



LE GOUVERNEMENT
DU GRAND-DUCHÉ DE LUXEMBOURG
Ministère de l'Intérieur



Second SAUL Symposium "Regional Governance"

**How to manage the regional dimension of
planning for new urban landscapes?**

**Luxembourg
March 31, 2004**

Agenda

Agenda Second SAUL Symposium, Wednesday, 31. 3. 2004

- 8.30 **Registration**
- 9.00 **Welcome/Introduction**
Michel Wolter, Minister of the Interior, Luxembourg
Clive Fox, Groundwork, Lead Partner
- 10.20 **Presentation of the South Region: Situation and Challenges**
Philippe Peters, Ministry of the Interior, Luxembourg
- 9.45 **„Regional Governance and Urban Landscape Planning“**
Prof. Dr. Dietrich Fürst, University of Hannover
- 10.15 **Coffee break**
- 10.30 **“Managing Landscape Development in Urban Regions”**
Jaap Modder, Knooppunt Arnhem Nijmegen
- 11.00 **Discussion**
Chair: Ursula Stein, Büro für Raumplanung und Kommunikation / Luxembourg
Team
- 11.30 **Break for light lunch**
- 12.15 **Workshop Session on Symposium issues**
- 14.15 **Break for coffee and sweets**
- 14.45 Plenary Session:
The Second Saul Symposium Issues
Chair: Ursula Stein
- 16.15 **Conclusions towards SAUL policy recommendations**
Clive Fox (Groundwork)
- 16.30 **End of Symposium**
- 17.00 **Site Visit: “National Mining Museum” in Rumelange**

1 Welcome / Introduction

Michel Wolter, Minister of the Interior, Luxembourg:

Taking part in SAUL will help finding a balance between landscape and urban settlements in the context of the settlement pattern of the future. The international consultants from various fields of planning whom we have discussed with in the last years all have made a strong point of this.

SAUL will draw our attention to the process of cooperation which is needed in order to adequately develop the closely knit fabric of brownfields, small towns, agriculture and nature reserves.

SAUL wants to make sure that the green-spaces are accessible – both physically and mentally. In modern societies, landscape and open spaces contribute largely to the quality of life sought after by the inhabitants of cities and regions.

Download the complete speech at www.saulproject.net

Clive Fox, Groundwork London, Lead Partner:

The Luxembourg regional strategy project provides an ideal test bed for the SAUL key issues; allowing all partners to address those questions in the context of a region which is looking for answers from an open and enquiring position, where structures and partnerships have not yet evolved so far as to make imaginative solutions difficult to implement.

Download the complete introduction from the download section at www.saulproject.net

2 Presentation of the South Region: situation and challenges (Philippe Peters, Ministry of the Interior)

One of the key messages of the brand-new “IVL” - the Integrative Development Scheme for Settlement, Transport and Landscape - concerns the South Region: restructuring, qualifying & promoting South Luxembourg is a major task for spatial planning in Luxembourg in the next years & decades.

The five fields of action are:

- Regeneration of brownfields as a major project
- Promotion of a regional way of planning & working of the local authorities
- Installation of informal processes to integrate regional stakeholders
- Development and interconnection of open spaces
- Implementation of a new regional planning instrument

Peters systematically discussed the strengths and weaknesses of these approaches to the development of the South Region. His conclusion:

- Changing a region is a complex task and a process combining different sub-processes
- Need to focus on the main issues due to limited human resources

- Opportunity to use the new instrument of regional planning in the sense of an efficient "regional governance"

Download the complete presentation from the download section at www.saulproject.net

3 „Regional governance and urban landscape planning“ (Prof. Dr. Dietrich Fürst, University of Hannover)

When defining "region", two basic conceptions are competing, the functional (issues matter → space not important) and the territorial (region matters → identity)

Although processes and structures in practice are closely linked, processes show an inherent tendency towards institutionalization, whereas structures tend to be a framework condition for procedural action. There are formal differences between government (structure based → routinized policies and hierarchical command-and-control devices) and governance (process based → innovative learning and communicative interaction).

Regional governance provides solutions, but it needs a minimum of formal government structures for stability and continuity. To put regional governance on the run, a region needs stage-management, leadership and the creation of a sense of urgency as well as a vision.

Governance is difficult to manage due to a high degree of auto-dynamics. Different logics of action have to be integrated, e.g. the political, economic and associational logics. For introducing learning processes, for collaborative visioning, for developing paradigmatic changes and for improving organizing capacity, Fürst recommends using a proper management system rather than trying to think of governance - which is a "chaotic system" - as a tool. In the context of the development of future settlement patterns, landscape planning may be a crucial factor for "place-making", which needs a "sense of place" and helps to build up social capital - which again is needed for networking and informal structures that are important to "place-making".

Download the complete presentation from the download section at www.saulproject.net

4 "Managing landscape development in urban regions" (Jaap Modder, Knooppunt Arnhem Nijmegen)

The Arnhem Nijmegen Region (called Knooppunt Arnhem Nijmegen, KAN) is currently working on a new regional plan, redefining contents as well as roles of partners in the planning process. In this context, regional transformation and redevelopment means:

- Restructuring/intensification of existing urban areas
- No new large-scale (urban) expansions for residential purposes
- Only necessary, limited additions in terms of business sites
- Targeted quality impulse for the rural areas

The five central themes of new Regional Spatial Plan are:

- the external profiling of KAN as (inter)national urban network
- a targeted qualitative impulse for the existing cities
- light rail: backbone for urban development

- strengthening the vitality of (villages in) the rural area
- water as guide for the development of the region

The current plan aims to preserve landscape and ecology and to develop a new regional park. The new plan focuses on developing urban landscapes on the regional scale and puts emphasis on river systems and on the light rail network.

The new planning approach is based on four principles:

- interactive approach
- transparent process/public debate
- seeking for the stakeholders
- support for a vision
- commitment to projects

Download the complete presentation from the download section at www.saulproject.net

5 Discussion

Chair: Ursula Stein, Büro für Raumplanung und Kommunikation, Luxembourg Team

Topics of discussion

Growing and shrinking regions learning from each other

Strongly growing regions like the "Arnhem-Nijmegen" region are close to shrinking ones like the Rhein-Ruhr region and they have a lot in common (e.g. floodplain programs). That's why Jaap Modder sees the importance of considering the larger scale of planning. The regions have to work "proactive together". A common vision is needed, although economical changes can not be predicted. The fact that 20% of the students of the university in Nijmegen are German underlines that planning across national boundaries is necessary, because the respective regions already have developed strong ties.

The "Arnhem-Nijmegen-Region" learned from the "Regional Park Frankfurt Rhein Main" to coordinate the budgets and from the "IBA EmscherPark" to create a vision for the region.

Dynamics – How to organize developing the landscape and who pays?

In the Netherlands, troubles with floods from the river system became a catalyst for the "green development" of the river system. The government gave money to rebuild the floodplains. A second driving force for planning dynamics is housing development.

Governance as management device

In reference to keynote-speaker Dietrich Fürst some participants underline that regional governance is not available for ready-made solutions. It cannot be "installed", but the knowledge of governance principles can help to create new methods more adequate to the tasks of modern regional planning (enabling instead of controlling). Answering to the question "What could a management device look like?", Fürst reminds the audience of the main factors: "To put regional governance on the run, a region needs stage-management and leadership. They have to create urgencies and a vision. Apart from that, a minimum of institution-building is needed."

6 Workshop session on symposium issues

6.1 Workshop 1 – Formal and informal stakeholders

"...to further our understanding of the role of formal and informal stakeholders/processes and their contribution to a more sustainable development of a new urban landscape..."

Participants:

London:	Jane CARLSEN, Julia EDWARDS, Clive FOX, Anita KONRAD
Amsterdam:	Ward de MEULEMEESTER, Paul RIJNAARTS
Rhein-Ruhr:	Rainer KESTERMANN
Saar:	Andrea HARTZ
Frankfurt:	DW DREYSSE, Sabine VON BEBENBURG
Luxembourg:	Philippe PETERS (written report)
Observer:	Karel LHERMITTE

Questions

- How can ideas from and actions in informal, project-oriented contexts contribute to formal planning above the local level?
- What does such a contribution require from procedures and stakeholders in the formal planning system?
- Which standards must be met by contributions required from informal planning processes (in terms of e.g. quality, stability)?
- Under which circumstances (in the context of urban landscape planning) may formal and informal planning go hand in hand or even depend on each other – under which circumstances may there be negative interference?
- What can be done to strengthen the ties between informal and participatory planning processes and formal decision-making by elected bodies?
- From this formal vs. informal planning point of view: What are the three most important features for conceiving an urban landscape planning process as part of regional governance?

Input by Andrea Hartz (summary)

The State Level Sector Plan "Built-up areas" gives a detailed framework for the local authorities with regard to location, size and density of housing areas according to the centrality pattern. The State Level Sector Plan "Environment" emphasizes the improvement of the conurbation's environmental situation taking into account the protection of green zones within coalescences, the interconnection of single biotopes into a network of open spaces concentrating on the integration of the riversides, the prevention of flooding in endangered valleys and the functional diversification of industrial sites using economic-oriented services.

The Regional Park Saar aims at accompanying and coordinating a dynamic process, networking in order to give impetus to high quality development of the urban landscape providing a comprehensive approach. In this context, the project will explore the links between informal governance processes and formal planning instruments. These

activities should be anchored in formal planning instruments such as the State Level Sector Plan "Environment", the landscape plans and the land use plans on local level.

The inter-linkage of informal and formal planning instruments opens new and flexible options for governance of a highly dynamic restructuring process. Here, the process is still in its infancy. But in the Saul implementation phase we are forced to take the first steps in order to adapt the binding plans to our objectives within the Saul demonstration project Saarkohlenwald.

Download the complete input from the download section at www.saulproject.net

First Discussant: Jane Carlsen (GLA London)

Jane Carlsen explains briefly how the London context differs from the Saarland situation and points out the important role of London's mayor in planning for a new urban landscape. There is a need for coordination as many activities are based on voluntary and community based organizations.

On the official level, the London Assembly puts a strong emphasis on open space issues, not only for protecting them but also in the sense of an active development of open spaces.

The setting up of a "London Parks and Green Spaces Forum" plays an important role in the management of open space in London. It comprises some local authorities, the park management authority and different funding/statutory agencies. The latter ones are important because of fund raising and project implementation. The "London Parks and Green Spaces Forum" meets twice a year. Everyone who is interested may join the Forum. There is no formal membership. Different working groups are responsible for the concrete work. A central steering group is responsible for coordinating the missions and activities of the Forum. It has been decided to maintain the "London Parks and Green Spaces Forum" as an informal platform and not to set up a formal body.

There is a specific need for robust information about spatial planning, so that funds have been raised in order to set up an information system giving each of the stakeholders and members of the Forum access to the same information. This is a very important condition to the successful management of such an informal body.

The resources necessary to run the "London Parks and Green Spaces Forum" are a big issue.

Some factors of success of informal processes

The concrete implementation of projects is a major success factor for informal planning processes. This implies that strong stakeholders should take part in informal processes and bring in their experience, will, ideas and money in order to successfully implement joint projects. This also means that assessing the responsibilities for implementing the results right from the beginning is very important.

Informal processes should send out strong messages to the authorities. There is a need to ensure that the momentum for slow informal ways of planning is maintained longer than the normal four-years-period relevant for the elected bodies.

Informal processes need efficient steering mechanisms and a catalyst. In order to strengthen the link between formal and informal planning processes it is important to activate some elected politicians, for example mayors, to join the informal planning

process. It is recommended that steering groups of informal processes should not include politicians. But they should not be restricted to public authorities either.

As the outcome of informal processes are very often uncertain, it is important not to raise too many expectations and to be realistic in what can be achieved.

The reliability of informal stakeholders is a very important precondition to get formal partners involved in informal processes. Formal stakeholders look for reliable partners.

A common sense of urgency helps to develop informal processes efficiently, bringing the urban landscape issue on the regional agenda.

Formal and informal planning processes in the context of new urban landscapes

In a mid- or long-term perspective informal planning processes can be either a means or an end, meaning that they will later be integrated into an existing structure or substituted by a newly created structure.

Generally it is important to find a good balance between formal and informal planning processes in the context of new urban landscapes. Some regions (Saarland, Amsterdam) find it necessary to have a formal planning framework leaving enough space for informal processes to develop. In the Netherlands, official plans are keen on bottom-up inputs to planning. Official top-down plans are expected to show the direction and not the solutions.

On the other hand a representative from London points out that one should not forget the potentials of informal processes to change planning in a formal sense. Especially the extent of citizen involvement in local projects has an important effect on informal processes. The impetus given by the local population can have a huge impact up to the formal planning level, which of course takes time. In this context the question of integrating passive stakeholders in informal processes was raised. Basically, the search of an adequate balance between formal and informal processes needs to be considered as a learning process which involves both parts.

One important tool to combine efficiently informal and formal planning processes is to define spaces for negotiating and bargaining as well as to leave space for creativity. The room for informal planning activities is then clearly defined and the risk of not coming to conclusions and decisions can be limited. The wider the negotiation room is, the better it is for the development of informal processes. Having a clear mission statement is very helpful in this context.

Very often there is a specific need of "translation" between the informal and formal planning processes as the involved stakeholders and authorities use a different language and have a different knowledge about the planning context. In some regions "artists" - people from outside the "planning world" - helped to create the common language and better links between the formal and the informal stakeholders. The new "informal planning language" needs to be better integrated in the formal one.

The question of handling general topics of great importance in informal processes was raised, as they normally tend to focus on projects. How can they be integrated in informal processes?

Informal processes are important for delivering ideas and projects. Their role is nevertheless restricted when the implementation and maintenance of concrete projects are in the focus.

The funding of informal processes

Two approaches have been identified concerning the funding of informal processes: Some representatives from the Netherlands argue that the population is contributing to the development of new urban landscapes as it pays taxes that are afterwards being redistributed by the official system according to the given priorities. If something is important, the society has to set the right priorities. The representatives from the UK argue that the Dutch reasoning is right, but only in the case of formal planning procedures. The setting up of informal processes needs new funding that taxpayers are not asked to pay for.

Concerning informal processes, it is important to assure that the one who pays is not the only one who decides what will happen. Moreover it is important that the municipalities accept informal platforms so that they will not only join them, but also bring in money to keep them alive (e.g. Green Space Forum in London).

In the Netherlands the system of financial incentives works well. The superior planning level pays a certain amount for the implementation of projects, but only if the concerned region decides to take part in financing the regional action programme and the related projects.

Quality standards to be respected by informal processes

The discussion about quality standards brought about controversial statements. Some participants consider standards as problematic, as the openness of the outcomes is one key element of informal processes. For others, quality standards have to be very abstract in order to leave sufficient space for creativity. Tangible good practice examples are important to help the regional stakeholders to develop a common understanding about "quality standards", without having them fixed in advance. Developing common standards can be part of the regional learning process.

The representative from Rhein-Ruhr pointed out that one should be careful about trying to set up informal standards. It should be accepted that informal processes are self-organized constructions. It is up to informal processes to find their connection to the "world of formal planning", without fixed standards.

What kind of governance is needed?

Relating to the presentation by Dietrich Fürst, the question was raised what kind of governance would be best to develop an urban landscape: a) a project-led /functional governance system, or b) a territorial governance for a whole region.

It is proposed to further discuss this issue in the context of SAUL and to find links between a functional and a territorial governance system. One other way of dealing with this issue could be to accept different systems and to accept their positive or negative (e.g. overloading the regional capacities) interferences.

Results of Workshop 1 – Poster No. 1

Most important questions:

1. Are there standards in informal processes?
2. What is the contribution of informal procedures towards formal planning?
3. How can we strengthen the ties between informal & formal decision-making?

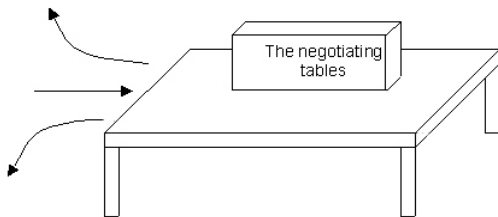
A common mission statement for quality standards

A recognized topic

↳ a flexible & developing process

A common language

Accountability



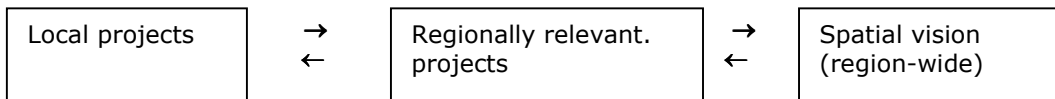
Give Incentives

Include formal stakeholders in informal processes

→ translation work as interface between informal & formal processes

make use of principle of self-responsibility

Results of Workshop 1 – Poster No. 2



→ informal processes can alter overall "picture" / objectives when it comes to formal region-wide planning

→ bottom-up paradigm change

use the benefits of "fuzzy logic"

add chaotic creativity

responsibility and ownership

6.2 Workshop 2 – Sectoral policies

"...to analyse how the sectoral policies related to the new urban landscapes issues can be more efficiently coordinated on a regional level."

Participants:

London: Ruth HOLMES (secretary), John MERIVALE (reporter), John ZETTER (chair)
Amsterdam: Lennert GOEMANS (input), Jan Willem KOOIJMANS
Rhein-Ruhr: Kathrin FEIGS
Saar: Berthold HUWIG
Frankfurt: Peter KREISL (first discussant)
Luxembourg: Patrick BOUSCH, Henrik SCHULTZ (written report)

Input by Lennert Goemans (summary)

- Too much policy making and plans but not enough implementation (e.g. planting trees)
- Too little interaction and coordination during implementation
- "Standard-bearer" needed to encourage people
- Defining collective goals and policies on regional level
- Implementation of projects and discussion of regional policy on local scale

Download the complete input from the download section at www.saulproject.net

First discussant: Peter Kreisl (Planungsverband Ballungsraum Frankfurt Rhein-Main)

Compensation – Instrument to preserve open spaces

In the Regional Park RheinMain landscape development is not supported by officials. They care more for urban and airport development.

To implement open space planning, a catalyst must be found. Compensation payments, which according to German law must be made for infrastructural and urban development and must be used to improve the quantity and quality of green areas, are used to acquire open spaces. But due to the ongoing consumption of land for various uses, there is a lack of potential land left for landscape development. Apart from that, there is a lack of capacity building, e.g. to encourage landowners to maintain their land. Legislation in the state of Hessen only provides investment funding but no maintenance funding. Apart from that, federal law does not encourage cross-sectoral links.

Implementation – a problem in Luxembourg

Patrick Bousch points out that a structure for implementation of sectoral plans is missing in Luxembourg. A regional manager who accompanies cooperation processes is needed.

Informal matchmaking-processes in the Netherlands

Lennert Goemans explains that the sectors for water management, forestry, environment and agriculture are represented in the provinces, the regions, the municipalities and the national organizations. The regions and the national authorities can make strategic proposals but the municipalities have the power "to do what they want". Bargaining needs to be based on trust. A matchmaking-process is an informal tool to coordinate planning and implementation on all levels and sectors.

General discussion and answers to the questions

The workshop participants decided to answer the following questions step by step.

Which motifs, conflicts and opportunities are best suited to introduce cross-sectoral policies on a regional level?

Driving forces for cross-sectoral policies

In growing regions, the demand for housing land can be used as a motor / driver for cross-sectoral policies. In order to ensure the quality of life and hence the economic position of the region, housing development has to be closely linked to the development of open space.

In shrinking regions, e.g. the Rhein-Ruhr region, this driving force does not work. But the development of open space itself can be a strong motif, which is demonstrated by the projects of the Emscher-Genossenschaft. The redevelopment of industrial brown fields can be used for improving the quality of open spaces and thus an important factor for economic redevelopment of the region.

Are urban landscape issues easy to handle, popular, prone to success and thus well suited as a starting issue for regional cooperation? Or are they politically weak, professionally complicated and thus an inconvenient and inappropriate starting issue? (In terms of network-theories: are they strong or weak ties?)

Top issue but not easy to implement

On the long run, the quality of life is a top issue. Cities compete for inhabitants and accessible open spaces are an important element of a liveable region. On the regional and local level urban landscape planning is a big issue and very popular. But urban landscapes issues are not easy to implement. They are politically weak. They can only be implemented by being linked to other fields of sectoral planning.

In which sectors do you usually find the "regular partners" and the "regular enemies" of policies aiming at sustainable urban landscape development?

"Enemies" – a wrong word

In the Rhein-Main Region the "regular partners" are the state and local authorities, the NGOs and environmental agencies. The "regular enemies" are promoters of certain infrastructure, like the German Rail and the Frankfurt Airport developers. The landowners can also become "regular enemies".

Lennert Goemans points out that a key challenge for regional planning is not to buy land but to make land-owners maintain their land. In this context the fact that public money can not be given to private firms is a problem.

"Enemies" is considered to be the wrong word, since it provokes unnecessary confrontation. In the Arnhem-Nijmegen-Region market stakeholders and urban development agencies are involved in the process of planning and they pay for landscape development. Economy is a common interest and the role of regional management is to create a balance between urban and landscape development.

Disagreement is maintained on the question if the pollution problem can be solved on a regional scale or only on a much larger scale.

Which "unusual partners" have you found up to now? Which common goals respective to SAUL did make this happen?

Partners in many other fields

Unusual partners are directors of museums and other partners from the field of "Arts, culture and tourism". Other partners are the big cities that surround suburban regions, e.g. Amsterdam, economical organizations, landowners and farmers as well as specific local players like the Chelsea football club.

Who pays for plans and processes and who decides about the results?

Does paying for a process automatically mean having the power? Which kinds of power play do occur when sectoral policies shall be coordinated?

Integrate the citizens (who pay)

Paying taxes is the way how citizens pay for plans and processes. Therefore it is very important to improve awareness about the issues and to make decision making more transparent. A regional fund would be helpful.

Paying for a process does not mean having the power. It is obvious that in earlier times large projects and popular places have been made by tyrannies. It is a challenge for democracies to implement popular places while integrating citizens. Generally projects are smaller today.

Which institutional settings have proven to be helpful for establishing cross-sectoral work in an urban landscape planning context?

Institutional core and vertical and horizontal cooperation is helpful

An institutional core to facilitate informal links is helpful for establishing cross-sectoral work. A strong institutional core can attract informal organizations and manage informal links. Furthermore, the vertical and horizontal cooperation within authorities is a precondition for cross-sectoral work.

In Luxembourg the national level makes the plans and tells the regions to implement them. The regions do not acknowledge the plans, because they have not been involved in making them. Therefore plans are rarely implemented.

From the sectoral policies coordination point of view: What are the three most important features for conceiving an urban landscape planning process as part of regional governance?

To conceive an urban landscape planning process, the regional view has to be included when making sectoral plans.

There must be a management rather than a governance approach.

A specific driving force has to be identified in order to link urban landscape development to a strong vehicle.

Results of Workshop 2 – Poster No. 1 and 2

Sectoral policies

Motors & opportunities

- The economic position – what's happening anyway? → Development
↳ decline

Easy or weak?

- Not easy but very suitable (popular)

Partners & Enemies

- Enemies = wrong language Economy is the common interest

Unusual partners

- Arts, culture, tourism - big city demands
- Landowners – farmers - specific – Chelsea football club

Who pays?

- Citizens – improve awareness of the issues / decision making

Paying = Power?

- No – challenge of democracy – tyrannies have made popular places
- Participation – small scale / N.B. Barcelona

Settings

- Institutional core to facilitate informal links
- Vertical & horizontal
- LSP

Conclusion – three features

- Sectoral bodies to include regional view
- Management more than governance

Identifying the motor.

6.3 Workshop 3 – Local authorities

"... to gain a deeper insight into the role of the local authorities and the coordination/co-operation of local authorities on a regional level."

Participants:

London: Nick BURTON (presentation), Martin JONES, John O'NEIL
Amsterdam: Arne GREVEN (first discussant), Peter van de MORTEL,
Michiel FIRET (chairperson)
Rhein-Ruhr: Kirsten Adamczak (input), Jutta PAUELS
SAAR: Sascha SAAD
Frankfurt: Heribert KERNER
Luxembourg: Christian LAMOUR, Sabine STÖLB (written report)

Questions

- Local authorities, inter-municipal networks and formal regional bodies in a regional governance setting: only win-win-situations? Which fears are expressed, which dangers are real threats to successful regional governance in favour of urban landscape planning?
- Who pays for plans and processes and who decides about the results?
- Does paying for a process automatically mean being in command of it? What kinds of "power plays" do occur when sectoral policies are being coordinated?
- If a gap between "regionally conscious" and "locally oriented" politicians on the local level begins to widen, what can be done to bridge this gap and spread knowledge (and positive energy) about the growing importance of regional level?
- Which adjustments does growing coordination/cooperation of local authorities require from planning on levels above the local level?
- From the local vs. regional policies point of view: What are the three most important features for conceiving an urban landscape planning process as part of regional governance?

Input by Kirsten Adamczak (summary)

"What are the three most important features for conceiving an urban landscape planning process as part of regional governance?"

- Human relations are the most important fact to make a process successful. If people feel fine, the atmosphere is creative and everybody has the possibility to express his wishes and needs, he will more easily accept other opinions.
- Be sincere! Tell the participants about the themes where no influence is possible and tell them where they can shape or turn decisions / processes / outcomes!
- Provide the process with money for the whole time it may last – nothing is more frustrating for participants and more dangerous for the credibility of the initiator of the process than to stop somewhere in the middle !"

Download the complete input from the download section at www.saulproject.net

First discussant: Arne Greven (City of Breda, Department of Regional Planning)

Arne Greven, who is responsible for landscape planning, describes experiences from his home town.

The Setting: Located between Randstad, the Ruhr-area and Brussels area as a kind of "in-between" area.

The Co-operation: Brabantstad is an "authority based" co-operation of 5 cities plus the Province of Brabant; 1, 5 Mio. Inhabitants are concerned. The Province contributes small monies, the cities contribute mainly manpower.

Some of the main issues: Connection to the High Speed Train "Amsterdam-Antwerp-Brussels", green planning.

The principles: The programme aims to develop an attractive landscape for housing, recreation and nature, because that is what society wants. Space is setting the limit to what is possible. The realization however is dictated by the market (availability of funds). As a consequence only the building part of the programme is realized without extra effort. The green ambitions need extra effort.

During the process: focus on results, but be flexible with plans.

Some details:

- The City of Breda uses the urgencies of others as a motor for the process.
- Rural villages are not involved on a regular base.
- National or local elections will probably not have major effects on the co-operation of Brabantstad.

A collection of contributions from the participants

Political parties and local/regional cooperation

What is the relevance of the political environment?

In Germany: There is a strong dependency on the political party that is in lead. Therefore it is very important to involve and convince all parties right from the beginning. This problem does not occur so much in the Netherlands and UK. If a co-operation is not "election-proof", what is the added value of cooperation? At least the challenges have to be agreed on right from the start, the solutions could be different. A high quality programme will be able to persist throughout different political settings.

Projects and processes

For politicians it is often impossible to realize the (political) relevance of individual projects. Therefore it is better to concentrate on (the funding of) processes and not on projects. The visibility of processes and results is crucial, therefore communication is very important! At the same time projects do not last that long and are poor without processes, but processes are hard to get funding for.

It is important to develop processes with a broad participation of the main stakeholders. The active group would consist of: local authorities, private and semi-public organisations, NGOs, individuals, consultants. If possible the same persons (individuals) should follow the process over the whole period.

Do co-operations of this kind last longer than the funding period? Common visions and agreed long-term processes are necessary. If there are visible and strong goals, there is a good perspective for the co-operation to sustain. In the Netherlands, new urban landscapes are not very well visible. As far as SAUL is concerned: are the local authorities influencing the processes or are the strategies set up in advance?

Regional involvement of local authorities

Challenges are to be met on the regional level, but due to human nature local politicians tend to concentrate their efforts on projects within the boundaries of their home town. Only weak involvement in regional matters can be expected as long as urgent local needs are still not fulfilled.

What can be done to change the approach of local authorities, i.e. to make them realize the need for co-operation on a regional level? Motivation for co-operation on a regional level can be stimulated by extra funding for regional activities. Trans-national co-operation is used to put pressure on local processes.

What is the role of administrations and what is the role of individuals? Co-operation on a personal (technical and political) level is more important than the co-operation of institutions.

Results of workshop 3 – poster no. 1

A major threat = political change?

- Disruptive to projects + process

How to protect ourselves?

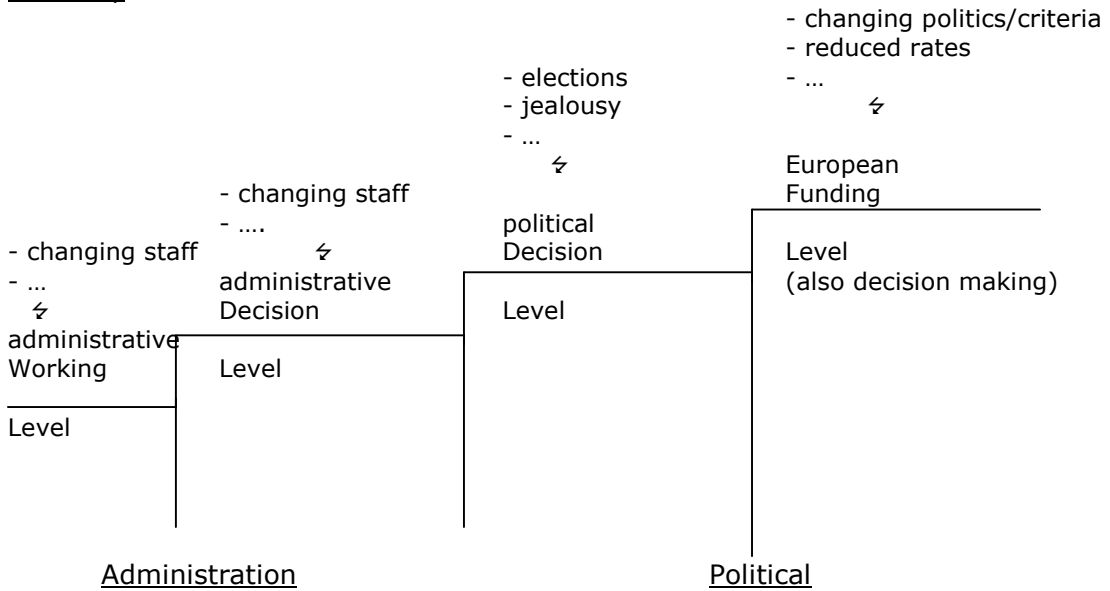
- 1) Process managed by non-political partnership
- 2) Cross-Party support
- 3) Other organisations involved eg. Business, NGO, Regional bodies
- 4) Shared vision – common goals
- 5) Manage the partnership 10-40 years?
- 6) Involve funders in process

Results of workshop 3 – poster no. 2

	<u>Process</u>	+		<u>Projects</u>	
	One process	→	to coordinate	→	many projects
Timing:	leads			→	follows
Scale:	Regional			→	local
Funding:	difficult		Integrate		easier
Strategy:	Vision		see no. 6		action
	Pilot projects		→		

Validation process
Threats = ↯

Summary



3 Main Points

1. Process managed by a regional partnership
2. Process = regional but leads to local action
3. Support + validation at all levels

6.4 Workshop 4 – Involvement of stakeholders and inhabitants

"... to promote involvement of regional stakeholders and the population."

Participants:

London:	Lindy KELLY, Daisy FROUD (input), Angela GORMAN, Helen RAWLINS
Amsterdam:	Evert VERHAGEN
Rhein-Ruhr:	Philippe GEHRKE
Frankfurt:	Susanna CALIENDO, Reinhart HENKE
Luxembourg:	Claude GROMMESCH, Isabelle RENOIR, Nicole SKIRDE-VURAL (written report)
Observer:	Dietrich FÜRST

Questions

- Which projects in the context of urban landscape planning provide special opportunities for the involvement of regional stakeholders and the population?
- What are the most difficult moments when you try to involve regional stakeholders and the population into an urban landscape development process?
- In which way will the role of a formal regional planning agency change in the context of regional governance?
- Does the mixture of formal decision-making and executive power with a the purpose of activating and enabling other partners bring about problems for formal regional planning agencies? How to cope with these?
- By which means can urban landscape planning help to further public awareness about the importance of regional cooperation?
- From the point of view of *involvement*: What are the three most important features for conceiving an urban landscape planning process as part of regional governance?

Input by Daisy Froud (Groundwork London)

Against the background of her work at Groundwork, London Daisy Froud described her experiences with public involvement on local level in the London Region. The presentation focused on the presentation of different approaches and ideas how inhabitants and stakeholders have been involved in local planning in the past. Following this input every project partner described his approach of involving inhabitants and interest groups in local and regional planning. Approaches were different due to the individual situation and background as well as to different planning cultures. The underlying questions for this workshop were kept in mind but not discussed systematically.

Download the complete input from the download section at www.saulproject.net

General observations

- Different planning cultures have a strong influence on public involvement procedures.
- Planning issues are usually not perceived as problems.

- If a process of public involvement is started it has to be made sure that this process will be continued to avoid disappointment among the target groups.
- Projects with short term implementation are very important.
- In order to engage people, communities of interest have to be identified. The most common issues are 'housing' and 'transport'.
- Public involvement is much more difficult to obtain on regional level than on local level. Planning on regional level usually addresses stakeholders and interest groups (e. g. Luxembourg, Frankfurt) whereas planning on local level usually involves inhabitants directly (e.g. Groundwork, Amsterdam).
- Information politics should be as professional as possible.
- In some situations it turned out to be very useful that planners as experts had prepared a first draft of the plan or concept which served as basis for discussion in a public involvement process.

Questions

- Will planning be improved by giving more responsibility to the population?
- What is the benefit of engaging people? One benefit is the long-term protection of investments because an early involvement on neighbourhood level enhances respect for local environment and the investments made.
- Who is going to start the process and where should it start? On a regional or on a local level?

Examples of public involvement in the partner regions:

Groundwork London

Groundwork London focuses on public involvement on local level, often even neighbourhood level. For more details see presentation of Daisy Froud.

Amsterdam

In a local community in Amsterdam, the process of public involvement is accompanied by a professional planner. First, the population chooses 20 items that they consider as their points of interest. Then the planner will elaborate a plan taking these points of interest into consideration. The expert is not obliged to integrate the given points in his plan, but he has to justify in the next public meeting why he didn't. The final decision will be made by the expert. The idea of this approach is a stronger focus on decision making as opposed to intensive discussions without reaching concrete results. Another approach has been applied in Amsterdam by asking students to draw imaginary plans for the site. These plans were displayed in public and the inhabitants had the opportunity to comment on them.

ILS and Planungsverband Frankfurt

The ILS and the Planungsverband Frankfurt face similar problems due to the German culture of planning. In the Rhein-Ruhr area different master-plans have been produced by different institutions without involving the public. These master-plans cover similar but not identical areas and different timescales and are sometimes contradictory. The Emschergenossenschaft has developed one of these master-plans, focusing on the involvement of local authorities on the regional level. Local population and other interest groups are not involved.

Luxembourg

In the South Region of Luxembourg significant changes are on the way related to the re-conversion of industrial brownfields. In order to involve the population, PROSUD (a group formed by local municipalities and stakeholders in order to promote regional planning) applied the "Future search conference methodology". Eight godfathers have been chosen for eight different themes. These godfathers were each responsible for identifying seven more persons relevant for their theme. Problems were encountered when some of the selected stakeholders were not able to attend the workshops of the future conference

and new stakeholders had to be identified. At the moment young people are underrepresented.

The future search conference is expected to develop a vision and a working programme as well as projects that can be implemented within short time. For broad communication of the results, PROSUD will use a school TV-channel in Esch that is received by a great number of households in the South Region.

Saarland

In the Saarland a spatial vision for a project dealing with the development of a forest north of Saarbrücken has been elaborated by planners. The idea was to make use of experts' know-how and experience before consulting local and regional stakeholders. This concept serves now as a basis for public discussion. The partner institutions have adopted a common strategy for public participation in the respective projects.

Results of workshop 4 – Poster no. 1 and 2

“... involvement of regional stakeholders and the inhabitants”

- planning culture
- policy of consultative planning (UK) in early stages
- no culture on regional level, but started with south region in Luxembourg
- participation and consultation has been common for the last ten years in Holland, but trying to focus on decisions now
- the Saar-project tries to build a co-operative structure with stakeholders and “organized inhabitants” (community Org.)
- Authority lead formal procedures plus waves of fashions of community involvement (Germany) Frankfurt

- Different Methods of engaging stakeholders / inhabitants – places, approach
- Importance of feedback / conclusion
- Use of stories
- Quality
- Setting boundaries & clarity of method (Time, resources, scale, start...)
- Use of “hook’s” - interests
- Planning is fun!
- Benefits of participation (awareness of) – sustainability

7 Plenary session: the second Saul symposium issues

Chair: Ursula Stein

Topics of discussion

SAUL – governance

Governance is a means, SAUL wants to use. Engaging everybody and providing transparency and trust are major goals of SAUL which can be achieved by management oriented regional governance. The management device fits better than the governance approach.

Local participation put in regional context

To get people interested in the regional level, the local efforts to involve citizens has to be put in a regional context. Citizens have to be informed about region efforts in local projects. Translators are needed to explain and discuss the regional issues with local players and citizens. Many things in the everyday life have something to do with the region, e.g. paths abroad community borders. These interfaces with the "regional map" can be used to explain regional planning.

In the region of the former German capital Bonn, the general guidelines for development topics (e.g. housing development) have been set up by experts in regional discussions. Participation of residents has been ensured in the context of local projects which were designed according to the regional guidelines.

Remarks to the SAUL- approach to Luxembourg South Region (John Zetter)

The collaboration with PROSUD is a good start. To begin an interactive, long-term process by putting resources in informal processes seems to be a successful strategy.

A useful addition would be to involve schools and teach "regional issues" there.

A key issue in Luxembourg is the coordination between the sectors. With regard to this, the strategy may focus on five points:

- Generate a common vision.
- Create a committee in central government for the South Region, which is charged to think about the region.
- Involve, engage as many local authorities as possible. They are continuous regional players.
- Engage more regional (private) stakeholders.
- Generate a plan by bottom up approach.

Reactions to John Zetter

Involving schools

Involving the education system is a good idea. The local high school already maintains a regional television program. Integrating schools will be an addition to the strategy.

Future search conference vision play

With the help of a vision play, participants of the future search conference already discussed about future goals for the South Region.

8 Conclusions towards SAUL policy recommendations - Clive Fox (Groundwork)

Two very important conclusions from Clive Fox' conclusions from a day when "a great deal of work has been done, which we will need to digest and put into the SAUL work in progress":

- The balance between formal and informal governance is essential, but what constitutes the right balance has to be determined in each set of circumstances. Clearly, informal structures are better suited to some tasks rather than others – but by their nature, they are flexible; they tend to be fluid; they may be unpredictable; and they carry risks. These are, of course, the very qualities which also make them dynamic, with the potential to bring about real change.
- The potential for informal structures to have a far-reaching influence, over time, on the different kinds of formal structures of government for spatial planning in Europe; and if these processes of combining government structures with informal processes are encouraged, they can have the effect of changing the formal attitudes in the long term. There is already firm evidence of that.

Download the complete message from the download section at www.saulproject.net

9 Summary

Most important findings for managing the regional dimension of planning new urban landscapes:

- **Regional management/governance may qualify process of planning**
Urban landscapes can be qualified by making use of management tools. With a minimum of formal institution building, the potential of informal activities can be availed. To put regional governance on the run, a region needs stage-management, leadership and the creation of urgencies and a vision.
- **Principles for informal processes**
There must be a formal frameset when supporting informal processes to ensure the balance between formal and informal governance. The "negotiating table" is one tool to ensure that there is room for proceedings.
- **Bring urban landscape development on the agenda**
How can informal processes support the discussion on urban landscape development by formal decision makers? Urgencies and public attention have to be created.
- **Catalyst / driver is needed**
Is there a special catalyst / driver to implement open space development in the region? A motor has to be identified and stimulated to strengthen urban landscape development.
- **Intermediate person / translator needed**
Who can explain and discuss regional issues and urban landscape planning with local players and citizens in the South Region?
- **Integration into sectoral plans**
To conceive an urban landscape planning process, the regional perspective has to be included when making sectoral plans.

- **Recurring question: top down vs. bottom up**

To which extent is a bottom up approach suitable on the regional level? In a region where bottom-up experiences are rare, a strategy of “small steps” seems to be right. Local projects closely linked to the regional strategy are considered to be successful.

Download the symposium photo album at www.saulproject.net