2005



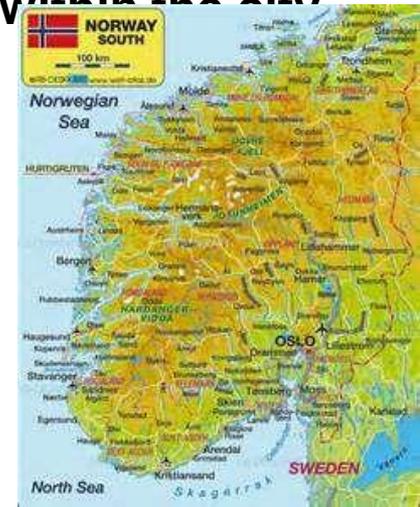


Creative governance in city regions

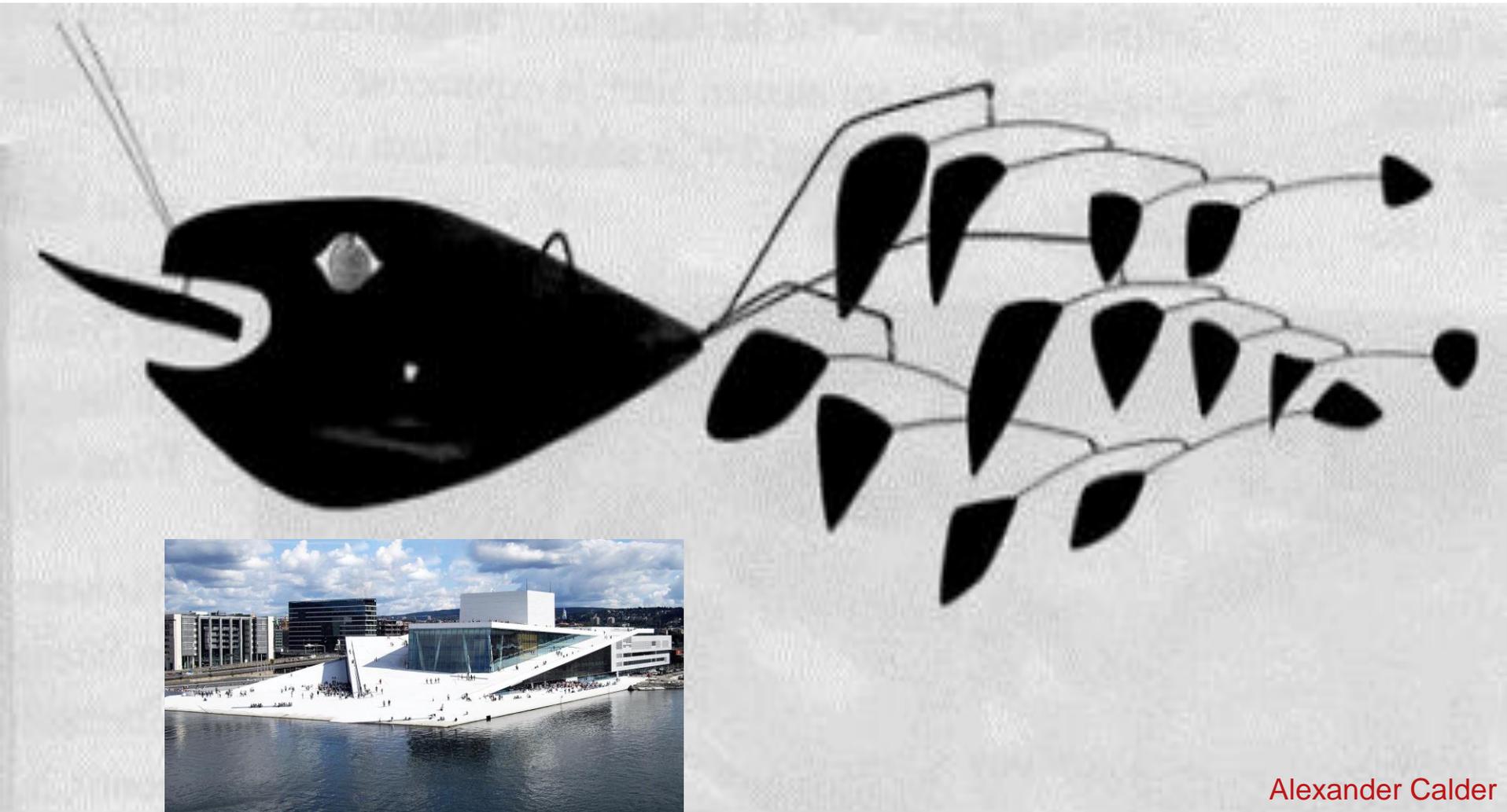
A few lessons from German experience

- **Start with soft boundaries > those who wish to join, join, others just observe and wait and see!**
- **Rely on economic, cultural and social endogenous local potential > what is in the minds of people, policy makers and economic actors?**
- **Identify regional competences reflecting the identity and strength of the city region > competitive in Europe**
- **Formulate a few regional principles for incremental development oriented towards a longer term vision > where should we go and how?**
- **Initiate catalytic projects, easy to implement and to replicate within the city region > for learning cooperation and building trust;**
- **Establish fora for regular communication among regional stakeholders > twice a year!**

**German city regions are not a model,
though a source of inspiration!**



Creative governance in city regions



Alexander Calder