

# RISE

## Regional Integrated Strategies in Europe

-

### Identifying and exchanging best practice in their development

Targeted Analysis 2013/2/11

Inception Report | Version 27 March 2011



This report presents a more detailed overview of the analytical approach to be applied by the project. This Targeted Analysis is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

This report does not necessarily reflect the opinion of the members of the Monitoring Committee.

Information on the ESPON Programme and projects can be found on [www.espon.eu](http://www.espon.eu)

The web site provides the possibility to download and examine the most recent documents produced by finalised and ongoing ESPON projects.

This basic report exists only in an electronic version.

© ESPON & University of Birmingham, 2011.

Printing, reproduction or quotation is authorised provided the source is acknowledged and a copy is forwarded to the ESPON Coordination Unit in Luxembourg.

## List of partners

University of Birmingham - Centre for Urban and Regional Studies (CURS)

Delft University of Technology - Research Institute for Housing, Urban and Mobility Studies (OTB)

University of Copenhagen - Forest & Landscape, Denmark (FLD)

University of Umeå - Centre for Regional Science (CERUM)

Nordic Centre for Spatial Development (NORDREGIO)

# Table of contents

## **1. Introduction**

## **2. Purpose and Context**

2.1 Main objectives of the research project

2.2 Rationale

2.3 Background to regional policy integration

## **3. Design and Methodology**

3.1 Approach, sustainability and equality

3.2 Research Methodology

## **4. Overview of the Current State of Play of RISs**

4.1 Birmingham (West Midlands)

4.2 Randstad

4.3 Zealand

4.4 Västerbotten

## **5. Proposal for the Most Effective Design and Form of the RISE Toolkit**

## **6. Detailed Work Plan**

## **7. Conclusions**

**ANNEX 1: Taking Stock of Learning from Earlier ESPON Targeted Analyses**

**ANNEX 2: 1<sup>st</sup> Draft Proposal for the Rise Toolkit**

## **1.0 INTRODUCTION**

In this inception report we take forward and elaborate the specification, analytical framework and approach for the Regional Integrated Strategies in Europe (RISE) research project. The report reflects upon a review of the main documents and data sources provided by stakeholders and produced in conjunction with the academic partners. It also involves a first analysis of existing ESPON results that are of relevance to the project. On this basis it provides an overview of the state of play of the regional integrated strategies of the four RISE case study regions. It also considers the models used – or proposed – in these four regions for stakeholder engagement. The report sets out a proposal for the most effective design and form of the RISE Toolkit, including an approach for defining its framework conditions. Finally, the report presents a detailed work plan towards the Interim Report.

## 2.0 PURPOSE AND CONTEXT

The focus of this project is upon the emergence of Regional Integrated Strategies across Europe and – as the subtitle suggests – to identify and exchange best practice in the design and development of such strategies. The background for the study is a three-fold change in the environment for regional policy-making:

1. the growing spatial complexity of economic linkages, with the emergence of *multi-local economies* in which short range regional networks are combined with long range trans-national and global linkages between regions.
2. the growing complexity of regional governance patterns, with the emergence of *multi-modal governance* in which traditional hierarchical or bureaucratic approaches are combined with – or replaced by – marketised, networked or partnership-based governance.
3. the opening of society up to intensified communications and networked organisation, with the emergence of new ways of using the internet – *Web 2.0* – for open source creation, innovation and coproduction, whereby different stakeholders can identify common interests and engage with public policy processes.

As a consequence of these changes traditional bureaucratic approaches to integrated strategies, in which these often coexisted alongside isolated sectoral policies, are being rendered obsolete. The traditional bureaucratic approach attempted to integrate too many themes and therefore tended to collapse under its own weight, leaving a series of disintegrated silos running alongside one another in which the real interdependence of sectoral policies was neglected.

The RISE project will therefore examine the hypothesis that, against this background, a new approach to regional strategy is emerging, one that involves *flexible integration*. The strategies concerned are no longer all embracing in aspiration, but sit alongside other integrated strategies covering other themes or areas. They involve several sectoral responsibilities – combining particularly the economy, land-use and social cohesion –

which are integrated to varying degrees internally. And they communicate to varying degrees externally with a population of other strategies, and to the wider world of stakeholders with whom they seek to engage interactively.

The project therefore aims to critically analyse the emergence of regional integrated strategies in the four stakeholders' regions in Europe that together represent a wide variety of territorial and institutional settings. Through literature reviews, case study quantitative and qualitative research carried out by researchers based in the four respective regions, intensive collaboration with the four stakeholders and regional workshops, the project aims to enhance the performance of Regional Integrated Strategies. An important result will be a toolkit to support policy makers in the four regions as well as (after testing its general applicability by means of a web-survey) in other regions elsewhere in Europe. In so doing the project will be of great interest to both, the scientific and the policy community.

## **2.1 Main objectives of the research project**

The project's overall objective is to develop our knowledge and understanding of regional integrated strategies – of their emergence and of their operation – in Europe. The project will gather and analyse information about these from the case study regions, and from comparisons between these regions. The project will test the hypothesis that a new, flexibly integrated form of regional strategy is emerging in response to the three features of economic, political and social change identified in the introduction. The project will draw out policy implications from this exploration, and will devise a toolkit to assist policy makers to adjust their own approaches to regional strategy. This overall objective is broken down into five sub-objectives:

- 1. To chart the dimensions of the Regional Integrated Strategies in the case study regions, their scope, their participants, their process, their integration and effectiveness.** The project seeks to analyse the functioning and effectiveness of various RIS approaches in a wide variety of different contexts, and will draw upon existing literature and secondary data, as well as the case studies of the four pilot regions (West Midlands, Zealand, Västerbotten and Randstad) in drawing conclusions.

2. **To examine the origins and emergence of the RISs in their different territorial and institutional settings over time, the problems to which they responded, the solutions which they offered.** RISs aim to influence territorial and institutional contexts, but at the same time they are also a reflection of these contexts. It is therefore important to understand what the RIS approaches respond to, or elements of it, work in which context and why. **Develop typologies of Regional Integrated Strategies:** to produce an overview of different types of RIS according to a variety of dimensions including aims and objectives, thematic scope, development approaches, stakeholder involvement strategies, vertical and horizontal integration, implementation strategies, monitoring and evaluation systems. This typology will be based on findings from 1 above, including evidence from literature and review of the case studies.
3. **Develop and test a RIS-toolkit applicable in the four stakeholders' countries and Europe:** to create a comprehensive toolkit of criteria, strategies and instruments in order to enhance the performance of RISs and to support the four stakeholders' regions and regions elsewhere in Europe. A RIS is more than a vision or policy document and should be understood as a governance package consisting of a coherent collection of mutually related instruments. This includes integration indices, financial tools, monitoring and evaluating instruments. The proposed toolkit will also include knowledge and criteria to guide the making and monitoring of RISs. Informed by the outcome of the case studies (see objective 2), a review of literature on policy transfer and a web survey among stakeholders across the ESPON space, the project also aims to test the toolkit outside the stakeholders' regions and provide general indications of how and to what extent specific tools can be applied in various territorial and institutional contexts.
4. **Conclusions and recommendations:** to draw overall conclusions and to provide recommendations for RIS to be applied in the West Midlands (UK), Zealand (DK), Västerbotten (SE) and Randstad (NL) and provide guidance for other localities at various geographical levels in Europe.



## 2.2 Rationale

As noted in the introduction, the context for the revised approach to regional planning across Europe includes economic change, political change, and socio-technological change. In the economies of regions there is growing spatial complexity, with the emergence of *multi-local economies* in which there are for example strong linkages between remote industrial cluster. These involve short range regional networks combined with long range trans-national and global linkages between regions. In the politics of regions there is growing complexity of governance patterns, with the emergence of *multi-modal governance* in which traditional hierarchical or bureaucratic approaches are combined with marketised, networked or partnership-based governance. In the society of regions, the opening up of social organisation to intensified communications and networking, with the emergence of new ways of using new media and the internet, is permitting open source creation, innovation and coproduction.

Within the EU the rationale behind this project and Regional Integrated Strategies can also be traced back to a number of policy initiatives such as the European Spatial Development Perspective or ESDP (CEC 1999), EU Regional Policy and domestic policies, all of which aim in their own way to contribute to balanced, coherent and sustainable spatial and economic development by effective policy making. At the European level the term that has become related to these efforts is territorial cohesion. Being mentioned alongside economic and social cohesion in the Lisbon Treaty as one of the main objectives of the EU, territorial cohesion refers to regional development from a spatial or territorial perspective. In so doing, it does not replace social and economic cohesion policy objectives, but complements them.

Territorial cohesion focuses on the development of independent but strongly interconnected, globally as well as mutually, competitive and sustainable regions by means of using or creating their territorial capital. Territorial capital knows many dimensions (as amongst others was pointed out by the ESPON TIPTAP project, which identified no less than thirty different elements) and each region should find its own specific recipe to extract it (OECD 2001). The result, voiced amongst others by the Territorial Agenda for the EU (2007), should be a harmonious development at regional, national, transnational and EU level. By moving away from the centre-periphery structure (conceptualized by metaphors such as the Blue Banana and the 20-40-50

Pentagon) towards a more polycentric development pattern, Europe should become more balanced with an evenly spread number of global economic integration zones with a high quality of life. Such zones, or mega-regions, consist of the kind of independent and interconnected competitive regions mentioned above. Regional Integrated Strategies (RISs) can play a key role in developing such 'regions'.

At the level of regions themselves, making use of and creating territorial capital for a sustainable and competitive development depends to an important extent on regional institutional capacity. This institutional capacity relates to a wide range of issues but, in general, indicates a public structure's ability to identify problems and implement policy solutions. In relation to territorial development such capacity refers to a common understanding between public, private and NGO stakeholders about a region's territorial capital and a strategy to make maximum use of it. Such strategies channel, amongst others, the allocation of funds and create synergies between various interests. Regional integrated strategies are both a reflection of and a way to organizing such institutional capacity.

Developing and implementing RISs, however, requires substantial effort and is conditioned by territorial and institutional settings. RISs can be understood as a new and promising answer to this complexity by delivering a coherent governance package consisting of organisational and management principles, a synergetic thematic focus, appropriate stakeholder involvement, creative financial and regulative solutions, and effective monitoring and evaluative systems. As a consequence of economic and political change, traditional bureaucratic approaches to integrated strategies are being rendered obsolete. The traditional bureaucratic approach attempted to integrate too many themes and therefore tended to collapse under its own weight, leaving a series of disintegrated silos running alongside one another in which the real interdependence of sectoral policies was neglected. It is in the context possible to hypothesize that a new approach to regional strategy is emerging across Europe, one that involves *flexible integration*. Here the strategies concerned are no longer all embracing, but sit alongside other integrated strategies covering other themes or territories. They involve a range of sectoral responsibilities – combining particularly the economy, land-use and social cohesion – which are integrated to varying degrees internally. And they communicate to varying degrees externally with a population of other strategies, and to the wider

world of stakeholders. By seeking the optimal balance between vertical and horizontal integration and implementation it may be appropriate for regions to develop several complementary RISs addressing different themes and objectives and different scales. Indeed it is unlikely that there will be one all encompassing RIS in any region, and the key issue is therefore whether the most influential and interdependent policy components are brought together.

Already, it can be observed that in certain regions RISs are in place. For example, within the Randstad, for which exact geographical borders are not defined, the Randstad 2040 structure vision is complemented by four provincial visions as well as two metropolitan visions and a variety of cross-thematic implementation programmes at various geographical levels. The project seeks to analyze which RIS approaches work best in which conditions. The implications of the existence of a population of RISs within a region will be investigated through the study outlined here. The transferability of the research results will play a key role in the project. In these circumstances it can be hypothesised that the leadership which emerges within each RIS, as between different sectors (e.g. economic, land-use, social housing, etc), will be an important factor in determining the orientation of that RIS.

With the four regions West Midlands, Zealand, Västerbotten and Randstad most (but not all) territorial and institutional characteristics to be found in the EU will be covered: from densely to sparsely populated, from central to peripheral, from competitive to losing competitiveness, from growing to shrinking, from institutional congestion to institutional scarcity. This will enable the project to develop a RIS-toolkit which potentially is widely applicable across regions in Europe.

In terms of ESPON research the project, with its strong focus on governance approaches and instruments, will cover new ground and integrate the results of various projects (in particular ATTREG, regional sensitivity, CAEE, INTERCO, EITA and TERCO and ESPON 2013 project: METROBORDER). From a scientific perspective the project forms an excellent opportunity to elaborate on some recent themes relating to multi-level governance, legitimacy, spatial leadership, relational geographies and new forms of territorial governance by providing sound empirical and comparable case

studies. In so doing the project will be of interest to both the scientific and policy community.

### **2.3 Background to regional policy integration**

Generally speaking the desire for policy integration can be regarded as a reflection of the emphasis upon joined-up working and the shift from government-led policy making towards systems of governance which involve a range of public and private actors. This includes a shift from tested and reliable instruments, which in the field of regional development means centrally allocated funds for infrastructure development and, for example, subsidies to companies, towards the deployment of a wider array of instruments including benchmarking, cooperative networks and clusters, skills training, and procurement methods. In the field of regional development governance offers a means to respond to the growing dissatisfaction as regards the management of central policies and programmes to steer regional development. A particular governance aspect receiving attention concerns the horizontal and vertical interdependence between various policies, causing both positive and negative policy interactions. Thus ‘policy coherence’ has become high on the political agenda. Regional Integrated Strategies, understood as a governance package, can be regarded a promising approach to achieve joined-up solutions and creating synergies. In order to do so, they need to answer and take care of a number of fundamental questions and issues.

1. The performance of any specific regional policy (perhaps a sectoral or thematic policy) depends (a) upon its own *intrinsic* qualities in relation to its target domain (e.g. enterprise development schemes may succeed or fail depending on the skills of business advisors and the selection of enterprises) and (b) upon its *extrinsic* qualities, upon its consistency with other policies that are being pursued at the same time in the same area, and that may interact – reinforce or undermine – this policy. The research outlined here, in its focus upon the integration of policies for particular regions, focuses especially upon the second – extrinsic – source of effectiveness, the effectiveness of a set of policies taken in aggregate – the degree to which the effectiveness of each individual policy contradicts or conflicts with the effectiveness of all the relevant and potentially interacting policies taken together. That is to say, it takes the term ‘integration’ to refer to not merely the coexistence of policies, or their mutual acknowledgement, or the involvement of

a range of stakeholders, but also their consistency – the level of synergy, the absence of allergy.

2. It is recognised that horizontal integration is in some cases difficult to achieve, and that it will take time to establish and to enhance. Questions that arise in reference to the horizontal integration of the strategies in different regions concern the operationalisation of the dimensions of integration as follows:
  - i. How well do policy-makers understand the intrinsic performance of any specific policy measure? This concerns the methodologies have policy-makers put in place to *measure* and *feed-back* the intrinsic performance of policies (e.g. in terms of inputs, outputs and outcomes from the different strands of policy in different thematic areas considered separately).
  - ii. In particular, how well do policy-makers understand the degree to which different policy strands (e.g. those concerning *economic growth, environment and climate change, business needs, social and health*) interact with one another, and the nature of this interaction (e.g. synergy or allergy)? This concerns the methodologies that are in place to evaluate mutual *consistency* and *synergy* – in their inputs, outputs and outcomes – between different policy strands in different thematic areas.
  - iii. This leads on to the third question – to what degree have the main interacting policy strands been brought together within the same strategic framework, and have any crucially interacting strands been separated out? By strategic framework here we mean principally the strategy-making, implementing and reviewing cycle, but this relates to the organisational framework such as committees, alliances or partnerships. Where there are several RISs within a region (as will often be the case) this concerns the leadership within each RIS and the extent of coordination between RISs.
  - iv. How committed are policy-makers to strengthening integration? How well are they building towards – planning for and addressing – the enhancement of policy integration over time? This concerns identifying cross-cutting policies, establishing *communications* between the managers of the different thematic policies within and between RISs around the achievement of their mutual consistency and synergy. It also concerns the management procedures and cycles that are in place to enhance integration, the attentiveness of the strategic coordination process to the

need to build towards greater integration over the course of several policy/management/budget cycles.

- v. How much progress have policy-makers made in strengthening horizontal integration? This concerns the *responsiveness* and *mutual adjustment* of the proponents of different policy themes in the light of feed-back, the efforts made to overcome obstacles, over time. Again this concerns internal and external integration within/between RISs, and it involves researching the time-lines for the development of this integration in each region.

Taken together these represent the main operational dimension of horizontal policy-integration as this phrase is used in the present proposal, and they will form part of the focus for the data collection and analysis outlined below.

### **3. RESEARCH DESIGN AND METHODOLOGY**

In this chapter we examine the design considerations informing the RISE study, and we set out the methodological approach that is to be adopted.

#### **3.1 Approach, sustainability and equality**

Following on from the call for proposals, a dual research approach will be applied to the project, consisting of an analytical part (referring mainly to published literature) and an interactive learning part (revolving around project workshops and the actual testing of the RIS toolkit in the stakeholders' regions and – beyond these regions – via an internet survey). In order to meet the overall aim of the proposed project and following the description of the call for proposals, the project team consists of one partner from each of the four stakeholder regions countries i.e. the West Midlands (UK), Randstad (NL), Zealand (DK) and Västerbotten (SE).

Balancing economic competitiveness with social cohesion and environmental sustainability is a key challenge for policy makers at all levels. Changes in the economy, technology, demography and politics are reshaping the environment of regions and cities in Europe. Integrated approaches to regional spatial and economic planning are essential if the prosperity brought by new technologies and the 'knowledge-based economy' is to be equitably distributed within and between territories and groups of people. Thus the concept of sustainable development is core to RISs and will, therefore, be a key element of our investigation and of the set of indicators the project will produce.

Equality of opportunity concerns the alleviation of different forms of disadvantage – race and ethnicity, gender, sexual preference, age, disability. This is an important issue with generic significance, affecting policies both sectoral and territorial development of regions. The Roadmap for Equality between women and men outlines priority areas for EU action on gender equality:

Although currently under review it offers a frame of reference that can help the RISE project to mainstream the equality approach.

The project team will ‘mainstream’ both equal opportunities and sustainable development within the implementation of the project. Thus questionnaires and discussions with the stakeholders will seek to investigate and report on the integration of both within the RIS case studies. By taking a ‘mainstreaming’ view, we propose research that positively encompasses equality and sustainability issues. How aware are policy makers? Are policies active or passive? Are ‘statements’ merely background documents or are they visible in the foreground of economic and spatial planning? Equality and sustainability will be a strong feature of the reporting at seminars and in the wider dissemination to the academic and policy communities. In addition, each partner will adhere to an equality based approach in questionnaire and survey design, interviewing and reporting language according to the stated policies of their institutions.

### **3.2 Research methodology**

Several research techniques and methodologies will be applied to meet the set objectives. It consists of two main components: (1) analytical work, and (2) interactive learning. Regarding the *analytical work* component, the project will involve the following:

- i. A review of relevant literatures on spatial strategy, regional development and policy integration,
- ii. An examination of secondary data sources on regional spatial strategies, and on regions, to contribute to the development of regional profiles.
- iii. The design of a common case study methodology for the four different regions, involving the same variables and data collection methods, including respondent populations, questionnaires, sample sizes, coding, analysis, tabulation and interpretation of results.

Regarding the *interactive learning* component, this is planned to probe and validate findings from the analytical phase. One workshop is planned in each of the respective regions (i.e. four in total), to be organised in locations provided by the national stakeholders. By means of interviews prior the workshop and dissemination of results after the workshop, over the course of the work, these participants will become part of a national learning network on RIS. Furthermore, three additional seminars are to be



organised with the team of researchers (TPG) and the stakeholders; a kick-off, an intermediate and a closing seminar. The kick-off event will establish the background of the research and will allow the stakeholders to formulate what they intend to achieve. The intermediate seminar takes place after the case studies have been concluded and aims to exchange knowledge and bring mutual common understanding within the TPG and stakeholders of RIS at the next level, and in so doing prepare for the **next** work package: developing a RIS toolkit. The closing seminar would allow bringing the outcomes of the four tracks as well as the toolkit testing together and stimulate/facilitate joint learning and draw some overall conclusions/recommendations.

### **Literature review and study of secondary data sources**

The literature and document review will include the survey presented by WMIE, ESPON results, and academic literature on integrated policy making, organisational frameworks, evaluation and monitoring systems. It will also refer to existing secondary data sources.

### **The design and implementation of case studies of RIS approaches**

On the basis of the literature review and the secondary data analysis a case study methodology for the four stakeholder regions will be designed and rolled out. This design will address variables and data collection methods to be used, definitions of respondent populations and access to sampling frames, questionnaires, sample sizes, analysis and tabulation methods, and approaches to the interpretation of results. As noted above, respondents will be selected from amongst the policy-making and managing communities for the regions, not from amongst policy recipients or beneficiaries.

The case studies form the core of the project, in terms of both allocation of resources and answering the main objective of the proposed project. In order to draw comparable outcomes they will be based on a case study template. This template will be based on the secondary analysis, and will provide a set of research questions and methodology especially in relation to the selection of information sources and interviewees. To avoid a loss of the unique characteristics which each individual RIS case will exhibit the template will allow flexibility to enable the overarching priorities of different RISs to be accounted for – e.g., social, spatial, economic. An important source that will feed

into the template will be the knowledge the TPG members have about ‘their’ case study areas and feed-back supplied by the four stakeholders.

Each case study starts with a brief analysis of the region’s territorial and institutional characteristics, based amongst others on ESPON results. This characterisation will provide the context for the case study and for comparison between cases. For each case study a number of ten to twenty interviews are foreseen with key players, to be selected in collaboration with the stakeholders. Actors working in various sectors and at various levels of scale and of both public and private organisations will be selected as well as of influential NGO’s. This wide variety of interviewees will enable the TPG to address several issues related to policy integration (as discussed in I.3) in-depth and to provide a detailed and thorough assessment of its feasibility. Within each case study area a workshop will be organised together with the stakeholder where up to 15 non-TPG and non-stakeholder experts will be invited, some of the interviewees among them. A workshop between the TPG and the four stakeholders will facilitate exchange of knowledge and joint learning about RIS in various territorial and institutional settings. The methodology includes analytical and interactive components. The analytical component will involve the design of a template, the drafting of case study documents characterising the regions’ territorial and institutional structures, comparisons of cases based upon the examination of documents. The interactive component will involve consultation and feedback from local stakeholders on template and case study starting document; ten to twenty in-depth interviews with key players; four local workshops, one in each region with TPG expert and local stakeholder as well as up to 15 local experts. There will also be an Intermediate Workshop (TPG and stakeholders) to facilitate knowledge exchange and learning.

The result of the case study phase – which will be formalised further in the typological development phase – will be a report on the state of play of the regional integrated strategies of the four regions. This will amongst other things identify evidence of the relationship between sectoral and territorial policies in the context of the RIS, including the impact of different sectoral policies when these lead, and are taken as the template around which to build wider integrated regional strategies. It will also contribute to an evidence base to the discussion on the future of cohesion policy i.e. how RIS can contribute to future Operational Programmes. It will make a data input to the ESPON

20013 database. Finally, it will make an analytical input to territorial visions/strategies/scenarios dealing with major territorial challenges.

### **Develop typologies of Regional Integrated Strategies**

On the basis of 1 and 2 and the variables identified as crucial there, it is necessary to establish a typology indicating similarities and differences between various RIS approaches. Developing the typology will be important as it will provide criteria, objectives, methods, conditions and requirements, and leadership orientations of RISs. Following testing through interactive approaches, a final typology will be presented in the final report and will be the result of the case studies and the web survey. Interactive work at this stage will involve experiences of the TPG experts and stakeholders, as well as some exploratory interviews with other relevant actors.

Based on the outcomes of the case studies, workshops and literature review a toolkit will be compiled. As every case of regional policy integration will be unique there will be certain limitations regarding the transferability of RIS policy tools, instruments and models across different policy systems and cultures. This concerns the issue of policy transfer. As part of the toolkit a ‘policy transfer guidance’ will be developed based on literature review. This guidance will already provide an indication to what extent toolkit instruments are applicable outside the four stakeholders’ regions. To enhance our knowledge of the applicability the toolkit across the ESPON space an additional test will be carried out by means of conducting a web-survey among stakeholders across the ESPON space. In order to conduct the web-survey it will be proposed to use the network of ESPON contact points. The web-based survey will be conducted by using SurveyMonkey ([www.surveymonkey.com](http://www.surveymonkey.com)). The methodology includes analytical and interactive work as follows:

- Analytical work:
  - Literature review: ‘policy transfer guidance’
  - Literature review, case study analysis: draft RIS-toolkit
  - Interactive work:
    - Intermediate workshop: draft toolkit

- Web-survey under ESPON contact points: test RIS-toolkit and drawing conclusions concerning its wider applicability.

The RISE toolkit will involve:

- i. Recommendations on how the integrated nature of regional strategies – horizontally and vertically – can be enhanced and delivery made more efficient over the long-term.
- ii. A set of integration indicators that enable regions to measure, compare, and benchmark their own specific mix of thematic priorities.
- iii. New monitoring and evaluation indicators and methodologies which can be used to enhance the development of a RIS in review cycles.
- iv. An overview of financial models available to each region on how to combine different financial instruments (European, national, regional and local) to support the delivery of an integrated strategy.
- v. Models of stakeholder engagement and evidence of their effectiveness on policy integration and the delivery of the strategy.
- vi. A paper on ‘how to develop a RIS’ based on the project’s Draft Final Report and accessible to regional politicians and relevant stakeholders.

### **Conclusions and recommendations**

This involves drafting wider conclusions and recommendations coming out of the various parts of the project (documented in the final report). A closing workshop will be organised (TPG and stakeholders), enabling the exchange of cross-stakeholder and region experiences and learning. A final report will summarise the outcomes of RIS-typology, case studies and web-survey and provide conclusions and recommendations.

## **4. OVERVIEW OF THE CURRENT STATE OF PLAY OF RISs**

In this section we report on the current position of RIS in the four stakeholder regions. We identify the main documents relating to integrated planning and provide a brief summary.

### **4.1 Birmingham/West Midlands**

#### **Research Partner**

University of Birmingham

#### **RISE Stakeholder**

Birmingham City Council

#### **Key documents**

1. West Midlands Regional Spatial Strategy (RSS)
2. West Midlands Regional Economic Strategy – “Connecting to Success” (RES)
3. Birmingham/Solihull/Lichfield/Tamworth Local Economic Partnership Proposal to HM Government (LEP)

Other relevant documents include

1. Coventry/Warwickshire Local Economic Partnership Proposal to HM Government
2. Black Country Local Economic Partnership Proposal to HM Government

The first two of the above documents jointly provided an overarching planning framework when they were under the auspices of the Regional Development Agency (Advantage West Midlands). As such they covered all aspects of planning. While not integrated in content, by bringing them under one body, (the RDA) there was an intention to integrate different planning fields. Under the revised policy landscape of the Coalition Government the RDAs are being wound up. Planning functions, including economic planning, will henceforth exist only at two levels – national and district

(Local Authorities) with the regional planning function being abolished. Provisions for this change are being made through the Government's 'Localism' bill.

Functions such as housing or transport planning will return to Local Authorities. Economic planning will fall to newly created Local Economic Partnerships (LEPs). These are groupings of Local Authorities and business which seek to represent 'functioning economic areas' on a sub-regional spatial basis - but larger than single local authorities. The proposals for the three most relevant LEPs are listed as documents 3-5 above. Region wide functions will not exist as such though the LEPs are urged to collaborate. As yet, it is not certain if collaboration will be purely voluntary or statutory. It is also uncertain as to which functional areas, in addition to economic planning, each LEP will incorporate.

### **West Midlands Regional Spatial Strategy (RSS)**

The concept of Regional Spatial Planning (RSS) was developed by the last Labour Government. The RSS grew out of the previous national Regional planning Guidance. It incorporated both housing planning and transport planning which had been functions carried out at district level. Its original implementation period was until 2026. For the time being, at least, the document is still 'live' but it remains to be seen as to how it will be utilised by either the district level Local Authorities or the supra-district LEPs.

The geographical area included is the 'old' West Midlands region as covered by the RDA and by the former Regional Government Office. As discussed elsewhere, both these regional bodies have been abolished by the new Government. The area, which is centrally located in England, covers 13,000 square kilometres and has around 5.3 million people. Within the Region there are seven Metropolitan District Councils, three Unitary Authorities, four Shire Counties and 24 District Councils. The Region includes both Major Urban Areas (MUAs) and sparsely populated rural areas. This diversity is reflected in the nature of its population, with a wide range of multi-cultural communities. The Major Urban Areas (MUAs) are Birmingham and Solihull, the Black Country (including Walsall, West Bromwich and Wolverhampton), Coventry and Warwickshire, plus the major shire towns and cities beyond the MUAs including the

cathedral cities of Worcester, Hereford and Lichfield and important county towns such as Shrewsbury, Stafford and Warwick, Leamington, Telford and Rugby

### **Policy Area(s) covered**

The document covers all areas of spatial planning including business, retail, housing and transport. The stated aims are:

- **Urban Renaissance** – developing the MUAs in such a way that they can increasingly meet their own economic and social needs in order to counter the unsustainable outward movement of people and jobs facilitated by previous strategies;
- **Rural Renaissance** – addressing more effectively the major changes which are challenging the traditional roles of rural areas and the countryside;
- **Diversifying and modernising the Region’s economy** – ensuring that opportunities for growth are linked to meeting needs and that they help reduce social exclusion; and
- **Modernising the transport infrastructure of the West Midlands** – supporting the sustainable development of the Region. The region is located on the main NW-SE transport arteries – road and rail to the NW and London. There are also major road and rail links in a SW-NE direction to Wales and the E. Midlands region.

### **Responsible level of governance**

The governance has evolved from the West Midlands Local Government Association to the West Midlands Regional Assembly and then the RDA and West Midlands Government Office but, as discussed above, with the ‘stamp’ of the national Government. The former RDA took responsibility in the latter years of the last government.

### **Summary of RSS**

The document is built around planning for the development of (1) the Major Urban Areas (MUAs) and (2) other areas.

1. Each of the MUAs is perceived as developing enhanced economic and social roles, and building on their roles as service centre for cultural activities and on their historic heritage.

- Birmingham – strengthening its role as the Regional capital and emerging world city;
- Black Country – continuing its economic, physical and environmental renewal focused around improved infrastructure and the regeneration of town and city centres (including Walsall, West Bromwich and Wolverhampton)
- Coventry – along with Solihull and Warwickshire, to create a growth engine for the Region with links to the growing parts of the South East and East Midlands regions
- North Staffordshire – building on its traditional strengths of ceramics and engineering with good links to the East Midlands and the North West region.

2. The shire towns and cities beyond the MUAs continuing to act as a focus for new investment to support wider regeneration:

- Building upon traditional strengths of historic heritage and high quality environment, e.g., Worcester, Hereford and Lichfield and county towns such as Shrewsbury, Stafford and Warwick/Leamington;
- Supporting the continued development of towns such as Telford and Rugby with the potential and infrastructure to attract new investment;

Strong themes running through the document are the commitments to sustainable economic and social development. Sustainable communities and the development of mixed sites and low cost housing is a firm objective. There are commitments to encouraging the use of renewable energy, reducing travel, minimising water use and the use of materials.

Transport planning describes opening up areas to reduce isolation, improve travel to work and reduce social exclusion. The implementation of these policy objectives has been developed in “Transport 2010 – The Ten Year Plan” published in July 2000. The Plan is supported by an investment programme of £180bn from 2001/2 to 2010/11.



### **West Midlands Regional Economic Strategy (RES)**

The RES was developed by the Regional Development Agency. The document was drawn up via a consultation process led by the RDA. There was considerable interaction with business, Local Authorities, academia and voluntary groups. The West Midlands RDA was, like other English RDAs, a quasi governmental body which received funding from central government. It was also, as above, responsible for the RSS and oversaw the utilisation of EU structural funds in the region. The geographical area covered was the same as for the RSS above. The timeframe for implementation was coincident with the Structural Funds Operational Programme - until the end of 2013. The latter strategy was linked to the RES and all funded projects had to be consistent with it.

### **Policy Area(s) covered**

The document is about the economic development of the region. Under its stated plan, this was to be achieved via measures to support business, increase innovation, increase the rate of business start-up, improve the skills base, reduce unemployment and provide sites. The issues described in the document are the gap between the region's economic performance and the average for the UK on a series of measures including GVA per head, GVA per employee and the percentage of people that are 'workless'.

### **Summary of the Regional Economic Strategy**

The document considers the WM economy in the UK context and the measures needed to improve performance. The summary figures indicate a lower than average level of GVA per head, GVA per employee, and skills level. There is also reference to uneven intra regional performance between growth areas to the south of Birmingham and the 'old' industrial or inner city areas.

Under *Business* the policy was to support existing firms and create conditions for firm formation. The strategy is built on policy to support '13 strategic clusters' – a mixture of traditional business activities such as automotive and new areas such as screen, image and sound. Under *Place* the key priorities were the competitiveness of Birmingham as a major European and global city and the region's capital; to improve transport and accessibility; and to support sustainable communities.

Priority is also given to six regeneration zones and three high technology corridors. These are located in the north centre and south of the central conurbation and also covering the rural areas. These cover the most deprived areas in the region. The three technology corridors which are designated for further development link business sites, universities, science parks and high tech companies along three major communications links the M40/M42/M6, M5 and M54 motorways.

The third area of work, *People*, sought to address the low levels of qualifications in many parts of the region by collecting intelligence on skills needs and supporting training programmes.

The RES also sought to unite regional stakeholders in providing a ‘voice for the region’ in national and international fora.

### **Relationship of the RSS and RES documents to Regional Integrated Strategies (RIS)**

The RSS does not represent an RIS since economic planning is not included. It does however make reference to the Regional Economic Strategy as it seeks to support the provision of sufficient and suitable job opportunities as an important aspect of balanced and sustainable communities. It also makes specific reference to the six regeneration zones and three high technology corridors as a spatial focus for economic growth and diversification. These were intended to provide investment and employment opportunities and, through transport improvements, be made more accessible.

There are clear links to the Regional Economic Strategy through the regeneration zones and the ‘technology corridors’. Parts of both spatial planning and transport planning are proposed to support these spatial initiatives from the RES. The point is made that the five urban regeneration zones covered some of the UK’s most deprived areas and least active housing markets. There is also a commitment to spatial planning geared to inward investment and the link nationally to the work of the UKTI.

The RES document relates to the RISs in that it has a specific spatial element through the regeneration zones and technology corridors. It was also intended that housing and

retail planning via the RSS should be consistent with the RES. The document also refers to a number of cross-cutting issues including, climate change, energy security, preparing for a lower carbon economy, globalisation, demographic change and the 'march' of technology.

There is also strong connection to the region's site within the EU and its position as a crossroads on the main UK transport arteries and the links of these to the major European networks. There are also commitments to work alongside neighbouring UK regions to support transport, housing and business linkages.

**Proposal to HM Government (LEP) Birmingham/Solihull/Lichfield/Tamworth -  
Local Economic Partnership (LEP)**

The new Government is in the process of abolishing the RDAs. The above document was written as a response to the its call for proposals for plans for 'functioning economic areas to be put forward by 'groups' of Local Authorities and local business leaders. The responsible level is sub-regional with each LEP representing more than a single local authority. Four LAs are involved in this LEP which covers the City of Birmingham plus the surrounding areas of Solihull to the south and East Staffordshire, Lichfield and Tamworth to the north and north-east. The area is largely urban but with some rural parts and green belt in between. It covers the centre and east of the West Midlands region as covered by the RSS and RES. The area is the geographic and business hub of the region. There are a number of major assets including the major airport, and rail stations, the UK's major exhibition centre and major sites of several leading transnational corporations. GVA per capita is close to the national average and therefore above the whole region average. The population is closely interlinked through prevailing travel to work and retail patterns.

The document was drawn up through a broad consultation process across the region. However, as agreements were reached this was narrowed to the participating LAs and business leaders. The timeframe for implementation is not decided as yet.

In terms of its governance structure, or stakeholder engagement, the LEP will have a Board comprising the four LAs, representatives from business and one or more

academics. All are anticipated as being from senior levels. The Board will be Chaired by a representative of business.

There is a commitment to working with adjacent LEPS on issues which transcend LEP boundaries. It is stated that collaboration will need to cover broad areas such as:

- Representing the West Midlands, as a “coalition of LEPs” to the outside world, and co-ordinating a West Midlands response on matters that are of common significance – for example, connecting the West Midlands to the proposed High Speed Rail link to London, ensuring the next generation digital infrastructure and supporting the emergent and growing digital media sector;
- Shared services, where economies of scale exist;
- Funding covering more than one LEP, for example European funding.

It is most probable that cooperation will primarily be with the two adjoining LEPs along the NW-SE axis through the old West midlands region. These are Black Country and Coventry/Warwickshire respectively.

### **Policy Area(s) covered**

Initially economic development since each Local Enterprise Partnership (LEP) is asked to produce an economic plan. However, there is a recognised need to coordinate with other planning themes. Initially these planning powers are to be returned from RDAs to Local Authorities. The extent to which they are picked up by individual Local Authorities or are coordinated by the LEPs is as yet to be decided. Individual LEPs may take different views. The national Government seeks to be ‘non-prescriptive’ preferring to leave coordination decisions to individual LEPs.

### **Relationship to RIS.**

The LEPs are in their initial stages. The Government has accepted a number of proposals. Now it is the task of each LEP to constitute its Board and to set out its economic strategy. The Government’s localism bill states that there will be a duty to cooperate with other districts and LEPs but is not specific on which. A proportion of

the Business Rate (tax) will be retained locally for use by the LEP – as agreed by the Government

### **Summary of LEP Proposal**

The document sets out a broad vision, including making the case as a ‘functioning economic area’. It is in the form of a proposal for a LEP – one which has now been accepted - but is in its set up phase. Topic areas in the proposal document are:

- Building an enterprise and innovation culture
- Building infrastructure

The document also picks up a number of functions previously led by the RDA. These include inward investment, business sector and cluster programmes, innovation, business support and access to finance.

The broad aims as stated are to improve the main indicators of economic performance such as GVA per head, to improve skills levels, to increase the rate of business start-ups and to attract inward investment.

There will be an intense period of activity in the initial months. In particular, by 1 April 2011, there is a need to draw up an economic development plan. In the same time frame the stated intention is to:

- Deliver projects that can be taken forward immediately;
- Submit successful proposals to the national Regional Growth Fund;
- Develop a medium to long term business plan;
- Establish the Board, agree the Constitution and finalise governance arrangements, creating mechanisms for involvement and buy-in of local businesses of all sizes;
- Develop arrangements for scrutiny by both business and local authorities;
- Have the LEP administrative and policy support in place;
- Agree a power of general competence with the Government;
- Agree the transfer of assets previously held by the RDA;
- Agree arrangements for multi-lateral and bilateral working with other LEPs;

- Agree with other agencies to align investment programmes.

### **Overall State of Regional Integrated Planning in the Region**

The situation in England has been rapidly evolving over the last couple of decades. The Regional Spatial Strategy, described above, evolved from national guidance named Regional Planning Guidance (RPG) which was drawn up by national government. Local Authorities drew up their own plans within the RPG framework. This was, initially, a non-statutory process but later legislation made RPG part of development planning. The process was widened to Regional Spatial planning (RSS) which covered all aspects of planning including business sites, housing and transport. However, economic planning was never included since it was part of the function of the RDAs – which were created in 1999 by the incoming Labour Government. The responsible body for RSS had also evolved from the West Midlands Local Government Association to the Regional Assembly (abolished by the last labour Government) to the West Midlands (LAs) Leaders' Board to the RDA.

While the RSS did not encompass economic planning there were strong links to the Regional Economic Strategy (RES) document – as discussed above. By bringing both under the direction of the RDA the last Government sought an integrated planning framework at regional level.

The new Government has effectively abolished the regional governance level. Planning is to be handled at either national or district level with no intervening regional tier. Thus RDAs and Regional Government Offices are being abolished. The 'Localism' Bill of Parliament will abolish the RSSs.

The new initiative of the incoming Government is to create Local Enterprise Partnerships (LEPs) based, as they say, on 'functional economic areas' rather than 'artificial' regional boundaries. These, as described above, comprise plans by groups of local authorities and businesses in sub-regional configurations. Thus four LEPs cover the former West Midlands planning area.

Initially, LEPs will be responsible only for economic planning but, inevitably, other areas of planning, such as housing and transport will impinge on their work. There is a

‘duty’ for LEPs to collaborate as appropriate but as yet it is not certain if this will become a statutory duty or remain voluntary. In addition, it is not clear how much responsibility LAs will cede to the LEPs and in which areas of planning.

We thus undertake the RISE project at a critical, and interesting, juncture for English planning. Our task is to work with and follow the process of the developing LEPs and the way in which intra-LEP and inter-LEP coordination is organised.

## 4.2 Region Zealand

### Research partner

University of Copenhagen

### RISE Stakeholder

Region Zealand

### Key strategies

1. Den regionale udviklingsstrategi 2008 (RUP). *The Regional Development Strategy 2008*
2. Erhvervsudviklingsstrategi 2011-2014. *Business Development Strategy 2011-2014*
3. Øresunds Regionale Udviklingsstrategi (ÖRUS). *Oeresund Regional Development Strategy*
4. Regional Klimastrategi *Regional Climate Strategy*.  
[http://www.regionsjaelland.dk/regionens-opgaver/natur\\_og\\_miljoe/klima/klimastrategi/Documents/Strategibrochure\\_UK\\_fin\\_al.pdf](http://www.regionsjaelland.dk/regionens-opgaver/natur_og_miljoe/klima/klimastrategi/Documents/Strategibrochure_UK_fin_al.pdf)

These four regional strategies do not cover policy agendas relating to main regional policy field, healthcare matters (hospitals and so on) or social services. There is a degree of cross-sectoral thinking evident from the strategies.

**The Regional Development Strategy (2008)** (Document 1) provides the over-arching strategic framework for Region Zealand. It thus is closest to the idea of a RIS document. Regional-level strategic oversight is provided by the Region Zealand,

Department for Regional Development, Innovation and Growth. The strategy presents the agenda for desirable development within and across a number of **policy areas** including: Nature protection, towns and territories; the environment, business development, tourism, employment, education and culture. Interregional relationships are addressed as well as international relationships. The strategy was drawn up in-house with assistance from external consultants on selected topics/themes. Only some cross-cutting issues/agendas are dealt with in the document. Areas for action have open time frames. Among cross-cutting and trans-regional topics are large scale infrastructure projects such as the future Fixed Fehmarn Link.

The regional development strategy consists of an introduction to and an overall vision of Region Zealand. The starting point is a description of the region setting out the geographical position, and socioeconomic data. The main challenges for the region and the development perspectives are described. There are **five themes**: The Learning Region, The Innovative Region, The Healthy Region, The Sustainable Region and The Accessible Region (infrastructure). There are two transverse or cross-cutting themes: The Coherent Region and the International Perspective. There are a total of 38 development goals identified in the strategy.

**The Business Development Strategy (BDS) 2011-2014** (Document 2) covers the Region Zealand. It is prepared by the Growth Forum - a council for regional business development that consists of:

- 6 members from industry organisations
- 3 members from the educational sector
- 2 members from the labour market organisations
- 6 members from the region's municipalities
- 3 members from the Regional Council

The Zealand BDS strategy bi-annual action plans are revised every year. The BDS is coordinated and drawn up in-house but with substantial support from external consultants. The strategy focuses on **five key agendas**:

- Increasing economic growth and employment
- A climate-friendly and responsible business-base



- Raising skills and competencies at all levels
- Enhancing knowledge and innovation in business
- Growing new companies

**The Oeresund Trans-Border Regional Development Strategy** (Document 3) covers two Danish regions (Region Zealand and the capital Region of Denmark) and one Swedish region (Region Skane). The strategy addresses the trans-border dimensions of labour market, culture, education, research and infrastructure. It is overseen and led by the Committee of the Oeresund Region – but there is no formal statutory relationship with the Region Zealand strategy (Document 1). The transborder development strategy has a 2020 timescale and is drawn up by the Oeresund Secretariat in consultation with the 3 regions concerned by the reporting geography (Capital Region (Dk), Region Zealand (Dk) and the Skane Region (Sweden)). Essentially, the Oeresund transborder initiative is charged with promoting good cooperation between the two ‘mother’ countries. The Oeresund Regional Development Strategy (ØRUS) focuses on four main themes:

- Knowledge and innovation
- Culture and events
- Developing a diverse, yet cohesive labour market
- Accessibility and mobility

**The Region Zealand Climate Strategy** (Document 4) looks to 2020 and is an action area within the over-arching RUP (document 1). The ‘operationalisation’ is prepared by Region Zealand in consort with the Liaison Committee of Municipalities of the region (‘KKR Zealand’). The climate strategy covers the whole of the region and is concerned with:

- The Regional Energy System
- Agriculture
- Industry and Technology
- Transport
- Towns and Buildings
- Land
- Health Care and Emergency Management

- Management of International Business.

The strategy was prepared jointly by the local municipalities and the region. Seven workshops and a concluding political conference were held as part of this drafting process. At the core of the strategy is a vision of the region as a leading climate region, with eight action programmes. Four of these relate to the “heavy” climate sectors, namely: the regional energy system, agriculture, industry and technology and transport. The other four action programmes focus on open land, towns and buildings, health and emergency management, and internal business management in the municipalities and the region. Each action programme prescribes objectives, fields of action, and implementation. The suggested means and resources are drawn from and applied by the municipal and regional levels, while others are at the state level (see page 5).

## **Summary of the ‘Formal’ Stakeholders Arrangements in Zeeland**

### **Region Zeeland**

Region Zeeland is governed by the regional council. This is the central body responsible for the regional integrated strategies. The most important RIS is the Regional Development Plan (Regional udviklingsplan, RUP).

The overall responsibility for the Regional Development Plan (RUP) belongs solely to the regional council. However, the preparation of the RUP takes place in cooperation with the municipalities and the business sector’s ‘Growth Forum’.

### **Municipalities**

It is legally stated that the RUP shall be prepared in cooperation with the municipalities. A contact board [DK: Kommunekontaktudvalget, KKU] shall be organised between the Regional council and the municipalities. Members of the KKU are the mayors of each of the municipalities in the region + the chairman of the regional council. Besides the KKU, the region and the municipalities meet in the Growth Forum, the Health Coordination Committee and several other joint consulting committees. Most affairs between the regional council and the municipalities are mediated by a Liaison Committee of Municipalities in the region (DK: kommunernes kontaktråd, KKR). The

KKRs are non statutory, formed in wake of the recent administrative reform at the initiative of **Local Government Denmark (LGDK), a voluntary interest organisation of Danish municipalities in order to establish a strong municipal political platform in each region. It seems as if the KKR's have developed successfully into strong forums for the municipalities. As for example, the mayors** prepare for the above mentioned KKR meetings when they meet in the Liaison Committee of Municipalities (KKR).

The municipalities are thus key stakeholders not only during the preparation of the RUP, but also in terms of sector policies, the most important of which is the health sector, and also, for example, the Regional Climate Strategy.

### **Growth Forum**

The Growth Forum is a legal body formed by the Business Development Act. The forum consists of 20 members, elected as follows: The regional council (3), Municipalities (6), Regional business organisations (6), Regional knowledge and education institutions (3) and local trade unions and industry organisation (2). The secretariat is hosted and financed by the region.

The two most important tasks of the growth forum are: (1) Preparation of a Regional Business Development Strategy and (2) reviewing and submitting recommendations on co-financing projects regarding regional business development activities (according to Danish regulations) and linked to the Business Development Strategy and EU Structural Funds. The regional business development strategy is one of the key inputs for the RUP.

Comment: The Danish and Swedish regional planning and strategy system shows similarities. Thus, the Swedish as well as the Danish regions are responsible for preparing separately a regional growth programme (SE: 'Regional Growth Programme, DK: 'Regional Growth Strategy') and an overarching development strategy. (SE: 'Regional Development Program (RUP), DK: 'Regional Development Plan' (RUP)).

### **“Independent” sectoral companies, agencies and Councils**

Besides the key stakeholders of the RUP, a number of other sectoral agencies and Councils are part of the regional stakeholder milieu. These include:

- The regional transport company
- The regional employment council
- The regional state environment centre

### **Strategic cooperation partners**

Region Zealand has entered into some important strategic co-operation agreements/accords dealing with trans-regional development issues, four of which involve:

#### *The Oeresund Committee*

The Oeresund Committee was established as a joint Danish-Swedish forum for voluntary political cooperation. The Committee is a political constellation that promotes regional cross-border cooperation at all levels and ensures that due regard is paid to the interests of the Oeresund Region by the two nations’ parliaments. **Members comprise: From Sweden, the Cities** of Helsingborg and Malmoe, the municipalities of Landskrona and Lund and Region Skane; and from Denmark, the cities of Frederiksberg and Copenhagen, the Municipal Liaison Committees (KKRs) of the Capital City Region and Region Zealand, the Bornholm Regional municipality.

#### *IBU Oeresund*

An Interreg project concerned with infrastructure development in the Oeresund region comprising the Capital Region of Denmark, Region Zealand, Region Skane, The County Administrative Board of Skane, some 30 Danish and Swedish municipalities, the Swedish Transport Administration (SE: Trafikverket), The Oeresund Bridge and the Oeresund Committee.

#### *Fehmarn Belt Forum*

The Fehmarn Belt Forum is an advisory board of the Fehmarn Belt Development, an agency responsible for the coordination of projects, activities, plans and strategies connected with the construction of the new Fehmarn Belt ‘link’ between the southern part of region Zealand and Germany.

### *Ministry of the Environment*

At the initiative of the Danish Government, a strategic overarching spatial vision was developed in the two Danish growth regions as a follow up of the National Spatial Planning Report 2006, which had identified two growth regions in Denmark, namely East-Jutland and the Capital Region along with Region Zealand. The vision, entitled ‘Strukturbilleder 2030, Byudvikling og infrastruktur, Region Sjælland’ (*Structural Images 2030. Urban Development and infrastructure in Region Zealand*), was developed at national level in cooperation with Region Zealand, the municipalities of the region, the regional transport company, the Danish Road Directorate and the Danish Transport Authority.

### **Overall model/structure for RIS governance**

The key integrative tools of the Regional Development Plan (RUP) are so-called ‘soft’ tools, including visioning and strategic co-operation with regional stakeholders as well as strategic cooperation with regional authorities in neighbouring regions; and involve lobbying of state and EU authorities and other agencies. Some hard funding measures are available through the Regional Council and the Growth Forum. The Growth Forum reviews project applications and submits recommendations for EU structural funds and national regional development funds. A follow-up procedure has been established by Region Zealand, and ensures assessments of project results by the project owners.

A soft RIS measure was developed early in the process. A model labelled the *Good Life* was developed by an external consultant, trying to benchmark the region and municipalities using several key indicators. However, the model is not used for measuring real hard economic outcomes, but it has positively influenced the region’s visioning approaches.

Due to the lack of statutory and binding relations between the Regional Development Plan (RUP) and municipal spatial planning, the RUP is restricted to applying soft measures only. As compared to earlier regional plans, the Regional Development Plan no longer includes concrete territorial development measures (e.g. zoning regulations) as binding frameworks for the municipal planning. Thus, maps prepared for the RUP may not identify precise territories. Only the mapping of ‘general ideas’, ‘development

principles' and concepts for illustrative purposes is undertaken. The relationship between municipal plans and the RUP is negatively stated. Thus, in terms of actual DK planning law, municipal plans are not demanded to work in concert with or follow up the RUP. Only, municipal plans are not allowed working against the RUP.

Due to the lack of hard RIS measures, the performance of the various RIS (documents 1-4 above) is embedded in *actions* rather than formal *plans*. Thus, crucial in conducting regional integrated strategies is to compensate for the lack of formal hierarchical powers by the ability to mediate and organise projects and actions in concert with a strategic overview. This kind of governance between plans and projects - rather than elevating one single strategy as the overall embracing strategy - we call meta-governance.

#### **How do these various bodies relate to one another?**

The RUP is prepared during the first two years of the four year election period of the Regional Council. Although the overall responsibility for the Regional Development Plan (RUP) belongs solely to the regional council, a broader range of stakeholders are included in the formation of regional integrated strategies: (1) statutory stakeholders, (2) "independent" sectoral bodies and (3) strategic partners. The most important statutory stakeholders of the Regional Development Plan are those bodies, e.g. municipalities, The Growth Forum and the general public, that obligatorily must be involved in the preparation of the RUP. Sectoral and institutional bodies acting independent from RUP responsibilities are usually powerful operational bodies in areas of industry, transport, labour market and health services. Although not legal stakeholders of the RUP, their strategies and services form an important backcloth of the RUP. As mentioned earlier, some of these bodies, e.g. local trade unions, knowledge and education institutions, business organisations, are represented in the Growth Forum.

At political level relations between the Growth Forum and the Regional Council are formally settled by the council appointing of 3 out of the 20 members of the Growth Forum. At the administrative level a closer relationship is established via the Regional Councils obligation to host the secretariat of the Growth Forum.

Relations with strategic partners are of course voluntary. They are formed intentionally among partners sharing goals for the future development of the region and trying to compensate the lack of formal powers by entrepreneurial skills, the formation of political agendas and joint lobbying.

The relation between the Regional Development Strategy and planning at lower levels, i.e. the municipal plans, is very soft. Municipal plans do not need to follow-up the RUP, only the regional council may object to municipal plans that are contrary to the RUP. Further, objections can be based only on basis of an approved RUP. Thus, the Regional Council is not able to formally object to municipal plans that may work contrary to regional strategies, currently on the table, but not yet approved. Neither are the regional councils able to object to municipal plans dealing with topics that should be dealt with at the regional level.

### **How do the RIS joint working processes play out in practice?**

A recent case-study of political and administrative strategies in Region Zealand has shown a gulf between the intentional legal framework and current governance practice<sup>1</sup>. Primarily, this is due to the lack of formal responsibilities and powers of the Regional Council. There is a large room for manoeuvre available to the parties. As mentioned earlier, this room for manoeuvre has been deployed by the powerful Liaison Committee of Municipalities (KKR Zealand) and numerous committees and advisory boards. One of the conclusions is that this kind of governance, calls for ‘pluri-centric’ coordination that is different from rational comprehensive planning. Pluri-centric coordination emphasises that coordination is intermediately organised to facilitate situated projects rather than structurally organised by institutional needs or legal obligations. Crucial for pluri-centric coordination is the joint sense of the need for coordination, created by a joint vision, story line and a feeling of mutual dependency among the parties. Finally, a third aspect of pluri-centric coordination is the commitment to the cause and the capability to take action.

---

<sup>1</sup> Sørensen E., Sehested K. og Reff A. (2011): *Pluricentrisk koordination i det offentlige*. DJØF Forlaget. København

### 4.3 Randstad Region

#### **Research partner**

Delft TU

#### **RISE stakeholder**

Randstad Region (Brussels)

#### **Key strategies**

- Territorial Agenda North-West (November 2009)
- Territorial Agenda Utrecht (November 2009)
- Territorial Agenda South-Wing (November 2010)

All of the ‘Agendas’ set out above provide the over-arching framework(s) for regional level working. They inform and guide operational decision-making in regard to government investment (projects) especially in the areas of territorial planning and infrastructure whereby ‘infrastructure’ is not limited to road and rail networks, although these are the most important of all. All of these ‘Territorial Agendas’ seek to link up with the various other statutory planning documents and strategies of the 4 Randstad provinces, the (four) main cities and national government.

#### **The ‘Territorial Agendas’**

In terms of the geographical coverage of the **3 Territorial Agendas**, the territories included are:

- a. Province of North-Holland and Flevoland, with the emphasis on the Amsterdam Metropolitan Region, including the new town Almere;
- b. The entire province of Utrecht plus a nearby area in North-Holland closely linked to Utrecht;
- c. The entire province of South-Holland; next to the South Wing (the area from Leiden to Dordrecht) it also includes the Green Heart and the South West Delta.

**Five policy themes** are addressed, namely: infrastructure; economic development; landscape development; the development of residential areas; water & sustainability.



In terms of the collaborative and related strategic and operational arrangements, national government, the provincial executives along with regional cooperation bodies and the (4) main cities of the Randstad are all involved. Ultimately, the reporting lines come together in the Ministry of Infrastructure and Environment, which now includes the Directorate for Spatial Planning.

The three 'Territorial Agendas' integrate with the MIRT (Meerjarenprogramma Infrastructuur, Ruimte en Transport – the long-range national programme for infrastructure, spatial development and transport). Consultation procedures are guided by a framework approved by parliament – which aims to 'attune' and connect major investments with their territorial implications and in the fields of infrastructure, housing, agriculture, nature, office parks etc. The 'Territorial Agendas' provide umbrella documents covering all projects and programmes in their given area. National government and (regional) partners work together on this. The Territorial Agendas aim to guide the selection and implementation of MIRT projects and are used to guide/inform intra-governmental BO MIRT procedures (BO – Bestuurlijk Overleg: Dutch acronym for governmental deliberation i.e. deliberation between the executives – including Ministers of Infrastructure & Environment and of Economic Affairs, Agriculture & Innovation – this brings together all participating governmental bodies; meetings/briefings are prepared by the relevant administrators/civil servants). These activities connect with the structural visions of national and provincial governments as well as sectoral strategies. The 'Territorial Agendas' cover the period 2010-2028.

In terms of intra-governmental procedures within the Randstad - and between the Randstad and national government - extensive 'offstage' multi-level negotiations which encompass 'spatial visioning' are commonplace in the early stages. No public consultation is undertaken except in relation to the statutory strategic spatial planning documents, which serve as inputs for the MIRT agendas, while the MIRT agendas and decisions themselves serve as inputs for the (new) statutory strategic spatial planning documents.

## **Summary of the ‘Formal’ Stakeholders Arrangements in Randstad**

The governance structure of Randstad is a very complex multilevel system where the following layers of governance are involved and interrelate:

- 1) national;
- 2) provincial (4 provinces);
- 3) Regional ‘wings’ of the Randstad (3 cooperation bodies; non-statutory: North Wing, South Wing, Utrecht);
- 4) Regional level - 4 statutory cooperation bodies at lower level of geographical scale compared with point 3 above;
- 5) Other - some 80 municipalities amongst them the 4 main cities, which have considerable power and resources

The 3 ‘Territorial Agenda’s play an important role in the MIRT procedure and relate to the statutory planning strategies of all participating levels of governments. These 3 Agendas serve essentially as the ‘bridge’ between the various Randstad multi-level strategic frameworks and operational decisions on investments and development projects.

## **How the Randstad RIS works in practice?**

Territorial policies and strategies – as laid down in statutory documents – are in theory drawn up to serve as a framework for all governmental decisions that have a territorial impact. Sectoral frameworks and operational decision-making often follow separate trajectories but are nevertheless to varying degrees influenced by territorial strategies. There are complex relationships between the strategies – laid down in the various framing documents and that follow prescribed procedures – for example, with *programmes* such as the Stedenbaan in South-Holland (for transit oriented development) or the national Deltaprogramme (developing a hazard-proof and ecological sustainable water management system). The MIRT procedure is explicitly meant to improve the ‘connectivity’ between policy domains so as to maximize the impacts of government investments. Although clearly linked to the ESPON frameworks via the Structural Funds, ERDF OP’s in the Netherlands more or less stand on their own - but it may be important to investigate further how and to what extent these

programmes are linked (coherently) to the more comprehensive Randstad territorial strategies, both in terms of their content and implementation.

### **The Randstad RIS ‘Model’**

There is no single overriding RIS ‘model’, but negotiations between all governmental parties and agencies concerned are extremely important and form the core of MIRT. Statutory spatial planning documents are prepared after elaborate public consultations; The Territorial Agendas as part of MIRT have been introduced to bring about a strategic level of decision making into the MIRT process – and which was dominated previously by (sectoral) project decision-making.

Spatial planning at national level is weakening though and 1) will primarily focus on a limited number of regions (amongst them the Randstad wing); 2) will become far less comprehensive as the main policy orientation going forward appears set to favour economic development and competitiveness. The ‘project approach’ has become more dominant over recent years. As stated previously, the Territorial Agenda’s may be considered as a form of ‘correcting mechanism’ in that they aim to maintain the balance between strategic and operational decision-making. The MIRT has also become of wider significance moving beyond ‘hard’ policy concerned solely with infrastructure (roads, railways etc.). There is undoubtedly a drive to greater integration. But there is still a relatively loose coupling between strategic and operational decision-making. The link is nevertheless there and improving on the level of connectivity between policy agendas is a major ambition within the complex web of governmental relations that is the Randstad RIS.

The MIRT Territorial Agendas are a new instrument. On paper they have the potential to restore a greater balance between strategic and operational decision-making. However, their current weaknesses include 1) classic forms of ‘offstage’ multi-level negotiations without public participation; 2) a ‘visioning’ component that remains relatively weak; 3) problematic ‘cultural’ differences that continue to exist between the planning domain and the sectoral domains.

The ‘Randstad’ is not ‘one’ regional layer but a complex system of different layers of government and governance. National government constantly seeks to reorganize the

complex middle layer (the space between the national and municipal levels) but this has been tried several times during the past decades without clearly improved outcomes. The present government seems to go for one large Randstad province which includes the present four provinces. But there are tensions between the Randstad provinces that have differing views about the question of whether there should be one Randstad layer of government – or two: one Randstad province in the north – which includes the three northern provinces – and one to the south, formed by the present South-Holland province. This option does not seem to be acceptable for South-Holland because it would tip the balance of power to the northern part of the Randstad too much. This is a sensitive issue going back to the age of the Dutch Republic a few centuries ago.

#### **4.4 Vasterbotten Region**

##### **Research partner**

CERUM

##### **Rise stakeholder**

Region Västerbotten

##### **Key strategies/legislation**

- Swedish Code of Statutes (SFS) law (2002:34 and law (2010:632, valid from January 1, 2011) on co-operative municipal bodies in counties (om samverkansorgan i länen). (An ordinance of importance for County Administrative Boards, but not included in this brief analysis, is SFS 2007:713 on regional planning for economic growth).
- Regional Development Plan 2007-2013 (2009-2013), to be revised March 17, 2011 (see further comments at bottom of table)
- Regional Growth Programme 2010, to be revised March 17, 2011
- Regional Growth Strategy 2009-2013 (2010)

At the regional level the Regional Development Plan is the over-arching policy document (at the national level connected to the National Strategy for Regional Competitiveness, Entrepreneurship and Employment 2007-2013).

Sweden entered the EU in 1995. Now Sweden is ‘maturing’ in relation to its EU member role, meaning that national regulations, institutions and approaches are increasingly aligned with EU standards and rationale(s). Given that Region Västerbotten, the prime actor in the Västerbotten RIS, was established in 2008, their mandate and tasks are informed by these wider institutional and policy considerations. The Västerbotten RIS applies the same timeframes that pertain to EU long term budget planning cycles – and this also applies for the RDP.

The strategic framework(s) and operational parameters provided by all of the above pertain to regional level development aims and objectives and seeks to connect these to national and EU agendas; the ambitions over time are to connect local/municipal planning and programming to these same national/EU priorities. The strategies do not cover matters relating to social security, defence, finance, health care, foreign policy, environment / ecology (per se), education, or land use.

**The Swedish Code of Statutes (SFS) law (2002:34) and law (2010:632) on co-operative bodies in counties (om samverkansorgan i länen) - national level legislative framework, applies to each of the 21 counties (län) in Sweden.**

Swedish Code of Statutes (SFS) law (2002:34) and law (2010:632) pertains to co-operative bodies in counties, is a legal document that defines the status and responsibilities of co-operative bodies. As such, it defines which entities can form a co-operative body at the regional level, their tasks and responsibilities, and their relations, modes of cooperation and interaction with governmental agencies, non-governmental organisations, and trade and industry.

The national legislative framework provides for the drawing up a regional development plan, and programmes for the county’s long-term development – as well as for proposals for regional growth programmes. The Ministry of Finance is ultimately responsible for the general legislation applying to different types of local authorities.

From the RIS perspective, the national legislation defines the legal status of co-operative municipal bodies and sets out the co-operative municipal bodies responsibilities in terms of their requirements to:

- draw up and establish a strategy for the county's development (Regional Development Plan) that the municipalities and county council aim to implement in cooperation with third parties;
- coordinate the measures for the implementation (through the Regional Growth Programme) of the strategy;
- assume the responsibility to allocate certain governmental funds for regional growth purposes;
- draw up and establish a plan for regional transport infrastructure;
- on a yearly basis, monitor, commission the evaluation regional development measures, and report to government the results of the regional development measures.

In terms of how cross-cutting issues are dealt with – a number of formal roles and responsibilities are set out in law. These formalised requirements state that:

- The co-operative body shall *work in partnership* with municipalities, the county council, the county administrative board, and government agencies;
- The co-operative body shall *consult* with representatives for non-governmental organisations as well as the trade and industry;
- Government agencies operating within the county shall *take the strategy* (Regional Development Plan) *into account* while carrying out their respective activities;
- The county administrative board and other government agencies shall within their respective sphere of activities, to the extent needed, *assist* the co-operative body concerning regional growth measures and regional transport infrastructure planning. These entities shall *on a annual basis inform* the co-operative body *about on-going and planned activities that are of interest for the regional development process*.

In terms of the arrangements for public consultation – this follows the standard legislative process in Sweden. Proposals for new laws, or amendments to laws that are already in force can either come from the Government in the form of a Government bill

or can alternatively be submitted by one or more members of the Riksdag (Parliament) in the form of a private member's motion. For the proposal (or the private member's motion) to be adopted as a law, a majority of the members of the Riksdag must then vote in favour of it. The Riksdag notifies the Government of its decision, which then issues the new law and ensures that it is implemented in the way intended by the Riksdag.

### **Regional Development Plan 2007-2013**

The Regional Development Plan (RDP) 2007-2013 (2009-2013, to be revised in March 2011) defines the vision(s) and prioritises strategy areas; and sets out measurable goals for future development of the region. The RDP is essentially a 'visioning' and strategy document comprising five prioritised areas and the measurable objectives for these; provides an inventory of the county's assets and competences; a description of the current state of the county's economic, social, and environmental dimensions; a SWOT-analysis; and finally, a plan for the implementation, monitoring and evaluation of the regional growth process.

The RDP covers the 15 municipalities that comprise Västerbotten County and has **five strategic themes**:

1. Promotion of the environment, culture, health, an attractive urban environment, and good living conditions;
2. Development of trade and industry;
3. Skills and labour supply;
4. Accessibility and infrastructure; and
5. International co-operation and social responsibility.

Leadership and oversight of the RDP is the responsibility of Region Västerbotten, the co-operative municipal body.

The RDP also includes an inventory of the county's assets and competences that are deemed to be of importance to achieve a sustainable development. The RDP includes three appendices, the first cover a detailed description, at the present point in time (2006), of economic, social, and environmental conditions. The three dimensions are further sub-divided into an array of more or less measurable variables and indicators

framing the concept of sustainable development. The second annex comprises a SWOT-analysis, and finally annex three contains an implementation plan (through the Regional Growth Programme) and addresses monitoring and evaluation.

There is an implicit reference in the RDP to the handling of cross-cutting issues: “The RDP forms the basis of co-operation between local (municipal) development plans, comprehensive plans (översiktsplaner), regional, national, and European strategies that together combine to achieve the priorities that result in a sustainable development.” The RDP is drawn up *in partnership* with the municipalities, the county council, the county administrative board, and government agencies, as well as through a process of *consultations* with representatives from several non-governmental organisations and trade and industry.

The **Regional Growth Programme (RGP)** 2010 (to be revised in 2011) is led by Region Västerbotten and again covers the 15 municipalities that comprise Västerbotten County. The programme is concerned with economic growth and targets regional business development needs. It is revised annually.

The RGP aims at promoting sustainable economic growth. Measures in the programme connect with the national strategy for regional competitiveness, entrepreneurship and employment, which in turn is valid also for the RDP. Activities within each measure aim to address regional business growth needs.

The programme for economic growth serves to link priorities and ambitions in the RDP with existing sources of funding (mainly from the EU). Each strategic ‘aim’ includes ‘means and measures’. Funding sources are identified and their relations to programme measures are described. The programme further describes the implementation and evaluation arrangements that will apply.

This is the operational programme for implementing the vision(s) and strategies presented in the RDP above. The RGP co-ordinates work on strategic targets across the RDP drawing on funding from other operational programmes, mainly EU funds (Structural Funds, ESF, Interreg, Rural Development Programme, FP7, CIP, Urbact,



Life Long Learning etc). The RGP informs/guides (co-)funding decisions, where projects contribute to the attainment of each of the five RDP priorities.

The basic structure of priorities and activities are in accordance with national and EU level strategy (Lisbon and Gothenburg). The RGP addresses EU territorial cohesion policy, national regional development policy and the implementation of regional development priorities in Västerbotten; the over-arching framework document being the Västerbotten RDP.

However, the County Administrative Board manages the Rural Development Programme. The RGP receives funding from the Rural Development Programme, but it is weakly integrated and seemingly of little 'discursive' importance for the RGP. The County Administrative Board was until 2007 responsible for regional development in Västerbotten.

In terms of the handling of cross-cutting issues - The Regional Development Partnership (utvecklingsrådet; regional partnership that encompasses the public and private sector, unions and other non-profit sector representatives) discusses development matters more holistically, including the RGP. This is important for legitimizing regional priorities and measures.

A "Consensus Group" co-ordinates project applications to various EU funds in order to pursue and meet regional measures and priorities. A regional office/registry co-ordinate, process and administer RGP activities. Other specific technical expertise and working groups are drawn upon/convened on an 'as needs' basis.

In terms of the drafting and consultation process - based on previous programming experience over the last decade, senior executive and political leaders in organisations in the regional partnership meet to discuss regularly. Over time a common regional vision and understanding of priorities has evolved.

### **Regional Growth Strategy (RGS) 2009-2011**

With the leadership and oversight role performed by Region Västerbotten, this strategy again covers the 15 municipalities that comprise Västerbotten County. This is the

annual plan that determines the operational aspects of the Region Västerbotten Directorate. It specifies responsibilities and activities, implementation arrangements - and provides for monitoring and evaluation of the other regional strategies presented above. Note that the Regional Growth Strategy (RGS) is only binding for Region Västerbotten. Thus, other stakeholders engaged in the regional growth process (the wider partnership) do not have to comply with the RGS. However, the RGS sets out the political priorities in regard to regional development measures.

### **Regional Stakeholder/Governance Observations**

Region Västerbotten comprises the fifteen local authorities and the county council in Västerbotten. The Regional Development Partnership is expected to support the overall objectives. As is the case in many multi-governance settings, the issue of accountability is not fully 'solved'. What will happen if the RIS vision is not achieved? Will the existing version of the RIS vision be replaced by another one?

The choice of the 4 key strategy documents/frameworks presented above has been to represent the underpinnings of the Västerbotten RIS - and illustrate the legal basis for regional actions in planning for growth and development. Therefore, obvious connections to the Lisbon and Gothenburg agendas are omitted, as are the important National Strategy for Regional Competitiveness, Entrepreneurship and Employment 2007-2013. Each of these provides the 'foundational structure' for regional planning.

Further, Region Västerbotten is in the process of revising its regional programming and planning documents, with new versions being effective from March 17, 2011. The description of the Västerbotten RIS in this document is based on existing documents (February 2011). The general changes coming through this revision process are in line with policy objectives and strategies identified in the EU 2020 documents. The national strategy has also been revised, especially since the effects of the global economic downturn have clearly influenced development priorities. Current problematic economic conditions have also been responded to within the Västerbotten RIS – when identifying policy aspirations for 2009, a greater focus on more flexible and employment producing actions emerged.

The arrangements for cooperation within the regional partnership varies. For example in 2009 partners were mainly in contact with administrators at Region Västerbotten for project funding. In 2010 the process leading towards the revision of the RDP and RGP instead induced a large number of meetings across the regional development planning function. All partners met with Region Västerbotten. Discussions were held on issues of importance for each actor. During autumn 2010, two meetings were organized with the entire partnership, and in addition also with business administrators in the municipalities, chief executive administrators, and with the regional board and Directorate.

There is no formal procedure for including the general population in consultations around regional planning and programming. There were historically “fairs” where interested citizens and others could participate in discussions. However, the numbers of participants decreased and Region Västerbotten are presently thinking through new ways to include local voices (possibly from 2012).

In accordance with the legal statutes mentioned above, the regional co-operative municipal body, Region Västerbotten, is responsible for regional development planning and regional growth policy. An extensive list of other local and regional parties (local communes and parliaments, Universities, Chambers of Commerce, professional and business trade associations, trades unions and so on) are also engaged in the regional partnership - but are participating on a voluntarily basis.

#### **4.5 SUMMARY OF RISs IN THE STAKEHOLDER REGIONS**

In all three stakeholder regions there are complex interactions between national regional and municipal levels of governance. All illustrate the issues of connecting national objectives with local planning powers and the consequent issue nature of intermediate and intervening levels of governance as a connecting bridge.

In terms of integrating the different planning themes, three of the regions, Zeeland, Randstad and Västerbotten have overarching plans in one form or another. These are comprehensive in their policy coverage including spatial planning, transport and economic development as well as such horizontal issues such as ‘climate change’. The

fourth region, West Midlands, had two overarching plans for ‘spatial’ and ‘economic’ development under the last Government’s regional policies. However, the new national government has removed this intermediate level. From the outside the region thus appears to have the lightest touch planning of the four.

In the case of Zeeland there is a single plan. By contrast, in the case of Västerbotten there are two plans with regional coverage, the ‘Regional Development Plan’ and the ‘Regional Growth Programme’. The former is comprehensive across different planning areas whereas the latter concentrates on economic planning and identifying ‘means and measures’ – including funding sources. In Randstad there are three separate Territorial Agendas covering each of the Provinces that make up the region. These differences seem to reflect the level of coherence of the region itself. In West Midlands spatial planning has been returned to Local Authorities from the (now defunct) RDA. Economic plans are to be drawn up by Local Economic Partnerships (LEPs) which are sub-regional groupings of several Local Authorities and Businesses. Thus West Midlands is the only region of the four to have no strategic overview or vision.

In all four regions cooperation is voluntary between regional visioning and the practical governance of planning. The latter, in all four cases, is within democratic frameworks at both national and municipal/local level with public consultation. However, both overall visions, and economic development as a separate issue, are subject to more informal discussions. In the Zeeland, Randstad and Västerbotten regions the ‘vision’ documents are drawn up as a mixture of top down and bottom up interactions between regional coordinating ‘committees’ and implementation bodies. In the former West Midlands arrangements overall control of spatial, transport and economic planning was vested in a single body – the RDA. This was the most coordinated arrangement encountered in the research. However, the West Midlands has moved to being, perhaps, the least coordinated of the four with, as yet, no clearly defined responsibility at intermediate (regional) level. It can be observed that, in common with The Netherlands, successive UK Governments have experimented with this level of governance.

External relations seem, in most cases, to be subject to a mixture of integration within national plans and voluntary arrangements on a per project basis. Such arrangements are flexible between strategic vision and operational (project) implementation. Only in

Zeeland has external cooperation been put at a highly strategic and structured level – this being through the formalisation of the Oresund cross-border region.

In all four regions an overarching framework was linked to the implementation of Structural Funds projects and spending. This is expected as a regional plan is a requirement – mostly at NUTS 2 level. In the UK it is likely that a vestige of the RDA system will continue until the end of the current Programme (2013/15). Future arrangements for Structural Funds will depend upon the nature of the post-2013 Programme in the more developed Member States.

Another common feature of economic development plans in the four regions is the engagement of different stakeholders such as businesses, trade associations, trades unions and universities. However, engagement is on a voluntary basis in most cases.

Summarising these initial findings, we can draw out some significant points about the ‘state of play’ of integrated planning.

- Planning is complex. It is difficult therefore to draw up a single encompassing plan for both ‘vision’ and implementation. Thus the modern version of integrated planning is about setting an overall vision and encouraging voluntary arrangements and cooperation for delivery. Managing this interaction and having the best mix of incentives and sanctions is the key to planning management.
- Functioning planning areas do not necessarily correspond to regional boundaries. There is therefore a changing need for temporary coalitions and a trade off between strategic vision and operational, project based, interactions. Thus the range of stakeholders and their roles will also vary. Economic areas also rarely correspond to regional boundaries. Business ‘clusters’ will be based on other criteria and travel to work areas are becoming ever wider for some, though not all, groups of employees. Here the project based approach is likely to dominate with sectoral coalitions being created on an *ad hoc* basis.

- Different governance levels are required to encompass localised implementation of some projects (for example a local regeneration project) and regional or inter-regional implementation of others (for example a road scheme or a major retail complex with transport implications). Managing the interaction between these governance levels is facilitated by a carefully drawn up vision statement that all stakeholders support.
- There is a balance to be struck amongst the democratic control of planning via elected representative bodies, direct stakeholder engagement in specific projects and the general need for public consultation. The case studies illustrate the issue of connection of these engagements. In general public consultation is at the operational level. However, with the internet and social networking a wider consultation is possible. The proposed high speed rail link from West Midlands to London illustrates how ‘for and against’ groupings can mobilise. Managing feedback and stakeholder engagement is a key issue for the future.

Clearly ‘joined’ up planning is desirable for efficiency of both costs and delivery. However, as observed in Section 2.0 above, the traditional bureaucratic approaches to integrated strategies are no longer viable. The RISE project will seek to investigate and make recommendations

## **5. PROPOSAL FOR THE MOST EFFECTIVE DESIGN AND FORM OF THE TOOLKIT**

The RISE toolkit is one of the key outcomes of the project. No toolkit has been prepared in advance for testing in the stakeholder regions. Rather, the toolkit is going to be developed in cooperation with the stakeholder regions, based on the six elements of the toolkit announced in the project application. In what follow, we shall comment a bit further on what is intended to do.

- 1. The first element of the tool-kit is recommendations on how the *integrated nature of regional strategies* – horizontally and vertically – can be enhanced and delivery made more efficient over the long-term.**

It was emphasised in the application that the RIS is a ‘governance package’ comprising a number of principles, concepts and recommendations oriented towards the stakeholder milieu and the diversity of regional strategies - rather than being just one overarching RIS. Thus, the RIS tools are about the enhancement of ‘policy coherence’ of a number of regional strategies addressing different themes and objectives and different scales. We are addressing an elevated layer of governance, so-called meta governance. Horizontal integration is a special challenge, broadening policy integration from the intrinsic qualities of a targeted domain to the inclusion of extrinsic consistency with other policies pursued in the same area and interacting with the RIS.

At the outset the RIS is associated with administratively delimited regions. However, the involvement of relevant stakeholders in exploitation and development of the regional territorial capital usually implies delimitation of functional regions overlapping with - but not identical with - the administrative region.

This part of the tool-kit focus upon the interplay between the different strategies embedded in or related to the region and its functional derivatives. We shall try to evaluate whether an overarching overt strategy is present or needed, the extent to which

a common understanding between stakeholders keep the integrative perspective alive and the political commitment and alertness towards policy integration.

**2. A set of integration *indicators* that enable regions to measure, compare, and benchmark their own specific mix of *thematic priorities*.**

The aim of learning by comparing and benchmarking is facilitated by indicators. Thus, indicators of different kinds of integration shall be developed (intrinsic thematic integration and extrinsic regional-national-municipal-stakeholder-EU integration).

Since the project focus is upon the policy coherence, indicators revealing integrative measures of real policies shall be taken into account. Attention shall be given to stakeholder cooperation on real projects tailored to the specific problems and projects, initiated by other than statutory obligations.

**3. New *monitoring and evaluation indicators and methodologies* which can be used to enhance the development of a RIS in *review cycles*.**

The very nature of the RIS is to develop and to explore territorial capital of the region rather than e.g. achieving fixed future development goals. Thus, the explorative character of regional development strategies usually makes it difficult just to speak about ‘implementation’ of strategies, due to the entrepreneurial character of the strategy. Rather, such strategies are initiating chains of joint actions between stakeholders in a kind of mutually learning process, branching of new actions rather than achieving intended and stipulated results.

In such kind of ongoing processes reviewing is only partly focused upon goals achievement, since updating of situated understanding and setting up new strategies, projects and actions is more important. This is due not only to the explorative character of regional strategies. We shall, however, take into account that lack of reviewing might be caused by the lack of continuity which is often part of the political milieu.

It is supposed that reviewing of strategies should be developed from a learning perspective rather than as part of traditional planning control perspective. Special focus



shall be on successful reviewing processes leading e.g. from a strategy to a programme, the updating of a strategy or connecting the achievements of a project by new follow-up projects.

**4. An overview of *financial models* available to each region on how to combine different financial instruments (European, national, regional and local) to support the delivery of an integrated strategy shall be developed.**

The use of funding schemes is crucial for regional development projects, notably the EU cohesion funds. Usually, regional projects and strategies are seen as responding to such funding schemes. In a true integrative perspective, regional strategies are however, not just about profiting upon existing funding programmes, but also about proactively influencing future funding programmes. Thus, regional authorities have the opportunity to take part in the dialogue on preparation on coming EU Cohesion Fund programmes. Experiences on proactive strategies shall be discussed and form the bases for recommendation as to such proactive strategies. Also, the diversity of national funding schemes shall be made explicit.

**5. Models of *stakeholder engagement* and evidence of their effectiveness on policy integration and the delivery of the strategy.**

The involvement of stakeholders in regional integrated strategies is crucial, due to the governance turn of regional policy and planning. The involvement of stakeholders may result from efforts made by the regional authority. However, in this project the involvement of stakeholders also include the cases where actions are taken by stakeholders in strategies relevant to the development and exploitation of territorial capitals, however independently from the regional authority.

Of special interest in involving stakeholders are projects and strategies connected with regional ‘story telling’ formed e.g. as development perspectives or spatial visions for the future. Crucial in such processes is the spatial visioning. But even more crucial is the process forming the vision. There has been a tendency towards broadening the visioning processes and to make the vision an outcome of bottom-up processes. Earlier,

visions were elaborated in smaller political and professional circles as open ‘invitations’ to take part in regional development strategies.

The use of visions in regional strategies is depending upon the overall character of the strategic process. In start-up processes, visions are used as means of communication, whereas visioning is less pronounced in mature strategic processes aiming at concrete decisions, programs and projects.

Intrinsically connected with the visioning process is spatial positioning, i.e. the delimitation of the region towards the outside world in functional rather than administrative terms. The exploitation of regional endowments may depend upon access to, or improvement of, national and international traffic hubs, roads and railways, as well as cooperation with e.g. universities or important cultural or economic institutions in neighbouring regions. Such trans-local stakeholder relations are important for focused thematic strategies and crucial for the spatial positioning of the region.

**6. A paper on ‘how to develop a RIS’ based on the project’s Draft Final Report and accessible to regional politicians and relevant stakeholders.**

This paper is going to summarise the key messages of the project and pose questions relevant for further development of the tools for regional integrated strategies.

## **6. DETAILED WORK PLAN AND TIMETABLE OCTOBER 2010 – SEPTEMBER 2011**

### **Work Plan, Work Packages and Partner Responsibilities**

As outlined in Part B of the Contract, the work comprises three work packages (WP1 to WP3), with work package 2 consisting of six sub-work packages.

#### **WP1: Coordination – Continuous**

The objective is to ensure overall consistency of the research approach; to facilitate interaction between partners; maintain assigned duties and deadlines; maintain relationships with the four stakeholders and the ESPON CU. **Lead: Partner 1**

#### **WP2.1: Analysis of current RIS in the Four Stakeholder regions (November 2010 – February 2011)**

This work package will result in a report in which the differences and similarities between Regional Integrated Strategies are established leading to a typology of RIS approaches. **Lead: Partner 1**

#### **WP2.2: Literature and Document Review + Stakeholder Feedback (16 March – 1 June 2011)**

Literature reviews (including the professional academic literature) as well as interviews with stakeholders and other relevant actors feed into this work package. The literature research will focus in particular on policy integration at regional level across Europe. We will also develop a concise guidance on the transferability of policy tools across different planning systems and planning cultures which will feed in the sub-work package on creating a RIS-toolkit (WP2.4). **Lead: Partner 2**

#### **Steering Group Meeting**

This seminar will deal with amongst others: 1) exchange of mutual expectations about the project; 2) identification of the key policy strategies and programmes at various levels of scale which either influence or determine the working and effects of the key

RIS; 3) identification of key information and knowledge sources; 4) operationalisation of the research. **Lead: Partner 1**

**WP2.2: Design case study template (16 – 31 March 2011)**

This work package will result in a template how to carry out the various cases studies within this project. The template will be partially based on the potential indicators of policy integration identified in WP2.1. However it must not lose the unique characteristics of each individual RIS case. The template will be based upon the results of WP2.1, the knowledge the TPG members have about ‘their’ case study areas and feed-back supplied by the four stakeholders. **Lead: Partner 3**

**WP2.3: Case studies four stakeholder regions (14 April – 31 July 2011)**

In terms of research time this is the most elaborate of all work packages resulting in four case-study reports of 25 pages maximum, excluding appendices. The following issues will be addressed:

- National frameworks of RIS in UK, NL, DK and SE, focussing on: national planning systems (territorial, regional-economic, infrastructure); state of the art of regional planning and regional governance in general;
- Horizontal: evidence of the relation between sectoral and territorial policies on RIS in the stakeholder regions;
- Vertical: evidence of the relation between strategies on various levels of scale, from the national level downwards and from the (sub)regional level upwards. Especially in the heavily urbanised regions of the West-Midlands and the Randstad ‘regional’ is not a fixed scale which results in (integrated) strategies at various levels of scale;
- Diagonally: evidence of the relationship between RIS and programmes related to the European structural funds especially models/mechanisms applied in each region on how to combine different financing instruments (European, national, regional and local) to support the delivery of an integrated strategy;
- Stakeholders and shareholders: evidence of the relations between governmental strategies and the territorially relevant strategies of major private actors like property developers: are regional integrated strategies reaching out to key players in the private sector as well as key NGO’s? Which models are followed?

- Overall: which typology of RIS has been followed; does the WP2.1 typology need refinement/amendment?

Draft case study reports will be discussed at four parallel workshops taking place in each of the four stakeholder regions. A major part of these workshops will be a discussion about the level of policy integration departing from the potential indicators of policy integration as developed in WP 2.1. These indicators possibly will be amended taking on board the results of the case-studies and conclusions drawn at the stakeholder region workshop. A summary of the workshop will be included as an appendix in each individual case study report. The work package will conclude with a seminar of the team of researchers (TPG) and the four stakeholders in order to exchange findings and facilitate joint learning to take place that will feed into the next work package (WP 2.4); creating a RIS-toolkit.

**Lead: Partner 4**

#### **WP2.4: Creating a Toolkit on Regional Integrated Strategies (Months 13-15)**

Work packages 2.1-2.3 will provide the ingredients for a RIS toolkit. However, in order to commence work on this important output its development will be undertaken in parallel with these WPs. The WP aims for the design of a toolkit with the following ingredients:

1. conditions and requirements for the development of RIS;
2. criteria for the selection of different RIS models (RIS typology)
3. application of integration indicators in concrete cases;
4. models to combine different funding streams;
5. integration of regulative instruments (especially EU directives; relationship with parallel ESPON-EATIA project);
6. models for stakeholder involvement;
7. models for application and implementation of RIS;
8. evaluation and monitoring models.

Based on the various types of RIS we have identified (RIS typology) we foresee different sub-toolkits for 3-8.

**Lead: Partner 3**

| <b>Dates</b>               | <b>Activities</b>  | <b>Partners</b>               | <b>Will lead to achievement of:<br/>(Output)</b>                           | <b>Related to<br/>Work<br/>Package</b> |
|----------------------------|--|-------------------------------|--|--|
| Oct. 2010                  | Project Start Date   | LP                            | - RIS typology<br>Policy transfer guidance                                 | WP1                                    |
| Nov. 2010                  | Kick off Meeting   | LP + ESPON CU                 | Discussion of Contract   | WP1                                    |
| Nov2010 – Jan.<br>2011     | Agreement of Contract and Annexes  | LP + All                      |  | WP1                                    |
|                            | Subsidy contract issued  | ESPON CU                      |  |  |
|                            | Partnership Agreement agreed and signed  | LP + All                      |  |  |
| Nov.2010 – 14<br>Feb. 2011 | Literature and policy document review  | All                           | Inception Report   | WP 2.1                                 |
|                            | Exploratory interviews   | All + Stakeholders            |  |  |
| 2 March 2011               | Inception Report   | LP                            | State of play of RIS in the four case study regions                        | WP2.1                                  |
| 16 Mar. 2011               | Steering Group Meeting   | All + Stakeholders + ESPON CU | Discussion and Planning  | All                                    |
| 16-31 Mar.<br>2011         | Preparation of Case Study Template   | P3 + All                      |  | Wp2.2                                  |
| 16 Mar – 1 Jun.<br>2011    | Literature Review<br>Stakeholder Feedback  | P2 + All                      | Typology of RISs   | WP2.2                                  |
| 31 Mar. 2011               | Finance Meeting  | LP + ESPON CU                 |  | WP1                                    |
| 14Apr – 31 Jul             | Case studies   | P4 + All                      | Interim Report   | WP2.3                                  |
|                            | - 10 to 20 In-depth interviews (each case study, so 40 to 80 in total)<br>- literature and policy document review<br>- stakeholder interaction (i.e. selection of interviewees)<br>- regional workshop (i.e. one in each region)<br>- intermediate workshop (TPG + stakeholders) |                               |  |  |
| 1 Apr – 31 Jul<br>2011     | Initial Development of RIS Toolkit   | P3                            | Actions towards producing a Toolkit for Regions to 'test' and compare RISs | WP2.4                                  |
| 31 Jul – 1 Sept<br>2011    | Preparation of Interim Report  | LP + All                      |  | All                                    |
| Sept. 2011                 | Delivery of Interim Report   | LP                            |  | WP1                                    |

## **7.0 CONCLUSIONS**

This Inception Report has elaborated the specification, framework and approach for the study of Regional Integrated Strategies in Europe (RISE). It has also set out a first analysis of existing ESPON results that are of relevance to the project. On this basis it provides an overview of the state of play of the regional integrated strategies of the four RISE case study regions. The report present a proposal for the design of the RISE Policy Toolkit. Finally, the report presents a detailed work plan towards the Interim Report.

## **ANNEX 1**

### **TAKING STOCK OF THE LEARNING FROM EARLIER ESPON TARGETED ANALYSES 2006-2010**



## Introduction

In contributing to the body of evidence around the conditions (and implications) of sub-national economic, social and environmental change that is being assembled by ESPON's programme of *targeted analyses*, the **RISE** project is concerned with exploring contextually embedded approaches to the design, ongoing development and implementation of "Integrative Territorial Strategies". **RISE** will examine how the sub-national development experience is playing out across four different territories in Europe. The four case areas have been purposively chosen to allow the research teams to explore and explain the conceptual, strategic and operational complexities that are evident across different European sub-national territories – and to consider the appropriateness of approaches in the light of rapidly changing developmental conditions. A **RISE** 'toolkit' that will guide future policy making will be a key output.

This paper provides a summary of the critical learning embedded in a number of recently completed ESPON *targeted analyses* – where the analytical insights as well as the general findings and observations afforded by these earlier research projects connect with, and inform, the current study of integrative territorial strategies in Europe (**RISE**). Other relevant *targeted analysis* projects are ongoing and their final reports are not yet available – for these studies the paper draws on inception reports, interim and draft final reports where these are available.

In addressing a number of interrelated European spatial planning, development and regeneration themes, ESPON *targeted analyses* offer a wealth of insights into the complex and interrelated nature of the 'big' thematic challenges faced by Europe's territories at the macro-level (globalisation, climate change, energy and transborder migration for example) - and also the consequential micro-level policy and institutional dynamics of European cities, regions and sub-regions (the governance of sub-national territories, for example). Importantly this work also points up future perspectives on territorial trends.

The paper sets out the key learning for **RISE** from the body of ESPON work below - and covers the following themes:

- Climate Change/Energy Security
- Migration&Demographic Change
- Globalisation
- Knowledge and Innovation
- Transnational/Interregional Dynamics
- Poly-Centric Development
- Agglomeration Dynamics

Although it is too early to fully quantify the breadth and depth of the impact of climate change – there will be undoubtedly significant effects over the medium term on the economies, societies and environmental conditions across Europe’s territories. Some sub-national territories are more vulnerable to climate change impacts than others. The **ESPON CLIMATE** research project and **ReRISK** point up dimensions of climate change that will have a number of implications for **RISs**:

- Albeit that climate change has a number of universal implications for Europe’s territories – for example, in terms of the need to move to low-carbon/renewable or low energy economies and so on – at the more local level **RISs** will need to accommodate different (place specific) climate change impacts that will occur. For example, low lying coastal regions will be affected by rising sea levels with subsequent infrastructure implications – territories located at the heart and south of the continent may experience greater water stress with subsequent impacts on their agricultural activities and rural economies economies, for example;
- Due to geographical location, stage of development, access to technology and demographic parameters, some territories will be more vulnerable to climate change stresses than others. Whatever the particular climate change conditions, Europe will need **RISs** that are designed to mitigate impacts – and that will enable localities to exploit these changes by focusing on their bespoke developmental opportunities (solar power, wind power, wave power and so on). Exploiting these opportunities may require policymakers to pursue new intra-regional and trans-regional synergies around sustainability, wealth creation, employment and competitiveness agendas where

economies of scale can be achieved - and where new product, process and service synergies might be exploited, for example;

- Unless adapted to, climate change will affect standards of living and quality of life parameters at the sub-national scale; there will be short, medium and longer term impacts to reflect upon and accommodate
- Across spatial planning, economic development (and land use (**EU-LUPA**)), built environment, employment, education and skills agendas - multiple and interrelated dimensions of climate change will impact on Europe's territories; and this means that the next generation of **RISs** will need to be 'smart' and adaptive enough to prepare for (and offset) these impacts over extended timescales – and where there will be continuing uncertainties;
- How can/should **RISs** make use of the climate change evidence base to prepare their local responses to these challenges? **RISs** will need to be underpinned by strong evidence-based policymaking.

Changing demography and patterns of migration within Europe's borders (**SEMIGRA**) – and the drivers of migratory flows into Europe from non-EU countries will have a number of implications for the longer term development cities and regions (**DEMIFER**).

- Within Europe – there is evidence that economically weak and rural regions are experiencing demographic shrinkage and selective out-migration. Young people and highly educated women in particular are leaving peripheral/rural EU regions in search of a better quality of life – with the consequent knock-on effects of further weakening the economies of the territories concerned and adding to their social fragility;
- **RISs** in weak rural economies may need to better address the reasons for these outflows of youth and talent – and/or provide 'smart' adaptive solutions to the problematics that ensue (demographic imbalance, declining or shrinking skills-base and so on). Local policymakers have an important role to play in the design and development of innovative approaches to stabilising demographic and social development in these areas. **RISs** can serve to legitimize and frame the measures that

will offer good employment and quality of life conditions; and can help anchor and/or attract youth and talent in territories that can ill-afford to lose these – improving both the competitiveness and cohesion of rural areas (**EDORA**);

- If territorial attractiveness is a key driver of economic competitiveness (**ATTREG**) – then some emphasis on improving ‘territorial attractiveness’ for existing populations (as well as for incomers and potential inward investors) may be an important feature of **RISs** that are attempting to deal with outflows of youth and talent from weak rural areas;
- The next generation of **RISs** could become the catalyst for more innovative approaches to the exploitation of natural and cultural assets in rural areas that may go some way to anchoring youth and talent in Europe’s peripheral territories (**PURR**).

Given the demographic profile of the EU, the structure of the European labour market going forward is dependent on migration from non-EU countries (**DEMIFER**) – and these migratory flows will continue to have implications for economy and society in Europe’s cities and regions.

- **RISs** will need to accommodate the implications of future internal migration (**SEMIGRA**), international migration and natural population change – and the implications of all of this change on employment and public services (health, education, housing and so on);
- The outputs from EU scenario planning around fertility, mortality, internal migration, international migration and labour force participation are essential features of the evidence base upon which elements of **RIS** design need to be based;
- But again, these features of migration and demographic change and their precise impacts will play differently through different sub-national territories.

Europe’s territories are affected by new and emerging trends in the global economy. The competitiveness of Europe’s territories is dependent not only on how well they are able to stimulate, harness and exploit their endogenous growth potential(s) – but is also increasingly influenced by nature of their relationships with the rest of the world

(**TIGER**). Flows of goods, services and ideas between continents are increasingly influencing patterns of development at the sub-national scale. The knowledge and innovation potential(s) of Europe's territories, for example, need to be understood and planned for taking full account of the evolving global trends around R&D and innovation investment, value chains and supply chains at the international scale (**KIT**).

- Globalisation is impacting upon Europe's territories – through the flows and networks of capital, human resources (talent) and ideas. **RISs** are required to take account of these processes in terms of the localised impacts and also their potentialities. Globalisation has implications for strategic investment and infrastructure planning, workforce development and so on – and for the positioning of sub-national territories in international markets for investment, talent and ideas;
- New forms of territorial organisation and asset integration may be required to respond to the economic challenges of globalisation – a new generation of (coterminous and non-coterminous) interregional and transborder economic cooperation may produce the innovative synergies that are required to respond to globalisation (and in order to leverage public and private investment into more deeply integrated trans-European knowledge and innovation clusters&specialisms, for example).

Endogenous knowledge and innovation potential are amongst the foundational resources of Europe's territories (**KIT**).

- **RISs** are a critical strategic driver of territorial knowledge and innovation performance – influencing and reinforcing spatial patterns of innovation and knowledge-spillovers. However, there are differing dimensions to the support of knowledge economy and innovation activity across Europe's diverse territories;
- And there is a growing recognition that **RISs** should think beyond 'big science' and 'conventional' notions of industrial innovation – to include an understanding of – and to subsequently plan for – investing in wider (social) conceptions of knowledge and innovation. This may be particularly relevant for peripheral or weak economies where conventional notions of knowledge exploitation and industrial innovation are less

helpful when considering how endogenous potential can be exploited for economic growth purposes (where natural and cultural assets are concerned, for example);

- European agglomerations (cities and city-regions) remain ‘hot spots’ for knowledge-based growth, innovation and creativity across the public and private domain (**CAEE**; **FOCI**) – However, from the EU’s *competitiveness meets cohesion 2020* perspective, **RISs** may need to reflect/maintain a balanced perspective around the ‘cores and peripheries’ debate at local level – so that whilst promoting investment in wealth and employment from new knowledge-based growth – they can also enable the benefits from knowledge and innovation spill-overs to be more widely spread and exploited through city-region areas and beyond (for example, through SME engagement programmes, innovation investment, digital economy investment, graduate enterprise and workforce development activities and so on).

For Europe to exploit new and emerging ‘combinatorial’ opportunities for wealth creation and employment, a greater focus on the contribution of secondary cities (**SGPTDE**) and transborder/interregional working (**TERCO**) may be required from **RISs**. In the case of cross-border polycentric metropolitan regions, the impact potential for cross-border/interregional working in Europe may yet be underestimated (**METROBORDER**). The effective operationalisation of the ‘interregional dynamic’ means promoting ongoing transnational dialogue at all levels of governance (**NORBA**). In the context of the competitiveness and cohesion agendas at the heart of the EU 2020 mission, the next generation of transborder and interregional working should aim to identify and exploit latent synergies around the effective use of natural resources, the exploitation of R&D and innovation specialisms for the national and international market place and perhaps also look to further integrate workforce development and public service innovation agendas where appropriate. Policy actions at the regional, national and EU scale should seek to remove conceptual, legislative, strategic and operational barriers – and also might further incentivize this type of collaborative working.

- Where appropriate, **RISs** might place greater emphasis on facilitating the next generation of ‘combinatorial’ working across Europe’s territories – and include strong

transborder and/or interregional propositions that make (local) sense from competitiveness and cohesion perspectives;

- Where the promotion of transnational working around Europe's research and innovation agenda is concerned, **RISs** may need to support (and help leverage greater levels of investment) into business/academic/ government collaborative working that aims to build the next generation of highly (interregionally and virtually) networked knowledge and innovation clusters and 'smart' specialisms;
- For transnational/interregional working, **RISs** might look to enable (perhaps by theme) a good alignment between local, national, EU and private financing;
- Depending on the relative competitive strength of eventual outcomes (for example, in knowledge and innovation performance) there may be implications/opportunities for re-thinking global positioning and related promotional activities for more deeply networked EU territories.





## **ANNEX 2**

### **1<sup>ST</sup> DRAFT PROPOSAL FOR THE RISE TOOLKIT**

**May 2011**

# **TABLE OF CONTENTS**

## **1. Preface**

## **2. Introduction**

## **3. Generic Tools**

- 3.1 Two paradigms of strategic planning
- 3.2 Analysis and learning combined
- 3.3 An example
- 3.4 Relational Strategic Tools

## **4. Tools in context**

- 4.1 The region as policy area
- 4.2 Conceptualising the specific region
- 4.3 Dealing with rapid changing conditions

## **5. Next step**

- 5.1 Is to follow

## **6. References**

## **1 PREFACE**

One of the key outputs from the RISE project is the design and form of the toolkit for regional integrated strategies. The TPG considered it premature to present a proposal for the toolkit design in the inception report. However, at the request of the coordination unit, with this annex to the inception report, the TPG hereby present a first draft on how to develop the RISE Toolkit.

## **2 INTRODUCTION**

Tools for regional integrated strategies are serving two purposes, the making and the integration of strategies. Most tools are generic, dealing with the key aspects of strategic conduct, as opposed e.g. to managerial conduct, rational planning and projects implementation. In addition to the generic tools, a number of contextual tools are suggested for the special needs for situated strategies dealing with regional development problems within the variety of planning frameworks in the EU member states.

Early in the project, it became obvious that for political-administrative purposes it is necessary to refrain from focusing exclusively on the concept 'region'. The reason is that recently, the UK government carried through a political-administrative reform, the aim of which was to encourage policymaking by voluntarily formed Local Economic Partnerships within 'functioning economic areas', usually on a sub-regional spatial basis, tailored for bottom-needs of the partnership. Although the region as a mediating political-administrative tier between the national and local prevails in most of the EU member states, we suggest avoiding the concept, not only to work in concert with the UK policy but also to work in concert with the tendency in some countries, like Sweden, emphasising the need to carry out policy in functional rather than just administrative regional settings. We thus suggest substituting 'regional' strategies by 'territorial' strategies. Still, however, we are concerned with territories larger than the single municipality.

## **3 GENERIC TOOLS**

To understand what kind of tools we need for strategic conduct, it is worthwhile emphasising that strategies cope with uncertainties, structural change of development

patterns, redefinition of the role of cities and hinterland relations, the emergence of urban competition and needs for new development tools. During earlier periods of urban and economic growth, uncertainties were restricted and the key problem was to manage growth by well known tools such as land-use schemes and functional ordering of work, living and services. Integrative measures were taken by sector-coordination and feed-back processes.

### **3.1 Two paradigms of strategic planning**

In the world of uncertainties new paradigms for “strategic planning” are needed. Two major paradigms have developed from the 1960’s until today (Sartorio 2005). The two paradigms present important contributions to the concept and practises of strategic planning in European regional planning today. They also point to different kinds of tools to be used in a strategic regional planning process.

#### *Analytical and learning strategies*

One paradigm is the *analytic strategic perspective* building on rational planning ideas as an effort to produce fundamental decisions and actions guiding what a region is, what it does and why (Bryson 1995). Strategies are developed in a disciplined, analytic and calculated process based on scientific analyses of changing conditions in the region. The purpose is to synthesize and install hierarchical orders in spatial structures and development patterns. There is a clear separation of strategy making and implementation and a detailed implementation plan is included. Planners in this perspective are to be strategy inventors (Bryson 1995, 2003, Mintzberg 1994).

The other paradigm is developed as a critic to the analytic paradigm. It can be labelled as the learning perspective (Sartorio 2005). It states that dynamic and ever changing conditions undermines the possibility for long term strategies and that formalized and rational analyses often preserve or re-arrange well known perceptions and categories in planning: prolonging of the past into the future or copying strategies from other context. Furthermore it does not build on the logic of politics but on the scientific and professional logic of planners (Sager 1994, Allmendinger 2002, Hall 2000).

The learning perspective interprets strategic regional planning as a creative learning process synthesizing and transforming experiences and engagement from all over the

region to new strategies and mental frames in a process of creating common meaning (Healey 2008, Albrechts 2004). Concepts, procedures and tools have to be developed according to the specific context of the planning situation. Strategies are seen as certain patterns developed in organisations with a strong path dependency and they are developed in many different organisations and institutions in the region (and by individuals); e.g. education institutions, private business, interest organisation in order to handle the constantly changing conditions (Wiechmann 2008). Strategies are not very precise or detailed, but they do create a common mental frame of reference perceived as meaningful for many actors in the region and thereby indirectly governing their actions (Healey 2008). Planners in this perspective are not strategy inventors but strategy finders (Mintzberg 1994). Strategic planning in this perspective is about processes, institutional design and mobilising.

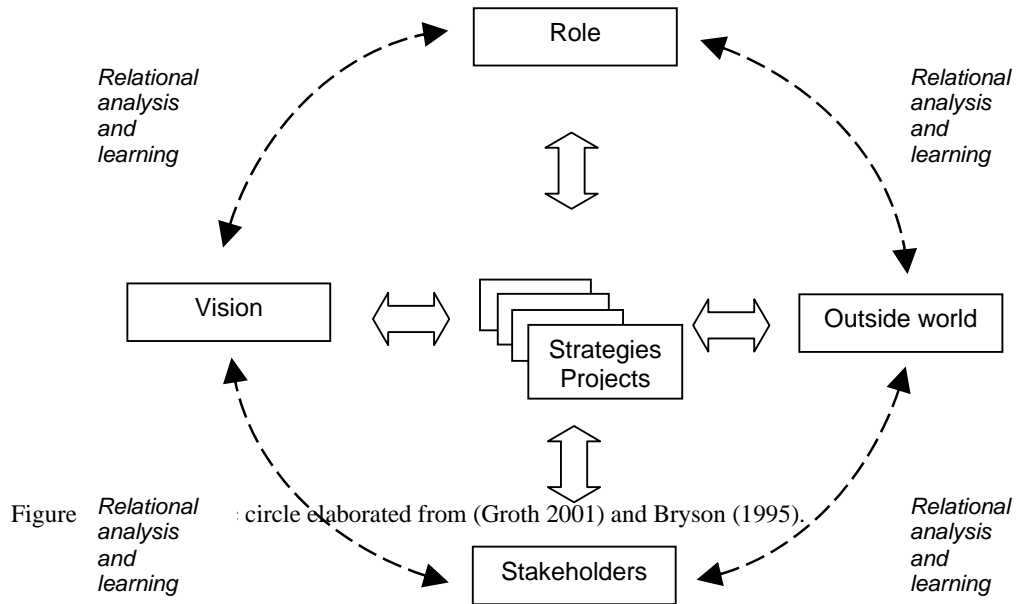
### **3.2 Analysis and learning combined**

From both perspectives tools are suggested in the literature and in the following we will present a model trying to integrate the two perspectives in the development of tools.

#### *The strategic circle*

The strategic circle in a moderated version is suggested as a structuring framework for integrating tools from the analytic and learning paradigm, cf. figure 1. ‘

The diagram shows the key elements for consideration and learning processes of the strategic agents in a territory, e.g. a city or an economic functioning area: (1) the outer world of the territory, (2) the role of the city or economic functioning area, (3) visions for the future for the city or area and (4) the stakeholders sharing the vision. The four elements are located in circular order to avoid linear reasoning. All elements are to be considered. They are interrelated and should be clarified in learning processes. But the order of consideration is unimportant. Projects and strategies are the outcome, but also important projects, events or sudden structural changes may form the starting point of new strategic reasoning.



### 3.3 An example

As an example, we show in figure 2 strategic considerations of the city of Nyköping in Sweden, during the 1990s. The city experienced a pronounced outflow of former industrial workplaces. The city realised that what was needed was setting up a local development strategy. The city was used to being part of national strategies for housing and welfare schemes. For the first time, the city experienced a need for forming its own strategy. First of all, the city realised that the outflow of industrial enterprises was part of general trends of a new international economic division of labour. Hence, rather than trying to replace former industrial enterprises with new ones, Nyköping set up a vision for a new functional order. Looking to the surrounding region, the labour market of the economic concentration of jobs in the capital city of Stockholm became an option for a new role of the city as a metropolitan suburb. The archipelago south to Stockholm was an important asset for Nyköping to offer families that wanted to combine quality of living with interesting jobs in the metropolis. Situated 100 km south to Stockholm, was a problem. But the distance had to be overcome mentally and functionally. Therefore, huge efforts were given to advertising in Stockholm newspapers and magazines – and Nyköping became a very active member of the European Corridor cooperation, aiming at improving the public transport connections between Nyköping and Stockholm. Linking to European Corridor cooperation also was a key element of forming a supplementary role of the city, that of a logistic hub, combining harbour facilities with access to rail and motor ways. This supplementary role as logistic hub was successfully

undertaken by Nyköpings active involvement in redeveloping a former military airfield to a commercial airport, the Stockholm-Skavsta airport. Ryan Air and other flight operators located at Skavsta. The progress of the strategy actions was facilitated by cooperation with several new local and trans local partners such as the neighbouring municipality, a British entrepreneur specialising in airfield development, Ryan Air, European Ryan Air cities, national agencies on infrastructure, cities and municipalities in the Europe Link cooperation, universities and education institutions and housing companies. In Figure 2, the story of Nyköping is shown in terms of the schema of the strategic circle, in order to illustrate how the strategic circle may be used as a facilitator of strategic reasoning.

The schema of the strategic circle shows similarities with another schema for strategic reasoning, the SWOT analysis. However, the SWOT analysis concentrate upon analytical reasoning, whereas the strategic circle combines the analytical reasoning with common creative learning processes resulting in strategic outputs, e.g. the formation of a vision, the forming of new roles and projects and plans.

Part of the ‘strategic circle reasoning’ is the clarification of the four elements (role, outside world, vision and stakeholders) as interdependent elements. The local territory, region or municipality, play certain roles vis-à-vis the outside world, and a vision for the future doesn’t come out of the blue. Visions are grounded in roles and negotiated with stakeholders. We thus need relational tools for clarifying the roles, visions, outside world and stakeholders.

|  |  |  |
|--|--|--|
|  | <b>ROLE</b>  |  |
|  | Need for changing from former industrial centre to metropolitan suburb and logistical hub  |  |
| <b>VISION</b>  | <b>PLANS – PROJECTS – ACTIONS</b>  | <b>OUTSIDE WORLD</b>   |
| To develop Nyköping as a residential town and logistic hub relying on the labour market of Stockholm, the assets of the archipelago and proximity to the sea, national road and rail infrastructure and the obsolete military airfield | Europa Link<br>Skavsta Airport<br>House of Knowledge<br>Roslagen sports and eventcentre<br>Attractive one-family housing   | New international division of economy influencing de-industrialisation of Nyköping<br>Stockholm in the regional vicinity<br>EU TEN program |
|  | <b>STAKEHOLDERS</b>  |  |
|  | Neighbouring Municipality<br>British Entrepreneur<br>Ryan Air<br>European Ryan Air Cities<br>National Agencies on infrastructure<br>Cities and municipalities in the European Link cooperation |  |

Figure 2: Elements of Nyköping’s development strategy presented in the schema of the strategic circle.

### 3.4 Relational strategic tools

In figure 3, the strategic circle is shown once more, now including examples of relational tools clarifying the four elements: SWOT, search for potentials, territorial positioning and visioning.



|  |  |  |
|--|--|--|
| Relational analysis and learning   | <b>ROLE</b>  | Relational analysis and learning   |
| Search for development potentials  | Changing positions in labour and housing markets?<br>Role as event and cultural centre?<br>Position in regional and national infrastructure?<br>Position in regional and national service structure? | Analysis of surroundings   |
| <b>VISION</b>  | <b>PLANS – PROJECTS – ACTIONS</b>  | <b>OUTSIDE WORLD</b>   |
| Setting up visions for the role and identity of the territory - building upon local potentials | Projects of importance to the role profile (e.g. branding projects)<br>Project of importance to the function or economy of the role (e.g. infrastructure, institutions, event centres)               | Functional, strategic and economic relations with regional, national and international agents, authorities and territories |
| Relational analysis and learning   | <b>STAKEHOLDERS</b>  | Relational analysis and learning   |
| Search for visions   | Mobilising:<br>Business organisations<br>Municipalities<br>State agencies<br>Independent agents  | Search for spatial positioning   |

Figure 3: The strategic circle – analytical elements and tools.

### Analysis of surroundings

The analysis of surroundings is a tool for clarifying the position of the strategic agents vis-à-vis the outside world. An example of this kind of analysis is the SWOT analysis, searching for strengths and weaknesses of the strategic agent as seen in relation with opportunities and threats of the outside world. One should emphasise that the analysis is not the end product. It should be used as a reasoning schema for clarifying optional roles for the region or local territory, focusing e.g. upon changes and trends in the interplay between the local labour and housing markets and regional and national infrastructure investments and economic development.

### Search for potentials

The search for potentials focuses upon the most strategic elements to be selected as core elements for building a vision for the future. Analysis for potentials is a rather new

discipline formed by the turn in the early 1990s of regional policies from regional assistance to regional development. A mobilisation of a great variety of actors in the region dealing with the challenges is essential to find and activate potentials and resources in the area and the process of selection of core strategies is a highly political process.

#### Search for visions

Territorial strategies depend crucially upon collaboration between several stakeholders, usually based upon joint visions and aspirations for the future rather than mere obligation. Therefore a visioning process, story telling and vision campaigns are important instruments for forming working consensus among stakeholders.

#### Spatial positioning

Finally, in the process between stakeholders and outside world spatial positioning is used as a tool for “identifying opportunities, comparative advantages and possibilities on the basis of which new links and relationships could be developed and strategic policies formulated.” (Williams 1996). Spatial positioning reveals new geographical settings of optional stakeholder formation in relation with shared policy interests. In figure 4 six different and overlapping policy territories of Region Zeeland is shown (Region Zeeland 2010). The figure illustrates that territorial strategies of one actor are not restricted to fixed administrative boundaries. Rather, territorial strategies are set up in different overlapping geographies of actors joining efforts on economic and strategic development potentials and internationally policy territories as defined by EU programs.

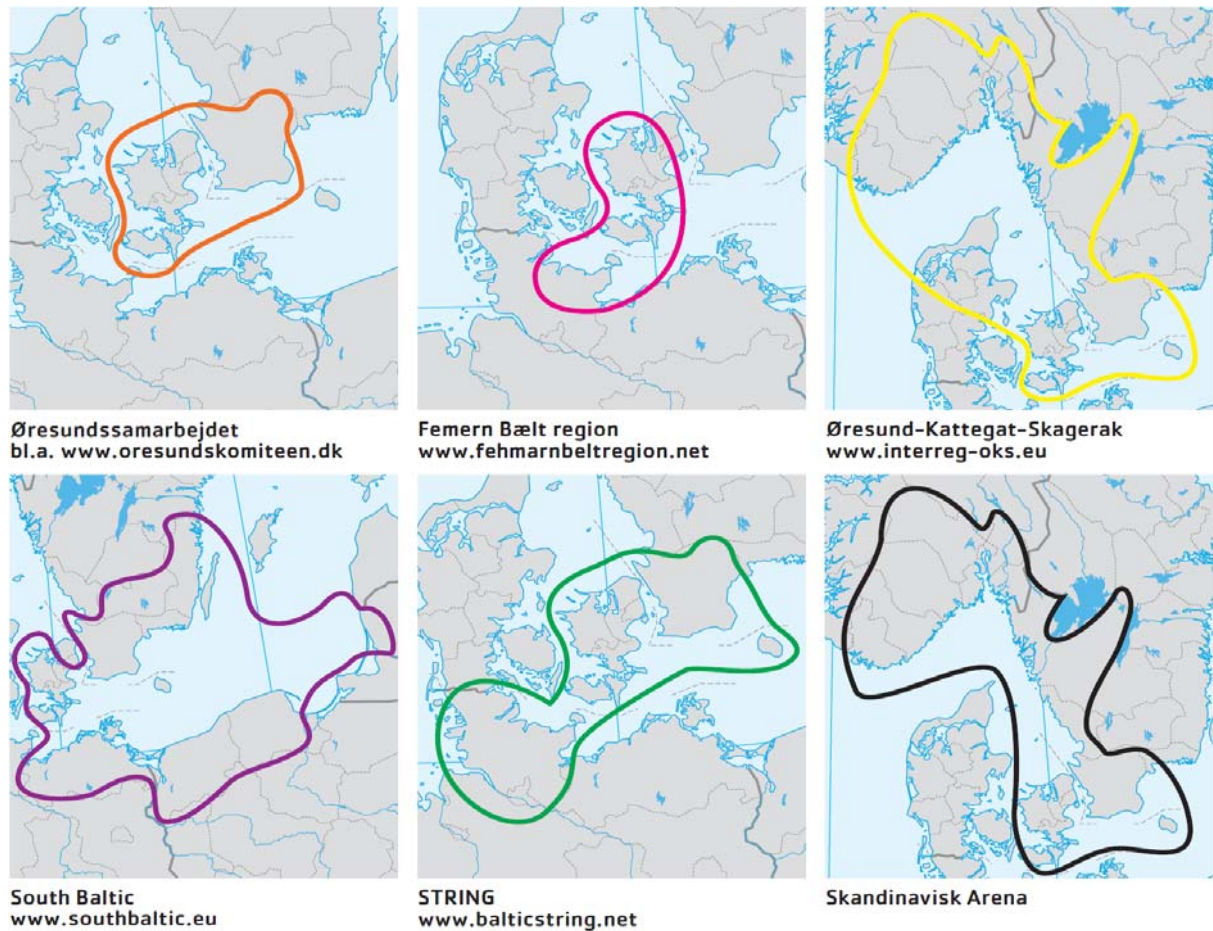


Figure 4: Examples of the variety and overlapping policy territories of Region Zealand

## 4 TOOLS IN CONTEXT

Generic tools are of course only relevant when used in context of concrete policy situations. In the regional policy context we shall emphasise three contextual aspects: (1) the region as a policy area between the local, the national and international policy arenas, (2) the specific unique region among other regions and (3) the dynamic and rapid changing conditions caused by new trends, policies or projects.

### 4.1 The region as policy area

Usually statutory planning powers at the regional level are modest. From the very beginning of post-war planning systems, delimitations of the region was characterised by the ambiguities of planning duties. On the one hand, carrying out national planning interest called for fewer larger regions, whereas coordination of municipal planning called for smaller regional entities. In addition to the ambiguities of regional identity

there has been a political vacuum between the executive powers at local level and authoritative national sector policies. The formulation of an active regional development policy at EU level has to some extent compensated for the weaknesses and given new life to regional policies. EU regional policies are, however, not just unfolding within administrative regional boundaries. EU regional policies are greatly concerned with the formation of cross-border mega regions, thereby adding further dimensions to the regional ambiguities.

The ambiguities and lack of powers at the regional level has been compensated by regional authorities by stressing the role as catalysts and mediators and the use of 'soft planning measures' and voluntary regional planning procedures.

A plethora of plans at the regional level calls for some form of coordination and integration. Due to the variety of national planning systems and local regional initiatives, we look in vain for a common regional planning typology. However, the following plans and strategies are often seen at the regional level:

*A spatial plan* - dealing with urban system, regional infrastructure and areas for protection

*A business plan* – dealing with policy measures for promotion of economic life in the region

*Strategy on sustainability* – dealing with challenges of climate change and CO2 emissions

*Sector plans* e.g.

- Transport plan – dealing with public transport and infrastructure
- Hospitals
- Technical supplies

*Strategic cooperation* with other regions on special development perspectives

*EU regional policy administration*

The need for an integrative approach to these plans and strategies are two fold. On the one hand, needs may arise for adjusting plans and strategies from the territorial point of view. Formerly, the spatial regional plan was the framework for coordination of sector

plans, through fixed reviewing planning cycles. The administrative procedures and the idea of regional 'master planning' has however shown to be inefficient as an overarching framework to the number of plans and strategies drawn by political and semi-political bodies involved in preparing e.g. the business strategy and sector planning. Room should be given to new aspects, new ideas and projects. We suggest that different plans and strategies should not be integrated via formal procedures. Rather, it is important to raise and keep alertness in all strategies on regional and local problems and hence make diverse strategies play in concert.

With a few clues, we shall present some preliminary ideas on how to promote integrative alertness between the variety of policies and strategies at the regional level.

#### Tools in an integrative approach

Three kinds of work are of importance, analytical work, link-making work and consensus making work:

##### *Analytical work*

- Surveillance of development trends in the territory and presentation of scientific and professional knowledge about regional development.
- Strengthen the relation between strategies and projects
- Strengthen the relation between strategies and solutions to concrete problems in the territory

##### *Link making work*

- Participation in various networks of importance for strategic development
- Mobilisation and the creation of relations and networks between important actors in the regional territory in relation to strategy making
- Perform strategic network design and management, professional process governing
- Create relations and linkages between different issues and problems: e.g. climate, business, health

### *Framing/consensus-making work*

- Making explicit the different “problems-solutions” interpretations in the area
- Use alternative scenarios to illustrate the political aspect of strategic planning
- Develop some form of common meaning and mental frames about certain issues in the region, its problems and solutions, e.g. through story telling and discursive framing
- Strengthen the creative and innovative potentials in collaborative and integrative processes
- Create “contemporary restings” (Healey 2008) of strategies: “we agree on this for now, but are open to new ideas and sudden change”

### EU structural funds

Of special importance at the regional levels, are the EU regional policies. While regions at the national level have lost much authority and functional duties, the EU has given much attention to regions. The turn from regional policy towards regional development policies has broadened the policy area and invited regions to take part in the handling of EU regional programs. Some regions have realised that rather than just implement EU regional policies regions should try to influence EU regional policies during negotiations and preparations of a coming structural funds period. Thus, according to Gløersen (2009), the Norwegian, Swedish and Finnish regions in the so called Northern Sparsely Populated Area (NSPA) successfully argued that new regional funds measures were needed to meet the special needs of the NSPA. Thus, presenting reports on the special situation and requirements of the NSPA the area received an extra funding of 535 EURO for the 2007-2013 Structural Funds programming period. The presence of EU regional offices in Brussels indicates that the regions are aware of the importance of aligning with EU policies.

## **4.2 Conceptualizing the specific region**

When it comes to conceptualising the specific region – unique and different from other regions – it has been common wisdom that regional strategic development should focus upon the regional specific endowments and the regional uniqueness. These ideas stems from the period after the welfare state regime, when regions should be formed by a common paradigm of welfare and business services. After the turn to the agenda of

regional competitiveness, unique regional *potentials* and comparative advantages have come into the fore. Therefore, concepts on regional potentials, such as ‘growth corridor’, ‘development zones’, ‘clusters’, ‘cooperation areas’ and others, have substituted former functional spatial zoning. The search for potentials in regional strategies is however crucial because of the competitiveness agenda looking for future promises, but also due to the fact that what usually is left for regional authorities is soft mediation of between stronger national and local bodies.

The use of the new concepts for development potentials needs special care. Often the concepts are used in development perspectives more as wish full thinking than regionally embedded concepts supported by thorough analysis and regional enterprises. Therefore, it should be recommended avoiding the use of replica of regional development concepts at the general level. ‘Growth corridors’ or ‘development zones’ needs tailoring to concrete local assets, project frames and strategies.

#### **4.3 Dealing with rapid changing conditions**

The third and final context of strategic conduct is about the rapid changing conditions and the time issue in planning. It could also be formulated as the interplay with projects, strategies and sudden unforeseen events.

One of the basic assumptions of this project is that regional development is far from dependent upon powers executed from a regional centre. The powerful regional plan doesn’t exist. With the regional plan also the ‘Geddesian’ rule of ‘survey before planning’ has gone. Rather, planning and strategic conduct has to be executed in the interplay with projects and new development trends appearing from outside, underlining that strategic conduct is an ongoing iterative learning process.

This could be illustrated by an example. During the 1990s the Herning region in Denmark turned successfully from a cluster of textile production to a cluster of textile trade and design. This turn of production was caused by a sudden occurring fierce competition from cheap labour force in Eastern Europe in the wake of the 1989 fall of the iron curtain. 6.200 jobs in the textile sector disappeared within a few years. The process began by a few companies outsourcing jobs. It caused local conflicts. But soon they were followed by other companies. The local textile school learned the lesson and

turned from job training in the mass production of the textile industry to design of textile. The former industrial buildings were easily transformed from textile production to other uses such as a private hospital, supermarket, shops and business services. Looking backwards, the responses by local enterprises, the textile school, the local government and other actors to the sudden stroke from outside appear as if following an extremely well-composed strategy of modernising the textile cluster of the Herning region. However, rather than following a coming strategy, individual actors adapted to the situation in a rational way, each from their position.

We thus have to accept, that strategic conduct of territorially rooted bodies may be conducted by individual decisions rather than by a centrally organised team of stakeholders. It follows that strategic conduct is played 'on the road' in motion rather as a preparatory act before motion. Likewise with bicycling and sailing: only when the cycle or ship is moving, one is able to steer. The aforementioned three strategic tools: Analysis, link-making and consensus building are important. Analysis on what is going on, threats and new opportunities is important. But it should be carried out in the local / regional milieu of institutions, enterprises, organisations, authorities and the public linking together new stakeholders and building up common visions for actions.

Another aspect of strategic conduct in relation to projects is the need to match the needs of strategic project partners, e.g. rapid decisions, non-bureaucratic processes, close cooperation between public and private actors etc. The usual form of bureaucratic, sector based public organisations with its hierarchy, rules and long political and democratic procedures often hinder the match and needs of strategic project planners.

An example: The reason why the former Danish municipality Nakskov, in a declined region of Denmark was selected by a huge wind turbine company, looking for a production site close to a deep harbour, was not only that Nakskov was able to match with local assets. Decisive was that Nakskov was capable to take fast decisions, to elaborate alternatives on technical supply and to take far-reaching economic decisions. The company chose Nakskov and within less than 12 month, a former shipyard was transformed into a new build production facility of huge wings for wind turbines. The company matched with the newly elaborated development strategy of Nakskov and a



momentum for several other initiatives was created. The allocation of the wind-turbine enterprise was strategically crucial to Nakskov because it was an important kick-off of a new development strategy formed by the municipality. The ability to match with the speed and requirements of the private decision maker was facilitated not only by political and professional commitments. Also, it was facilitated by a new political and administrative decentralised organisation of the municipality.

The strategic importance of some projects and decisions underlines that strategic conduct is not restricted to preparatory analytical work, link-building and consensus making. Also, it is intrinsically connected with successful actions, projects and events in real life confirming, correcting and inspiring further strategic conduct.

## **5 NEXT STEPS**

This first draft on territorial integrative strategies has been elaborated before the case-study period. It has been elaborated on basis on available knowledge from other empirical and theoretical studies on strategic spatial planning in a diversity of contexts. The TPG looks forward to bringing together new and comparative studies from the four regions within a common research dialogue and dialogue with representatives from the regions. It goes without saying, that it is expected that the final recommendations will show a number of new ideas, going beyond the framework of this first draft.

## **6 REFERENCES**

Bryson JM. (1995): *Strategic Planning for Public and Nonprofit Organisations: A Guide to Strengthening and Sustaining Organizational Achievements*. San Francisco: Jossey Bass.

Bryson JM. (2004): Comment 1. Strategic Planning for the Longer Range. *Planning Theory and Practice*, 5:56-58.

Albrechts L. (2004): Strategic (spatial) Planning Reexamined. *Environment and Planning B: Planning and Design*; 31:743-758.

Allmendinger P. (2002): *Planning Theory*. London: Palgrave.

Gløersen, Erik (2009): *Strong, Specific and Promising. Toward a Vision for the Nordic Sparcely Populated Area*. Nordregio Report 2009:3. Nordregio. Stockholm.

Hall P. (2000): The Centenary of Modern Planning. In: Freestone, ed. *Urban Planning in a Changing World*. London: E&FN Spon.

Mintzberg (1994): The Fall and Rise of Strategic Planning. *Harvard Business Review*;1994:107-114.

Region Zeeland (2008): *Den Regionale Udviklingsstrategi*.

Sager T. (1994): *Communicative Planning Theory*. Aldershot: Ashgate.

Sartorio F. S. (2005): Strategiv Spatial Planning. *disP - the Planning Review*, 26-40.

Wiechmann T. (2008): Induced versus Autonomous Behavior in Regional Development - A Process Model for Regional Strategy Formulation. *Paper for the AESOP Conference 2008*.

Groth Niels Boje (2001) Fra Plan til Strategi. *Byplan 2001*;102-111.

Williams RH. (1996): *European Union spatial policy and planning*. London: Paul Chapman.

[www.espon.eu](http://www.espon.eu)

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.

ISBN