

# Regional Governance and urban landscape planning

The argument will be developed in three steps

- (1) Short introduction into the societal and theoretical backgrounds of the „*regional-governance-debate*“
- (2) Description of some of the practical pitfalls when employing the concept
- (3) Some approaches to the question of how to transfer the concept to landscape planning issues

# 1. Reasons for the emergence of „governance“

- **Economic changes** (=>*Globalization*)
  - post-fordism
    - ⇨ need for regions to be more innovative, flexible, adaptive
  - waning of welfare state = need to mobilize societal self-help forces
  - from competition of localities to competition of regional systems

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- **Political changes**
  - shift + diffusion of power
    - to economic actors
    - to NGOs
    - to judiciary system
  - decline of parties, rejection of hierarchies
  - growing policy alienation/political distrust
  - communicative turn/ managerial turn in politics

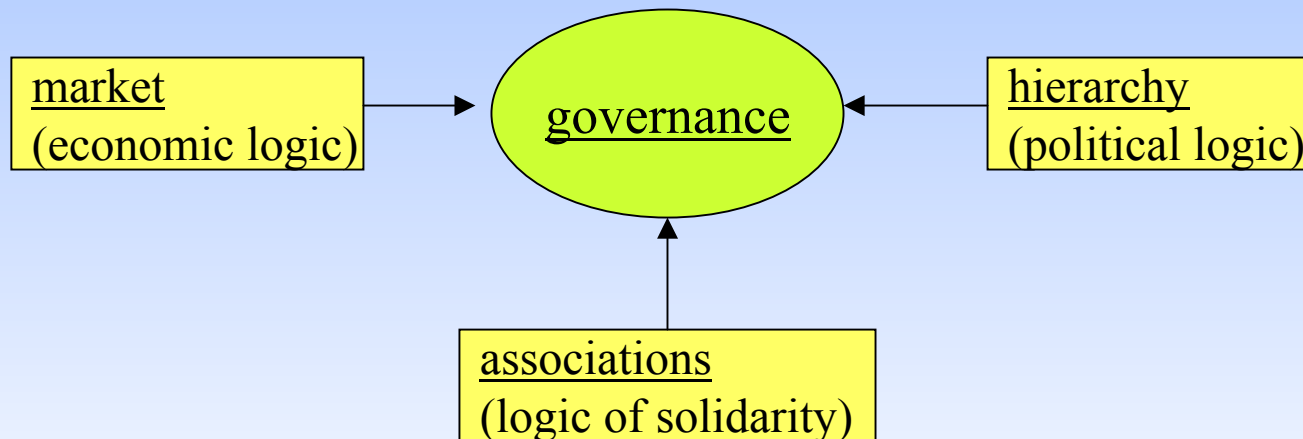
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- **Societal changes**
  - revival of the city (→ *new economic geography*)
  - growing societal complexity, diversity, dynamic changes
  - network society

## *How to define a „region“*

- **Region = intellectual construction**, dependent on
  - a) the priorities assigned to regional cohesiveness (in cultural, social-emotional, economical or politico-administrative terms)
  - b) the actors who define their cohesiveness regionally (due to a common good or resource)
  - c) the government which delineates regional borders for administrative or political reasons
  
- **In essence, two basic conceptions are competing**
  - ⇒ **functional** (issues matter => *space not important*)
  - ⇒ **territorial** (region matters => *identity, economic linkages, administrative effectiveness, political rivalries*)
  
- **In the case of governance both concepts are relevant**
  - ⇒ the **territorial** concept is fundamental for „regional governance“
  - ⇒ the **functional** concept, however, is the more practical one!!
    - collaboration depends on common interests and dependencies which are issue-bound

## 2. Criteria defining „regional governance“

- a) self-organizing mode of producing **collective goods**
- b) integration of **governmental** and **non-governmental** actors



## Criteria...(continued)

- c) **governed by socio-cultural norms, negotiated (!) rules and conventions**
  - ⇒ **socio-cultural norms:** *norm of reciprocity, of fairness*
  - ⇒ **negotiated rules:** *consensus building, conflict resolution, duties, subsidiarity, exclusion of selfish lobby-function etc.*
  - ⇒ **conventions:** *role-models, division of labor*
- d) **interaction: network-type within multi-level decision-making structures**
  - relation based on mutual benefit, trust and reciprocity
  - controlled by *shadow of the future* and *visibility of transactions*
- e) **mode of consensus building** of the type of cooperation and concertation:
  - trust („*thickness of ties*“)
  - arguing (*paradigmatic changes*)
  - bargaining (*to prevent actors from „opting-out“*)
  - rarely: majority voting (*mobilizes „exit-option“*)

### 3. Integration of different logics of action

- **political logic** of action: *territorially oriented*  
(*voters, jurisdiction, authority matter*)
- **economic logic** of action: *functionally oriented*  
(*functional networks, „clusters“ matter*)
- **associational logic**: *functionally oriented within regional confines*  
(*social bonds and trust matter; frequency of interaction important*)

#### **Consequences (*at least observable in the German context*):**

- ⇒ political actors dominate *regional governance*
- ⇒ region = administratively delimited
- ⇒ strong pressure of local authorities to control *regional governance*  
(*local fears of a new regional government level*)
- ⇒ corporatist arrangements highly probable
- ⇒ unequal opportunities in becoming influential  
(*to the detriment of social and ecological concerns*)

## 4. Governance vs. Government

(a) *Governance* = **process-based** approach

→ innovative learning

→ communicative interaction

(b) *Government* = **structure-based** approach

→ routinized policies

→ hierarchical command-and-control-device

In practice: processes and structures are closely linked

⇒ **process**

=>inherent tendency towards institutionalization

⇒ **structure**

=>frame-work condition for procedural action (*context-governance*)

## 5. Which is the „value-added“ of governance?

- (1) **Focusses on new developments of societal modes of steering**
  - *Growing importance of „co-production“, „co-regulation“ in society  
→ public-private-partnership; collaborative planning*
  - *Flight from institutional decision-making into informal professional networks*
  - *Growing importance of „civil society“, social capital, „third sector“*
  - *Changing role of state („manager“, „mediator“, „organizer“)*
- (2) **Is a „cognitive approach“ to coordination/ collaboration**  
 → *Governance is a „medium through which actors interpret and act to shape their reality“ (Londes/Skelcher 1998, 318)*
- (3) **Focusses on „steering by paradigm changes“ (learning)**
- (4) **Takes issue with neo-liberal modes of governance**  
 (→ emphasizes “voice“ instead of „exit“-option)
- (5) **Reflects new type of theory-building → „mode 2-type“**  
 (→ *Helga Nowotny, Michael Gibbons*)  
 (= *dynamic interference between theory and practice*  
 = *science and society subject to same driving force/ co-evolutionary process*)

## 6. „Practical pitfalls“ of regional governance

- voluntary personal interactions  
 => *capacity to resolve conflicts = limiting factor*  
 => *(predominantly) unanimity rule = high pressure for consensus*
- processed within the frame-work of an institutionalized environment  
 => *problem of multi-level-governance*
- transaction-cost-sensitive  
 => *flight into project-based and (frequently) bilateral relationships*
- strong influence of political opportunity structures  
 => *grants system, political paradigm changes (→ enabling state concept)*
- weak institutional ties → self-binding agreements as substitutes  
 => *transfers problems into implementing phase*
- need to strengthen „the bonds that tie actors together“  
 => *social capital; sense of place*

## 7. Regional governance as policy-instrument?

Governance is difficultly to manage due to high degree of auto-dynamics  
=>basically: chaotic system

in addition: side-effects of questionable value:

- (a) consensus may hamper innovativeness  
=>*selective as to issues and problem-solving-space*  
=>*neo-corporatist patterns of decision-making with cartel-like effects*
- (b) tendency towards uncoordinated parallel *regimes of governance*  
=>*but of the functional type*
- (c) output-related legitimization  
=>*collective irresponsibility?*  
=>uncontrolled self-recruiting patterns of actors involved
- (d) undefined centre of control  
=>uncontrolled power structures  
=>unless formally organized (e.g. Regional Development Agencies)

## 8. Contribution to landscape planning via the potentials of *place-making*

- *Place-making* could be instrumental to *social capital* building
  - ⇒ landscape planning involved in *quality of life-management*
  - ⇒ *quality of life-management* could improve the „*sense of place*“
  - ⇒ „*sense of place*“ as basis for *place-identity* → *place-making*
  - ⇒ *place-making* inducive for *social capital* building
- Place-making closely linked to governance formation.
- Problems arise with respect to integrating different actors
  - ⇒ social-cultural approach → does not integrate **economic** actors
  - ⇒ requires projects based on self-help → excludes **capital-intensive** ones
  - ⇒ practically reduced to the **collaboration of professionals**  
→ with the public reduced to a participatory role
- governance-processes do not emerge without **initiating actors**
  - ⇒ need for **organizing the processes** (→ regional management)
  - ⇒ organizing results in **hierarchy of „core group“ and „others“**

## 9. Landscape planning and governance

- Governance as such = inadequate device for landscape planning  
 → rather needed: **management device**
  - for inducing learning processes of „social capital“ formation
  - for collaborative „visioning“
  - for developing „paradigm changes“ of actors involved
  - for improving the „*organizing capacity*“
    - Leadership → “entrepreneurs“ are important
    - (commonly elaborated) visions → identity building
    - Institutional structure → “strong ties“
- Has to do with public goods → requires change of „action orientations“
  - *from selfishness to common-good-orientation;*  
*from competitive to co-operative attitudes*
- Requires „*stage-management*“ to get actors to commit themselves
- Demands actors to *take possession of problems* (→ *problem-ownership*)

**Most important references:**

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***Four additional slides referring to theory***  
***→ which will not be discussed during session***

- (a) How to distinguish governance from other modes of action
- (b) Shifts in governance
- (c) Various theory inputs to the discussion
- (d) Different disciplinary approaches to *regional governance*

## How to distinguish governance from other modes of co-operation

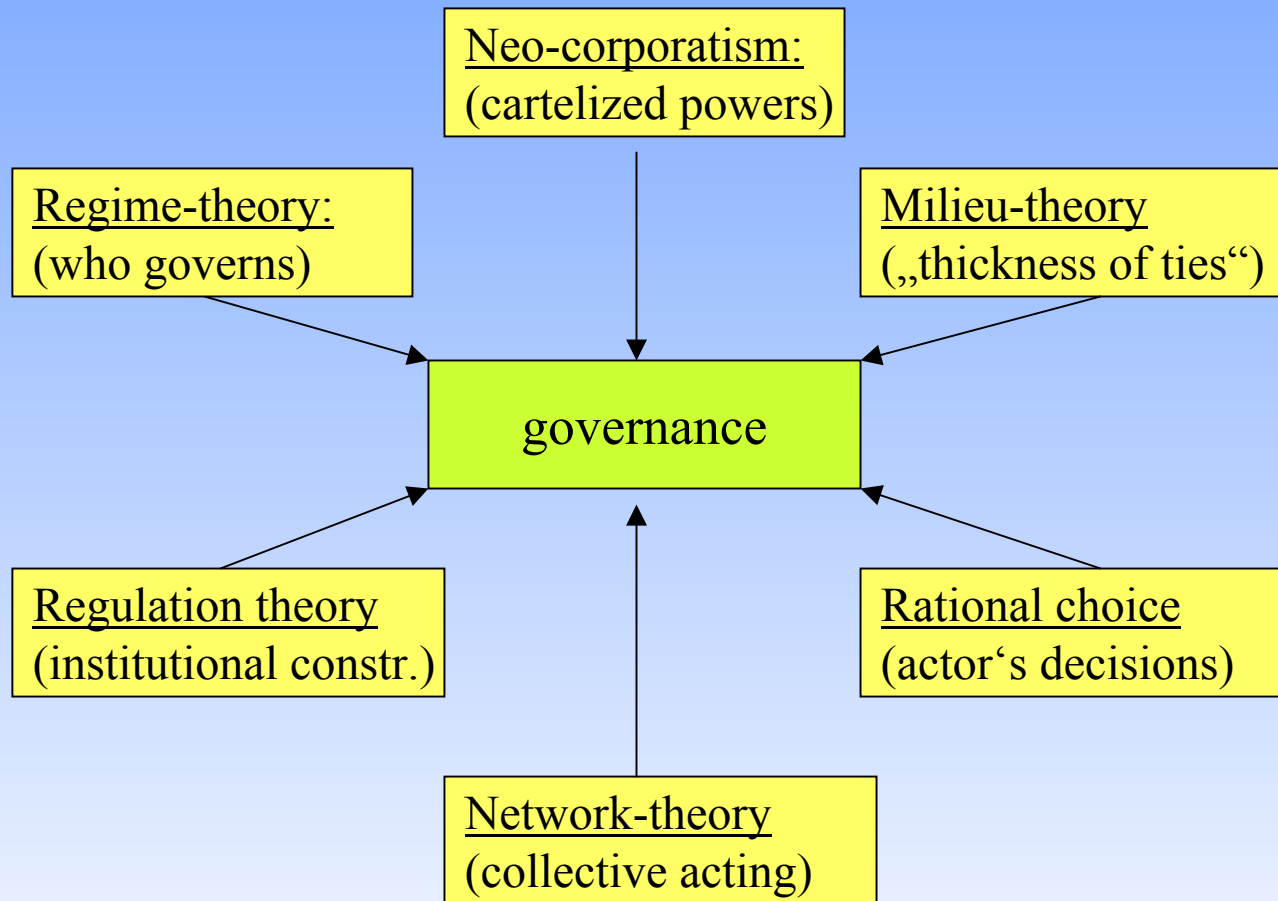
- (1) Partnerships: social institution for collaboration and coordination  
→ including networks, hierarchies and markets
- (2) Regional co-operation: general, unspecified term
- (3) Regional management: organized mode of collaborative problem-solving  
⇒ based on leadership/mediation, visions and support-unit
- (4) Collaborative planning: similar to regional management
- (5) Hence: Peculiarities of governance :
  - ⇒ geared towards collective goods
  - ⇒ bottom-up development
  - ⇒ self-governance beyond the traditional institutional frame-work
  - ⇒ could become any of the above mentioned modes of co-operation  
in the passage of time

## Shifts in governance

*(based on: van Kersbergen/van Waarden, 2004, 152 ff)*

- (1) From public institutions to semi-public organizations
- (2) From nation-state to interlocked supra-national policy-making
- (3) From national to regional level with soft institutional arrangements
- (4) From executive powers to judiciary decisions → with informal relations increasingly becoming formalized
- (5) From overly employing „exit-options“ (market) to „voice-options“ (deliberative decision-making)
  - ⇒ Participatory devices
  - ⇒ Increase of „forums“, „associations“/NGOs, „deliberative democracy“
- (6) From „administration“ to „management“

## Various theory-inputs to the discussion



## Different disciplinary approaches to Regional Governance

(a) **Economists and sociologists** concentrate on „rules“

- „systems of rule, as the purposive activities of any collectivity, that sustain mechanisms designed to ensure its safety, prosperity, coherence, stability, and continuance“ (Rosenau 2000, 171 =>international relations-specialist)
- „capacity to act collectively“ (Ostrom 1990 =>public choice-theorist)
- Rules of the game (Williamson 1996 =>economic institutionalist)  
→ define property rights and reduce transaction costs

(b) **Political scientist** put „networks“ centre-stage

- Self-organizing networks of actors (Rhodes 1997)