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Inspire Policy Making with Territorial Evidence

# Articulating different planning scales

ESPON TNO - New challenges and thinking for spatial planning  
systems: insights from ESPON projects

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EUROPEAN UNION

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Inspire Policy Making with Territorial Evidence

# // Articulating different planning scales (cooperation)

# Outline

The ReSSI Project

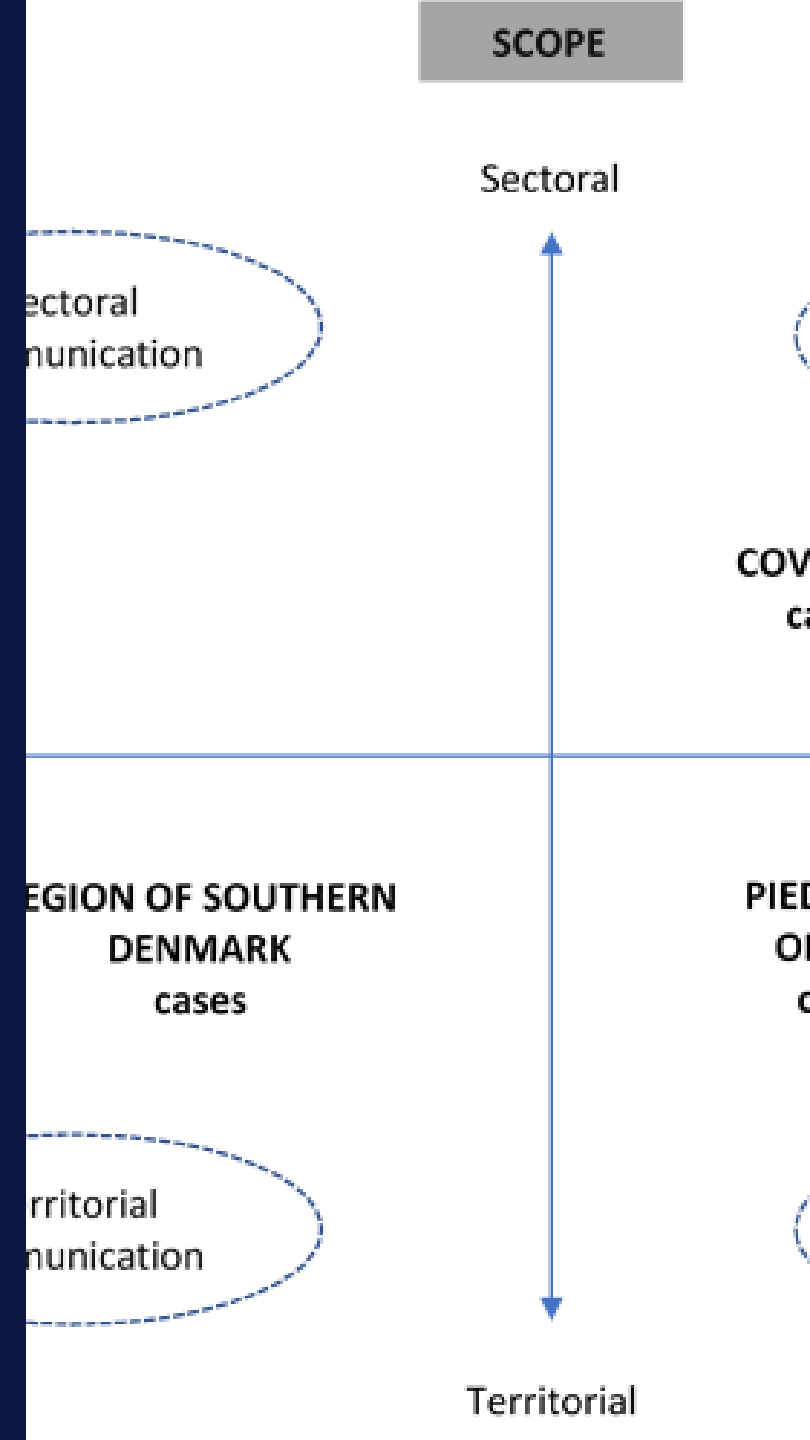
The Oeiras case

The Region of Southern Denmark case

Articulating different planning scales

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# The ReSSI Project



# Project objectives

- Explore good practice in local and regional development
- How to promote sustainable and inclusive regional strategies?
  - Changing role of Local Authorities and growing number of stakeholders
- What is good practice in delivering economic development policy?
  - In the context of new governance frameworks

# The cases

- Coventry: Electric Taxis and UK Autodrive
- Region of Southern Denmark: Regional Growth and Development Strategy and Regional Development Agreement 2016-17 for South Jutland
- Piedmont Region: Corona Verde and National Strategy for Inner Areas
- Municipality of Oeiras: Green and Blue Corridor

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# The Oeiras case



# Territorial governance framework

- Municipalities have assumed the status of effective local authority
  - Parishes: too small; regional authorities: not enough power
- Municipal Master Plans (mandatory)
  - Coherent set of instruments for territorial management, operating at levels NUTS I through III
- Low compatibility between plans in different municipalities
  - Slows the planning process
  - Low transparency, rules unclear
- Overall, **individual municipal plans have impaired inter-municipal articulation**



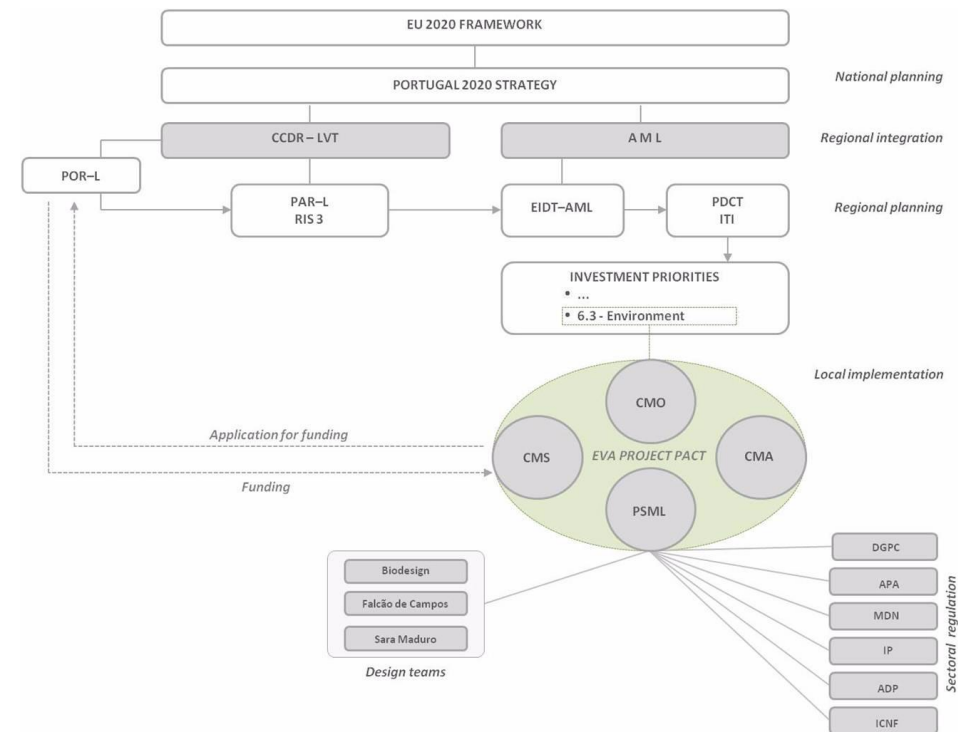
# The *Eixo Verde e Azul* (EVA) project

- Project to create a 10km<sup>2</sup> park
- Shared by 3 municipalities: Sintra, Amadora and Oeiras
  - “...each municipality works like an island, it is like an archipelago“ (Interviewee)
- 1 coordinator organisation, *Sintra Parks* (PSML)
- 3 design teams



# Complex institutional arrangement

- Must comply with
  - 3 Municipal Master Plans
  - Development Strategy for the Metropolitan Area of Lisbon
    - 18 independent mayors in Greater Lisbon
  - 6 national and regional statutory planning authorities
    - Each with sectoral accountability and veto over interventions in their jurisdiction
  - Challenge: collective action in the absence of clear and effective regional leadership

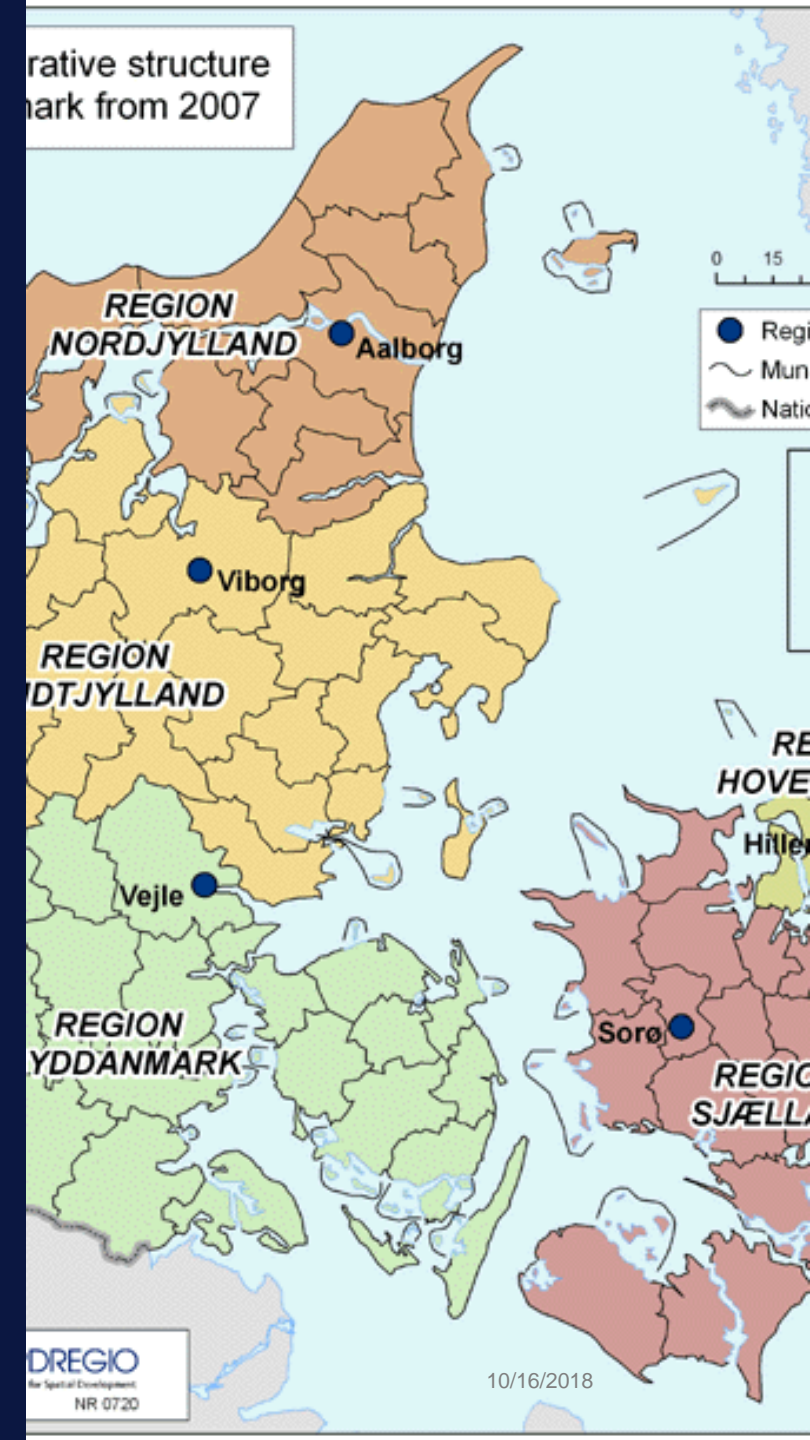


# Promoting articulation

- Focus on bite-size actions, rather than large-scale territorial planning strategies
- Work around a general, shared **idea**
  - 'Improving Quality of Life'
- Consensus-building through multi-stakeholder deliberative meetings
- A trustworthy **broker**, PSML
  - Created a shared strategic vision
  - Helped insert EVA into the Municipal Master Plans of the three municipalities

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# The Region of Southern Denmark case



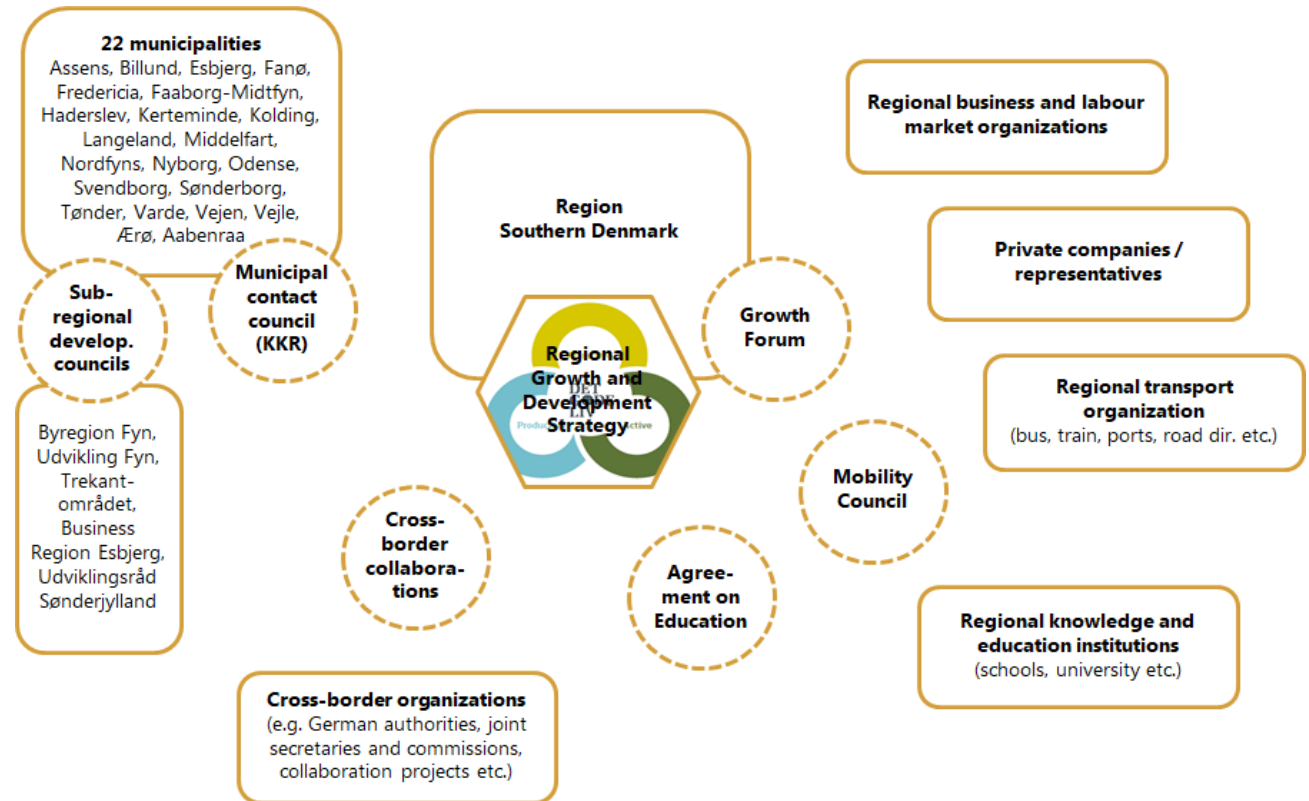
# Territorial governance framework

- Regional Authorities have no formal planning mandate
  - National government mandates creation of regional growth strategies
- Planning authority resides with municipalities
- Municipalities cooperate in polycentric clusters (*national centres*), independent of Regional Authorities



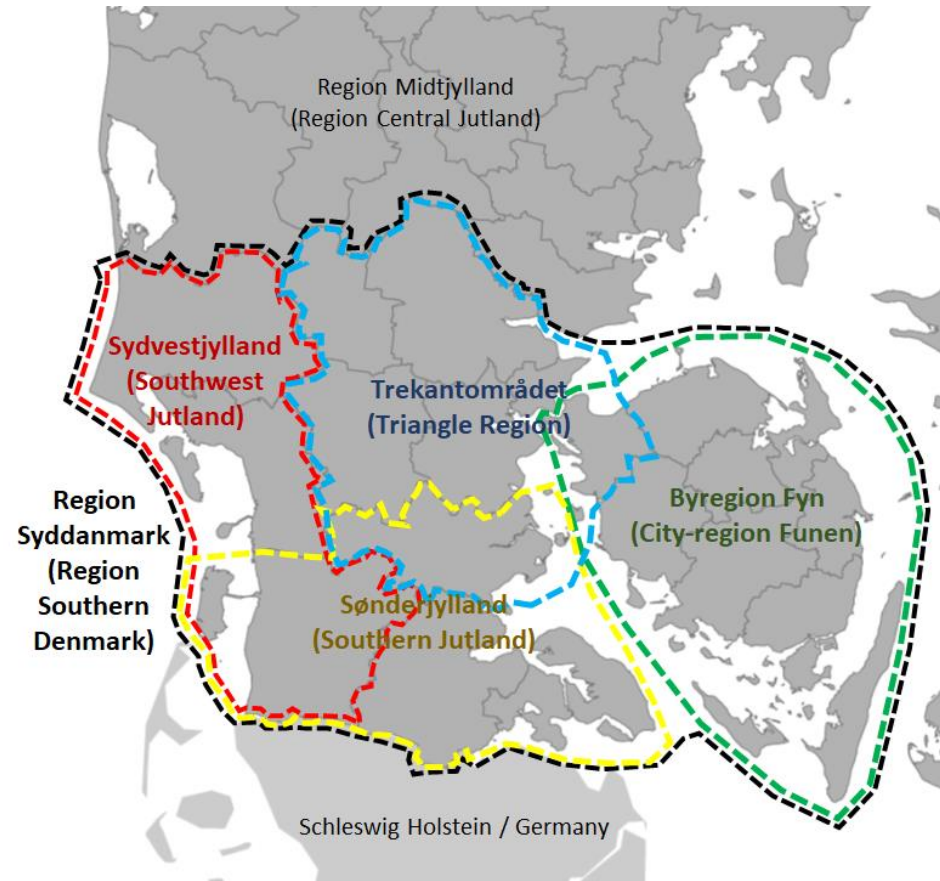
# The Regional Growth and Development Strategy (RG&DS)

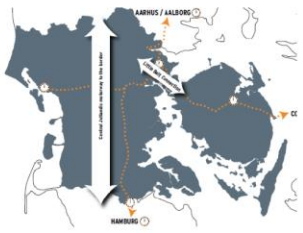
- Regional growth strategy of the Region of Southern Denmark (RSDK)
- Build around a key concept
  - *The Good Life as a Driver of Growth*
- Regional authority as a key provider of information to stakeholders
  - Territorial trends and challenges
  - Creation of new perspectives
- Provision of information as a building block of trust and legitimacy



# The Sub-Regional Development Agreement

- Follow-up to the RG&DS
- 'Platform for dialogue and cooperation' between Regional Authority its 4 sub-regions
  - Fuzzy borders in each
  - Participation of municipalities varies
- Currently under development
- RSDK as an information provider and broker
  - Focus on visual information





Regional Development Plan 2012-2015, illustrating the 'three regional priorities' (RSDK, 2011)

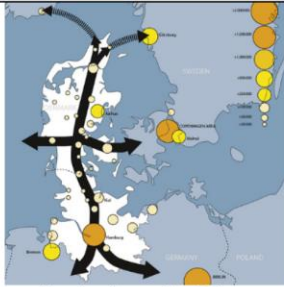
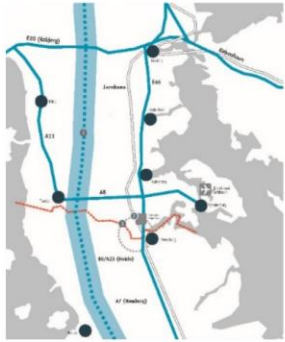


Illustration of a future development corridor in the Jutland Corridor project (URMA, 2014)



Current infrastructure mapped in RG&DS 2016-2019 (RSDK, 2016b)



Vision for the Jutland Corridor from the Southern Sub-region (UdviklingsRåd Sønderjylland, 2014)



Depiction of a new central highway in the Joint Municipal Plan 2013-2025 of the Triangle Region (Billund Kommune et al., 2014)



Infrastructure corridors depicted in Strategy Fyn 2014-2017 (Byregion Fyn, 2014)



Proposed routes for a new highway in Central Jutland (Hærvejskomiteen.dk)



Vision for a Central Jutland corridor (Hærvejskomiteen, 2014)



The region's 'three priorities' illustrated in a newsletter. In the regional strategy they are only described in text. (RSDK, 2016a)

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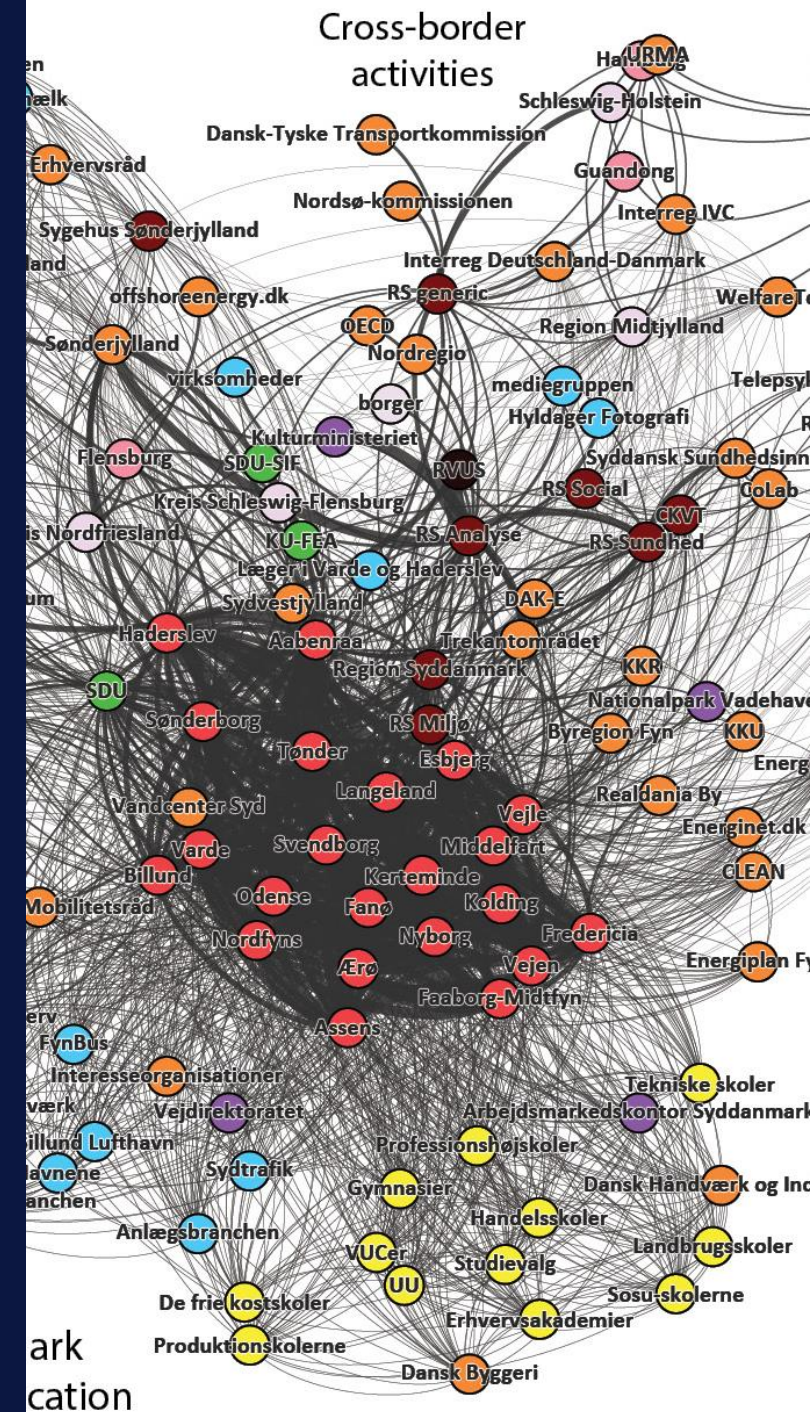


# Promoting cooperation

- Work around a general, shared **idea**
  - ‘The Good Life as a Driver of Growth’
- Provision of information as a key mechanism for cooperation
  - Builds legitimacy and trust
  - Helps develop agendas and guide direction of policy
- The Regional Authority as a trustworthy **broker**, aligning local priorities and national agendas

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## Articulating different planning scales



# A changing role for regional actors

- Municipalities are the key actors in planning; regional level comparatively weak
- Inter-municipal articulation can unlock under-utilised potential and capabilities
- Contexts for articulation
  - Common projects (EVA)
  - National agendas (RG&DS)
- Articulation should focus on 'regional' dimensions, while offering sub-regions and municipalities a perspective for joining forces
- Regional actors increasingly important as brokers

# Brokering effective articulation

- Focus on deliverable, discrete aspects
  - *Projects* rather than *territorial development*
- Build common ideas around which local actors can articulate and work towards
- Information provision is not a passive exercise
  - Create coalition of local and regional actors
  - Build trust and legitimacy
  - Develop and implement ideas and agendas



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# // Thank you

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