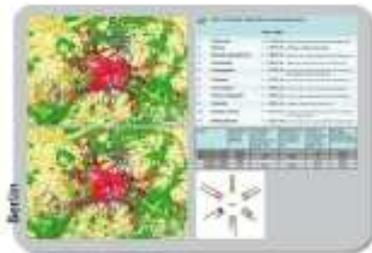




DOCUMENTATION of the workshop in VIENNA
29. 9. - 1. 10. 2010
Christian Peer / Hannes Schaffer



PREFACE

This documentation of the workshop in Vienna includes a summary of the contributions by the project partners such as presentations and discussions. More detailed information on urban sprawl studies (contribution of MR Oslo/Akershus) and all power point presentations will be available on the partner platform of the CATCH-MR homepage. Detailed results of the group discussions and of the workshop evaluation are collected in the appendix. With this compilation we hope to present a comprehensive overview of the results of the CATCH-MR project in Vienna.

Catch-MR (Cooperative approaches to transport challenges in Metropolitan Regions) is an INTERREG IV C project from January 2010 until December 2012 with a total budget of approximately €2 million. Twelve partners from seven Metropolitan Regions are cooperating in the framework of the project: Berlin-Brandenburg, Budapest/Central Hungarian Region, Oslo/Akershus, Vienna/Lower Austria, Province of Rome/Region of Lazio, Göteborg (Gothenburg) Region, Ljubljana Urban Region.

The objective of the project is to improve the quality of life and the competitiveness of the Metropolitan Regions. A key strategy to achieve this objective is to strengthen efficient and environmentally-friendly passenger transport services between each metropolis and its surrounding region. The project aims at presenting good models of sustainable land use and transport development in the participating Metropolitan Regions and at evaluating their feasibility for other regions.

CONTENT

1. WELCOME	4
1. 1. Workshop Method	4
2. UNDERSTANDING URBAN SPRAWL.....	6
2. 1. Definitions of Urban sprawl	6
2. 2. Driving factors of urban sprawl	6
2. 3. Metropolitan region Profiles of urban Sprawl	7
2. 4. Urban profiles of Budapest, Rome, Gothenburg, Berlin, Lubljana, Oslo and Vienna	8
2. 5. General Results	11
2. 6. Specific Results	14
2. 7. Summary – Group discussion about the results of “Understanding Urban Sprawl”	19
3. SITE VISIT TO SOURROUNDING REGIONS OF THE METROPOLITAN REGION VIENNA.....	21
4. COOPERATION AS A KEY ISSUE IN REGIONAL PLANNING.....	23
4. 1. Informal metropolitan cooperation	24
4. 2. Formal cooperation between municipalities	32
4. 3. Cooperation between regions.....	45
5. EXCURSION TO THE CONSTRUCTION SITE OF THE VIENNA MAIN STATION	53
6. SUMMARY SESSION WITH CONCLUSIONS AND REFLECTIONS ON THE WORKSHOP IN VIENNA	55
7. OUTLOOK ON THE WORKSHOP IN BUDAPEST	62
8. APPENDIX	63

WEDNESDAY, SEPT 29

1. WELCOME

Mr. Christian Peer and **Mr. Norbert Ströbinger**, the project partners of MR Vienna opened the workshop on **Traffic and land use planning – “Understanding urban sprawl”/“Achieve new planning solutions”**. They informed about the agenda of the next three days

Mr. Thomas Madreiter, representative of the city of Vienna and **Mrs. Ilse Wollansky**, representative of Lower Austria welcomed all participants to the second of the seven workshops within the framework of Catch MR. The project, financed by the INTERREG IVC programme, is of great importance for Vienna and Lower Austria as there are several problems regarding the harmonisation of traffic between the city of Vienna and the surrounding region. Together with all the other participants they are eager to learn from each other in the course of the workshop.

Mr. Frank Segebade, representative of the Catch MR Lead Partner linked the upcoming workshop to the results of Gothenburg and thanked Georgia Larsson and Per Kristersson for the good documentation

1. 1. Workshop Method

Mr. Michael Rosenberger introduced himself as the facilitator of the workshop. He explained the background of the workshop and its method. The Catch MR Workshops I and II are focussing on traffic and land use planning. Vienna is concentrated on good practices within this topic and on understanding urban sprawl in the metropolitan regions within the project Catch MR. The workshop method is based on focussed discussions on selected topics.

The first workshop day was dedicated to the topic ‘urban sprawl’ especially ‘understanding the development and the characteristics of urban sprawl’ in our metropolitan regions. After an input about the results of the questionnaire “understanding urban sprawl” the following questions were discussed:

- What can each region learn from the interpretation of the questionnaire-results "understanding urban sprawl"?
- Are the interpretations of the questionnaire correct? Do we need or can we provide additional explanations by the regions?
- Which of the presented drivers of urban sprawl can be influenced by planning at all? How can they be influenced?

The second workshop day was planned for discussions on solutions for the problems of urban sprawl. We focused on "cooperation" as a key issue in "land use and traffic planning". Success and failures are shaped by certain features of the cooperation in question. Amongst others, these features are the capacity of the cooperation to reach consensus between the involved actors in different phases of policy making (agenda setting, decision-making, implementation), which could be related either to the development and implementation of concrete projects or more general strategic goals, and the ability of the cooperation to motivate actors to cooperate. The main questions were:

- How can we improve the coordination between land use and traffic planning at metropolitan level in order to achieve the goals of sustainable metropolitan development?
- How can different forms of metropolitan governance (particularly forms of metropolitan cooperation) contribute to a better coordination between land use and traffic planning?

Finally the last day was reserved for reflections on the discussed topics, for the workshop evaluation and the outlook to the following workshops in Budapest and Oslo. The ISC meeting took place in the afternoon of the third workshop day.

2. UNDERSTANDING URBAN SPRAWL

Mr. Hannes Schaffer presented the results of a questionnaire, prepared in the framework of Catch MR. It's purpose was to give an overview on types, features and existing knowledge on sprawl phenomena. The questionnaire with more than 180 questions has been answered by all the regions. The results have been communicated to all the participants, a poster and a report has been produced.

2. 1. Definitions of Urban sprawl

There are many definitions of urban sprawl. But density, functionality, pattern change, land use impacts and administrative aspects are always involved

What is sprawl: different definitions

- **Density:** sprawl means that areas with low-density settlements get dominant over dense urban areas
- **Functional:** sprawl as de-concentration process of urban functions and services
- **Pattern change:** the former mono-centric compact urban shape gets lost - it converts into a discontinuous polycentric settlement structure
- **Land use impacts:** sprawl is measured on its negative impacts (such as loss of fertile ground, extra traffic miles, etc.)
- **Administrational:** sprawl happens where no "planning" exists or where typical spatial goals are hurt massively and constantly

Source: Siedentop 2005



Pic. 1) Definitions of urban sprawl

2. 2. Driving factors of urban sprawl

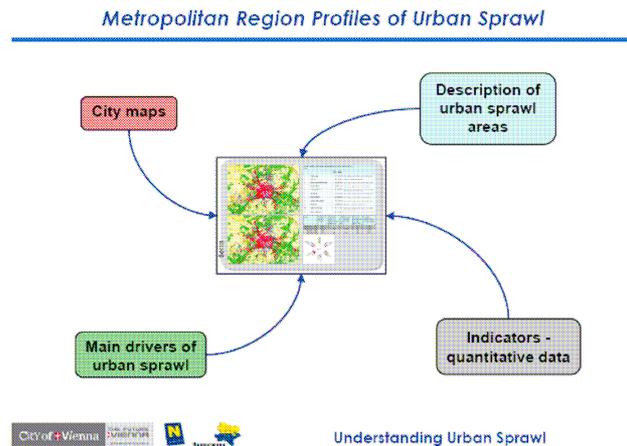
Urban sprawl has the following driving factors which were deduced in the questionnaire:

- Macro-economic factors: economic growth, globalisation
- Micro-economic factors : rising living standards, price of land, competition between municipalities
- Demographic factors: population growth, increase in household formation
- Housing preferences: more space per person
- Inner city problems: poor air quality, noise, unsafe environment, social problems, lack of green space, poor quality of schools
- Transportation: private car ownership, availability of roads, poor public transport
- Regulatory framework: weak land use planning, poor enforcement of existing plans, lack of horizontal and vertical coordination and collaboration

2. 3. Metropolitan region Profiles of urban Sprawl

The questionnaire results have been summarized in order to obtain a profile for each participating metropolitan region. First city maps have been created to illustrate areas affected by urban sprawl. Additionally herefore a description of each marked area is provided, including year of establishment, drivers and problems of this area.

Furthermore quantitative data which was obtained by the questionnaire is presented in a table for a summary of indicators. Finally a symbolic spider provides the main drivers of urban sprawl for the chosen metropolitan region.



Pic. 2) Profiles of Urban Sprawl

2. 4. Urban profiles of Budapest, Rome, Gothenburg, Berlin, Lubljana, Oslo and Vienna

Budapest

Sprawl area # **Comments, Explanations, Sprawl phenomena, ...**

- 1 Classical high-status residential suburbanisation area
- 2 Classical high-status residential suburbanisation area
- 3 The Western entrance of the city; large scale logistic, commercial and also residential developments
- 4 Uncontrolled sprawl, partly former weekend-house areas built in
- 5 Partly former weekend-house areas built in
- 6 Mixed development: secondary step of residential suburbanisation, but also workspaces (industry, H&U)
- 7 A clear sign of the new outer ring motorway: logistics and commercial developments everywhere along its path

Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998	3658			2.2	32.1
Metropolis 2008	3261	17.9	1507	4.4	27.1
Region 1998	162			1.0	31.7
Region 2008	192			2	27.2

City of +Vienna **THE FUTURE OF VIENNA** **N** **Gothenburg**

Metropolitan area Vienna - Lower Austria

Rome

Sprawl area # **Rome: Comments, Explanations, Sprawl phenomena, ...**

- 1990
- 1 The urban area of Rome is mainly concentrated within the QUA, with some outlying 'islands' along the lines radiographic corridor and along the sea.
- 2 The occupation of urban areas is directed towards the sea and is directed along the radial corridor and is characterised by their structure and their area occupation, more residential and including a residential density characterised by the geographical structure. It is mainly oriented in proximity to the urban area of Rome and characterised by a high population density and concentrated use of the space.
- 3 There are two separate settlement 'types' in addition to the traditional one: one is more oriented along the radial network of roads and along the sea, south-southwest of the Via Appia and the Tiburtina (Basilica), under the sea of the main centers of the system of the Roman urban pattern. Another 'type' is more oriented towards the urban area of Rome and is characterised by a high population density and concentrated use of the space.
- 4 Along the Via Aurelia to the east, the first urban of Torre and Grotte is growing for urban values (residential phenomenon) and commercial values.
- 2000
- 5 In the urban system, there are some systems of satellite centers in particular 'island' centers (the centers of Fregene and Ladispoli) along the coast, mainly affected by settlements (tourist resorts), while along the Via Appia and the Tiburtina, near the airport, the new values (residential phenomenon) are oriented towards the urban area of Rome and are characterised by a high population density and concentrated use of the space.
- 6 In the urban system, there are some systems of satellite centers in particular 'island' centers (the centers of Fregene and Ladispoli) along the coast, mainly affected by settlements (tourist resorts), while along the Via Appia and the Tiburtina, near the airport, the new values (residential phenomenon) are oriented towards the urban area of Rome and are characterised by a high population density and concentrated use of the space.
- 7 In the urban system, there are some systems of satellite centers in particular 'island' centers (the centers of Fregene and Ladispoli) along the coast, mainly affected by settlements (tourist resorts), while along the Via Appia and the Tiburtina, near the airport, the new values (residential phenomenon) are oriented towards the urban area of Rome and are characterised by a high population density and concentrated use of the space.
- 8 From the area along the Via Appia to the urban area of Rome, the phenomenon of 'satellite' centers (tourist resorts) is oriented towards the urban area of Rome and is characterised by a high population density and concentrated use of the space.
- 2006

Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998	2300	700	1500	10	28
Metropolis 2008	2100	800	2900	15	34
Region 1998	650	300	300	20	33
Region 2008	800	400	600	28	38

City of +Vienna **THE FUTURE OF VIENNA** **N** **Gothenburg**

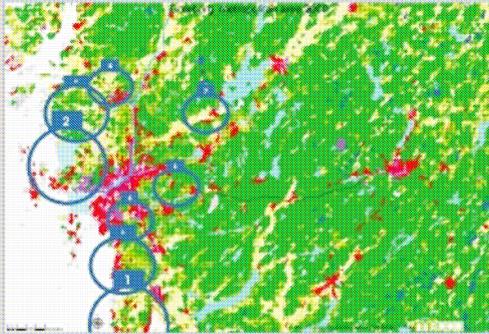
Metropolitan area Vienna - Lower Austria

European Union
European Regional Development Fund

8

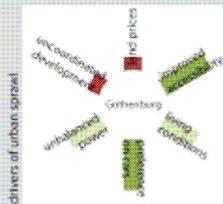
INTERREG IVC
INNOVATION & ENVIRONMENT
REGIONS OF EUROPE SHARING SOLUTIONS

Gothenburg



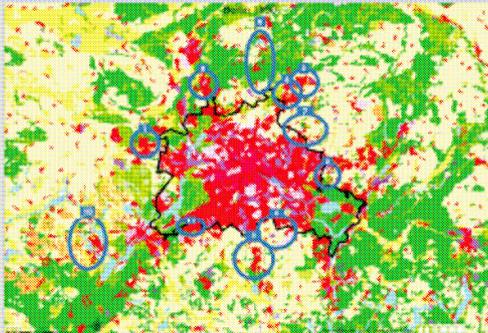
Sprawl area #	Gothenburg Comments, explanations, Sprawl phenomena, ...
1	Ornsala - The Clusako urban sprawl area was visited in Kungälvsköpa. Low road capacity
2	Torslanda - Densification of a previous area of low density summer house area. Congested regional roads
3	Öjersjö - Densification of a previous area of low density summer house area
4	Munkgårde - New housing estates along the motorway
5	Västra Kungälv - Future urban sprawl area?
6	South Åskim - Sprawl around a closed railway link
7	Gräbo - Diefstorp - Sprawl 2-3 km from a regional low capacity road
8	Fässbergsåalen - Enterprises and commercial units located along the motorway
9	All over the place - The special "Gothenburg urban sprawl"

Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998	336				
Metropolis 2008	307			29	
Region 1998	93				
Region 2008	102			8	

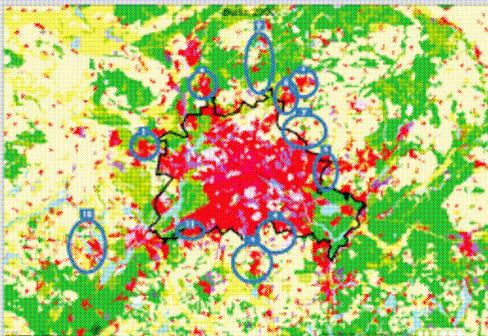


City of +Vienna THE FUTURE OF VIENNA Metropolitan area Vienna - Lower Austria

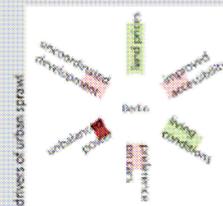
Berlin



Sprawl area	Berlin: Comments, Explanations, Sprawl phenomena, ...
1990 - 2000	
1	Falkensee + 11,744 inh, commuter town, early suburb within the railway axis
2	Bernau + 8,576 inh, old town, middle order centre
3	Blankenfelde/Mucklowe + 6,688 inh, commuter town, early suburb within the railway axis
4	Schönfeld + 5,961 inh, old airport, large residential, in commuter town
5	Hoppegarten + 5,945 inh, commuter town, early suburb within the railway axis, developing commerce and industry
6	Panketal + 5,753 inh, commuter town, early suburb within the railway axis
7	Ältermose + 5,562 inh, commuter town, suburb within the railway system
8	Hohen Neuendorf + 5,225 inh, commuter town, early suburb within the railway axis
9	Wandlitz + 4,385 inh, recreation village within a railway line
10	Waldow (Havel) + 4,311 inh, old town within the railway axis, with town market and full growing town
11	Kleinmachnow + 4,231 inh, commuter town, early suburb within the railway system

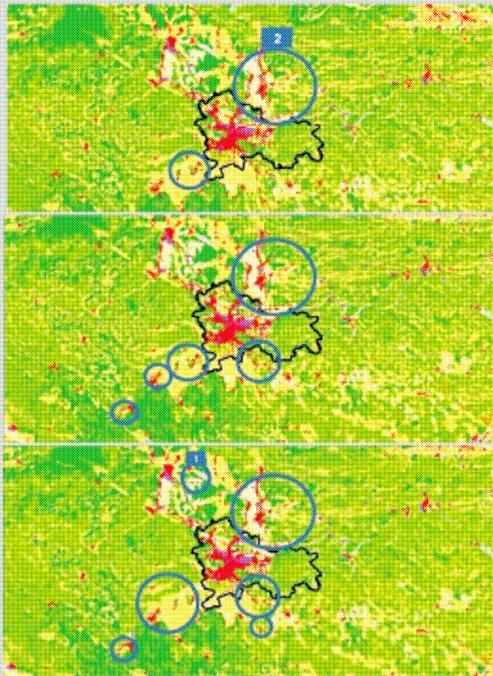


Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998	3812			12,7	38,0
Metropolis 2008	3849	230	1000	14	34,0
Region 1998	200			2,4	33,5
Region 2008	314	50	600	2,8	36,0



City of +Vienna THE FUTURE OF VIENNA Metropolitan area Vienna - Lower Austria

Ljubljana



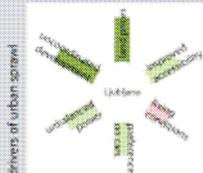
Sprawl area #1: Ljubljana Comments, Explanations, Sprawl phenomena, ...

- 1 Urban Sprawl is not the right terminology in Slovenia.
- 2 Suburbanisation of older rural settlements and their spatial expansion is more accurate. New settlement development is rarely based on previously unsettled areas. Urban sprawl is more connected with the spatial and social transformation of older MR settlements.
- 3 The only exception is new suburban business development, which is primarily being built on agricultural land (number 01 on 2008 map)
- 4 Suburbanisation has more or less been the same in the last 15 years, only the spatial reach of it has furthered.

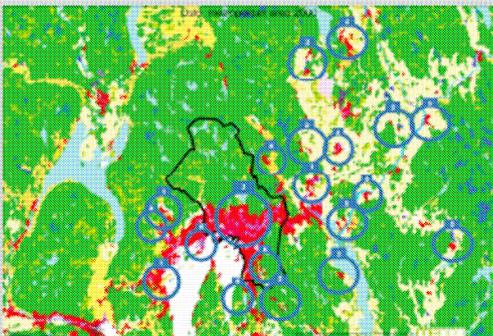
Suburbanisation is quite dispersed and its difficult to point out homogeneous "sprawl" areas. The pattern is much more infiltrated into older settlements, with new settlement and business development in some well-connected older villages and towns.

The oldest suburbanized area is by road well connected basin area north to Ljubljana (that grows from the 70-ies onwards)(number 02 on 1998 map)

Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998	985	10	200	3.8	30.4
Metropolis 2008	1012	50	800	5.3	23.6
Region 1998	95	5	120	1.7	30.8
Region 2008	108	10	350	2.3	24.3



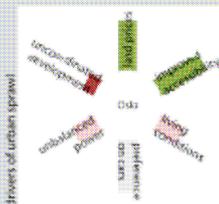
Oslo

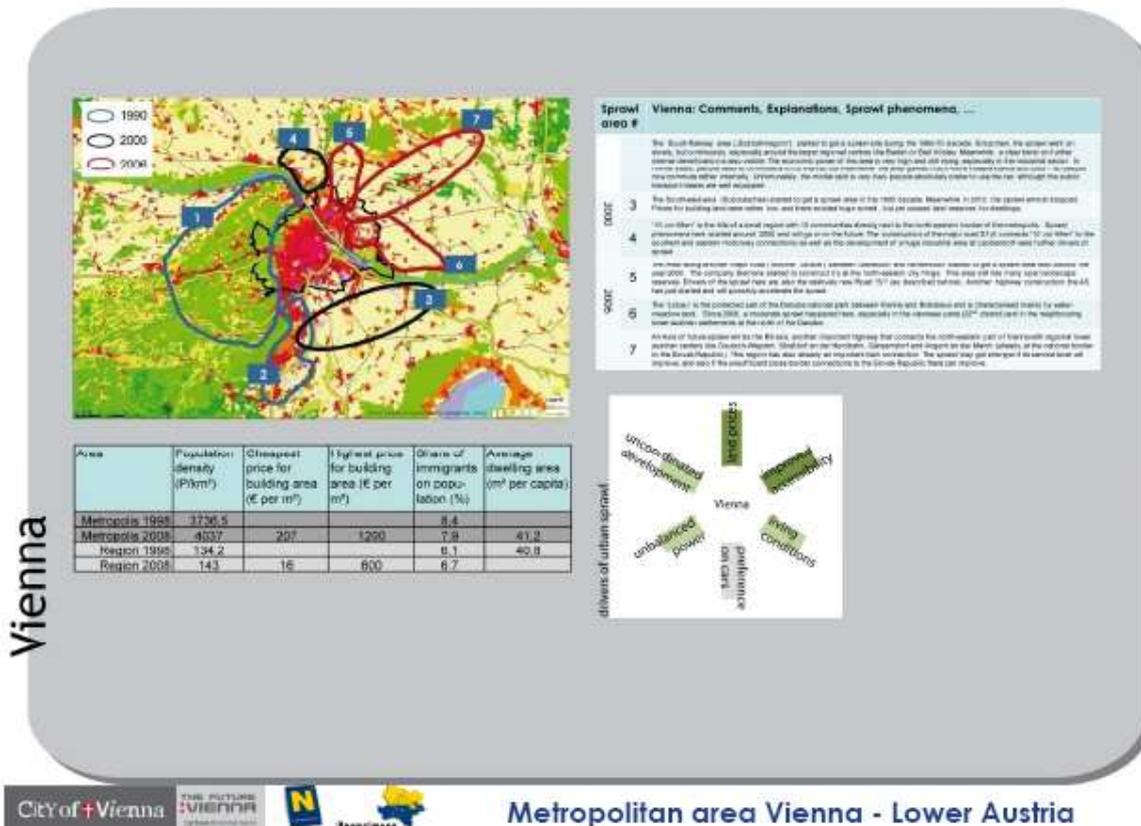


Sprawl area #2: Oslo: Comments, Explanations, Sprawl phenomena, ...

- 1 Car-based urban housing expansion developed under the Green Wave in 1970's and 1980's
- 2 Outlying villages and towns on cheap rural land, dependent on road transport
- 3 Low-density housing across Oslo outer city (formerly part of Akerhus), now covered by targeted policy for small centres and densification
- 4 Key areas for possible urban growth, dependent on new transport infrastructure
- 5 Older municipal centres and former industrial towns with growth potential
- 6 Areas where farm land adjacent to centres is restricting urbanisation and stimulating fragmentation.

Area	Population density (P/km ²)	Cheapest price for building area (€ per m ²)	Highest price for building area (€ per m ²)	Share of immigrants on population (%)	Average dwelling area (m ² per capita)
Metropolis 1998					
Metropolis 2008	1374			24.3	
Region 1998					
Region 2008	118			11.2	





2. 5. General Results

Urban sprawl was stronger in the region than in the metropolis:

- Clear differences in landprices and improved accessibility were powerful drivers of urban sprawl in all Catch-MR regions
- Except Vienna and Ljubjana, sprawl was not driven by a spatial transfer of urban functions
- Planning could so far not avoid or reduce negative effects of urban sprawl
- Only Gothenburg and Berlin are satisfied with the current policies
- Population forecasts: Regions will grow far stronger then the metropolis parts!

The main drivers of urban sprawl are land prices, improved accessibility and a preference on cars. Living conditions, the imbalance between metropolis and region or the uncoordinated development appear rather insignificant as sprawl drivers.

Land prices differ extremely between the Catch-MR regions. Rome shows by far the highest values. The differences between Metropolis and Region are especially high in Ljubljana and Budapest.

Life quality in terms of household size (m² and persons per household), accessibility determines the choice of living area. While single households increase in the Metropolis average living space grew faster in the Region. This is a result of differing demands. Students often prefer the greater accessibility of the city, while families favour a small house with garden.

High population density might appear as inner-city problem and therefore is considered as a push-factor of sprawl. Densities are the highest in the Metropolis of Vienna, Berlin and Budapest. Concerning the whole MR Berlin is the most land consuming. The Metropolis part of Rome is the biggest of the compared cities.

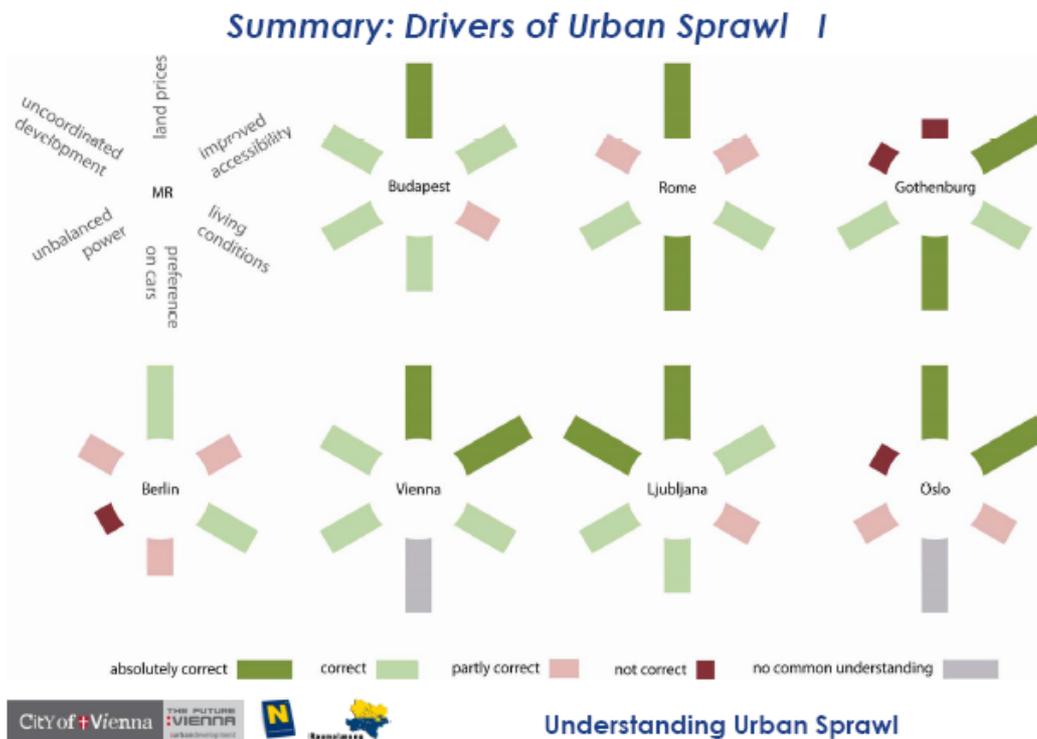
The share of immigrants in all MR, except Rome, is higher in the Metropolis than in the Region. The situation in Rome is contrary due to the extremely high land prices in the centre. Goteborg described a segregation phenomenon: if the share of migrants in a district surpasses a certain level, the previous inhabitants (Swedes) migrate to another part of the MR. Therefore it is considered as a push-effect.

The mono-centric function of a city centre can be seen in the number of commuters. Their share of 90% in Ljubljana is extremely high. The average income in the city centre is higher in the Metropolis. If the difference becomes more important the mono-centric function of a city centre will be enhanced.

Public transport service is connected to uncertainties related to urban sprawl. Most MR stated that good public transport connecting Metropolis and Region leads to urban sprawl. On the other hand the accessibility by public means has to be provided also to the outskirts. The Catch-MR regions are inhomogeneous: Rome, Ljubljana and Berlin show a high share of private transport while in Budapest, Vienna and Gothenburg public transport is preferred.

Protected areas seem not to be affected by urban sprawl. Environmental impacts not only result from land occupation but may also include an increase in CO₂ Emissions, higher energy consumption, etc. Unfortunately almost no data was received through the questionnaire.

Institutional framework and policies are diverse in the research areas. In some regions a reallocation of competence may be necessary.



Pic. 3) Drivers of Urban Sprawl

2. 6. Specific Results

These results are not based on the quantitative, but on the qualitative data records (mainly text fields) in the questionnaire. And interpreted summaries of the data collected.

- **Demography, social aspects, micro economics**

The main costs of living (mobility and housing) are clearly different in the Metropolis and in the Region. An interpretation is possible: Living in the Metropolis is still more expensive; on the other side the mobility costs in the "Region life" can be significant higher than in the Metropolis: Urban housing costs easily overrule the "cheaper" mobility share. Pull factors are slightly more important for the 7 sprawl cases than the push factors.

- Generally the average dwelling area per capita (m²/capita) grew much faster in the Regions than in the cities. The Vienna Region has the highest value (41m²/capita in 2008), Ljubljana Region the lowest (24 m²/capita in 1998, growing to 31 in 2008). The Rome Metropolis change was much smaller: from 25 in 1998 to 28 in 2008.
- The average **number of persons per household** even decreased, although the range among the Catch-MR Regions is diverse. The overall average is about 2,3 persons per household in 2008, with the lowest value in Berlin Metropolis (1,8 in 2008) and the maximum in the Ljubljana Region (3,3 in 1991, but still 3 in 2001).
- The **cheapest and highest price for building area** shows extreme differences among the Catch-MR Regions- by the overall range and compared to each other. So, this data set, so far collected, must be presented completely below. Even if the currency- and purchasing power differences are considered, the maximum difference lies between "5 €/m²" (Ljubljana Region 1998) and "2000 €/m²" (Rome Metropolis 2008) and is considered as extremely high. In general, the Rome MR presents a class of its own, while the dynamic of changes in Budapest and Ljubljana lead

to a very wide price range especially between Region and Metropolis.

- These trends seem to continue in the **population forecasts**. Although the answers therefore are incomplete, **all MR's seem to expect population growth till 2020**. But this growth develops differently in the Regional and Metropolis parts in each MR, continuing the same way as it did in the past decades. Generally, the Regions will grow far stronger than the Metropolis parts, but some of them will even shrink: The forecast data so far says, that the Metropolis of Budapest and Ljubljana will lose inhabitants, while Rome, Gothenburg, Berlin, Vienna will slightly grow.

- **Mobility & transport**

A major task of Catch-MR is to explore mobility and transport co-operations between the Metropolis and the Region. Accessibility and transport planning have for sure major impacts on the urban sprawl..

Although the overall mobility costs in the Region are evidently higher than in the city, this fact seems to have almost no influence on people's choice to "leave the city". Most of the MR's approved that the settlement structure impedes an efficient and competitive public transport- especially in Rome and Gothenburg. At the same time, clear preferences on private car usage seem to act (except Berlin). The combination of these two phenomena illustrates a major problem: It's very hard to run public transport (PT) solutions which can compete with private transport means or even "beat" their attraction in major parts of the MR's, although almost all PT systems had improved in the past years. This demonstrates the promising future potential of existing or future transport cooperation platforms in all MR's.

Except in Budapest and Ljubljana, all PT systems had improved in the past years. Anyway only Berlin thinks that the current public transport system is an attractive alternative to the private car use. This demonstrates the future potential of improved and more powerful transport cooperations in

all MR's, although cooperation platforms to manage such tasks exist already in all MR's except Budapest, and they seem to be successful especially in Berlin and Oslo.

Ljubljana posted a dramatic statement on their critical situation (cite from the questionnaire) that shows a "vicious circle": *"Suburban areas are particularly car orientated. The supply of public transportation (PT) practically hasn't changed or has worsened in suburbia, yet the suburbia has grown significantly. A vicious circle has begun, where due to lack of adequate supply of PT in suburban settlements, fewer people use it, which in-turn results in further drop in the supply of PT. Research show, that PT is only used in rare settlements, which have competitive PT (Litija and Borovnica with good rail connections). Newer settlements that have grown in the last 2 decades are virtually unserved by PT. In metropolitan core (Ljubljana) PT system is moderately organized, yet it is losing passengers rapidly. It mostly services only those population segments that do not drive a car (pupils, elderly people)."*

- **Environmental impacts**

So far, negative environmental impacts were not a major questionnaire objective. Gothenburg and Oslo mentioned that they had no quantitative loss of precious nature land- all other MR's voted for "partly correct". An interpretation can be that the negative sprawl-driven environmental impacts in general had not been too bad. "Partly correct" can also mean that only minor parts of the entire MR's were affected. Also, ready-to-go tools for standardised measuring and comparison of sprawl impacts are not available, but further common impact measuring could be an interesting issue for later MR projects modules.

- Some data from Budapest, Berlin and Vienna regarding the **sizes of agricultural and forest areas** allow some first estimations. The Budapest Metropolis increased their area from 71560 ha (2000) to 908854 ha (2007). Berlin, Vienna and Ljubljana lost areas, but only

a marginal amount, e.g. Vienna 14011 ha (2001) to 14008 ha (2005).

- The situation is much distinctive **in the Regions: the data proves that sprawl “eats” literally large agricultural and forest areas**. The Budapest Region lost 8060 ha between 2000 and 2007, the Berlin Region 5910, the Vienna Region even 11.820 ha.
- **Gothenburg described some of their environmental problems**, caused by sprawl (cite from the questionnaire): *“Houses planned for summer and weekend use are generally not connected to the sewage system, and are now increasingly being transformed into permanent housing, though still not connected to the technical systems. This may lead to contamination of land and ground water. The sprawl is associated with increased private car use, causing noise and air pollution. The car use has also required build-outs of the road system creating barriers in the nature areas”*

- **Institutional framework**

Except of Berlin, all MR's submitted the statement of a lack of effective regulation power which could compete or at least influence the municipality and actors bearing local level “power”. Cross-border coordination in the economical development is rather weak in all MR's except Oslo and Gothenburg, “the cheapest gets it all” is true for Budapest, Rome, Vienna and Ljubljana. Only two of the MR's, Berlin and Ljubljana, responded that they would have ongoing active projects with sprawl-lowering potential. These are conducted jointly between the Metropolis and the Region. It would be interesting to explore their “best practise” examples, also to get a Catch MR “overview survey” on success criteria for urban-regional transport solutions.

- **Policy responses**

All MR's already have common institutions which are able to apply strategic visions. But only two of them, Gothenburg and Berlin, are convinced that those institutions will be successful in stopping or at least reducing the sprawl in the future. Except of Berlin and Oslo, all MR's think

that dramatic changes in the tax and subsidizing schemes may be helpful to lower the sprawl. E.g. some text answers stated a change in the rather one-sided funding and support for private car use and –commuting could be a promising trigger. If implemented, this would be a rather dramatic policy change towards more transport sustainability and against the pretty established “car society”!

2. 7. Summary – Group discussion about the results of “Understanding Urban Sprawl”

In three groups the similarities and differences of the effects of urban sprawl in the seven metropolitan regions were discussed along the following questions:

- What can each region learn from the interpretation of the questionnaire results?
- Are the interpretations of the questionnaire correct? Do we need or can we provide additional explanations by the regions?
- Which of the presented drivers of urban sprawl can be influenced by planning? How can they be influenced?

Results of the group discussions in session I

There was a common understanding that the questionnaire results showed a clear picture about the differences of urban sprawl phenomena in the different Catch MR regions. One thing seemed to be clear: every region needs a different solution. It is, however, good to compare all the attempts to combat urban sprawl. So the regions can learn from each other.

All partners agreed that planning can only influence a small part of the drivers of urban sprawl: it can only influence the supply side. It is able to provide infrastructure, to manage the changes of land use and to influence the land prices. A possibility to provide a good accessibility is to rely on a polycentric structure. Hopefully this keeps distances short and prevents urban sprawl.

The demand side depends mostly on personal preferences and can hardly be influenced by planning. We should always keep in mind the following truth: “never ask what people want to do. Watch what they are really doing”

All partners agreed on the fact that the most important factor for sprawl is the personal wish for a better quality of life. The drivers for sprawl are different in different regions but the fact of sprawl is the same.

In **Budapest** there is a clear tendency to rely more and more on the use of private cars with all the negative consequences. This is a vicious circle as the deterioration of public transport increases the need for private transport. More coordination between policy makers and decision makers would be necessary.

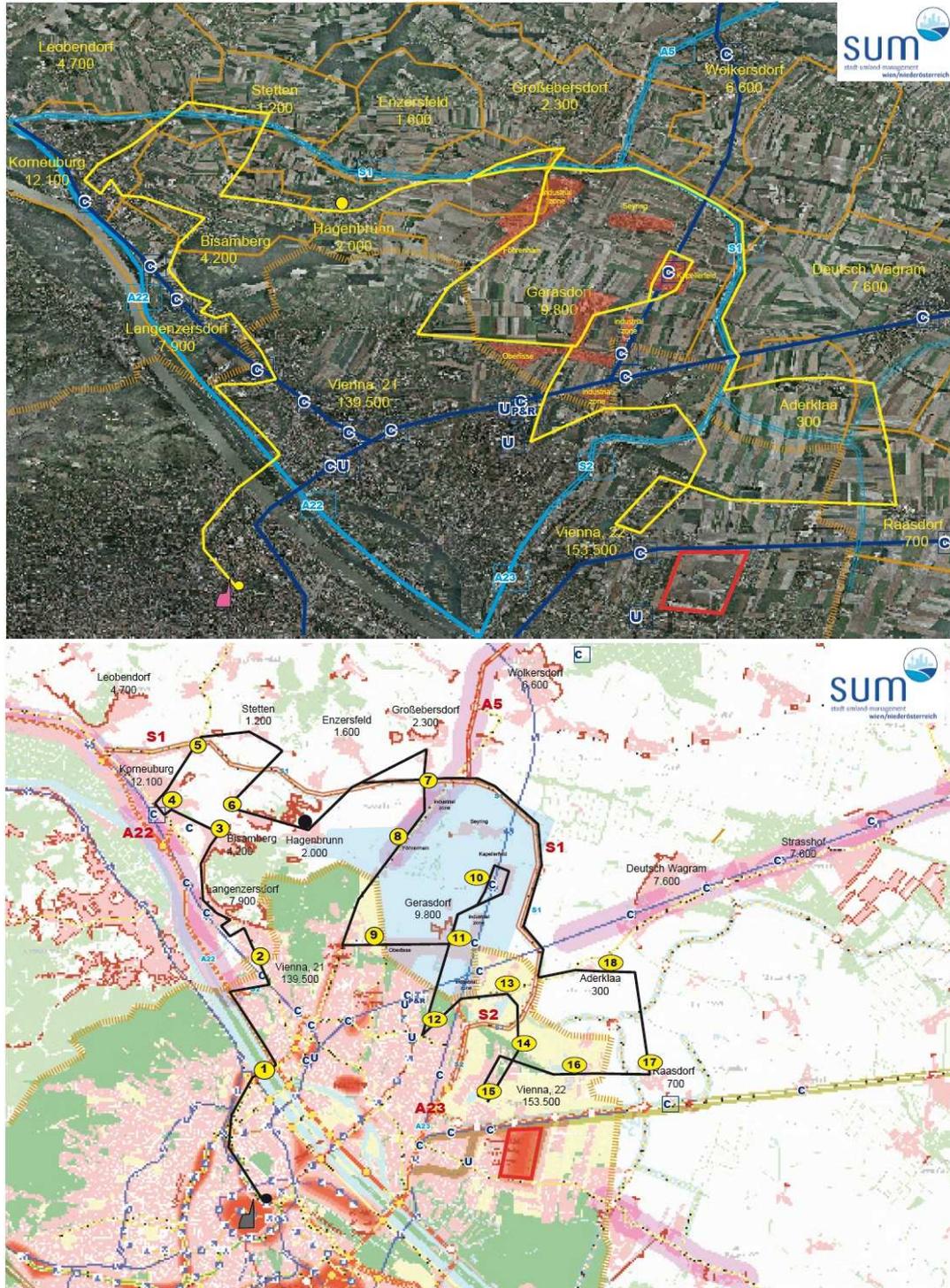
Gothenborg explained how the city will manage to increase the use of public transport within the next years. The drivers of sprawl are different in all the regions but the results are the same.

Berlin has a strong planning system. Suburbanization is therefore not a big problem. Nevertheless it is not easy to influence the drivers of sprawl. As there is no big population growth expected in the near future it seems easy to handle urban sprawl in this metropolitan area.

Ljubljana has a lack of living space in the city. If somebody wants a bigger house he has to move out. This traditional thinking is still very strong. It is still the desire of most people to own and live in a family house. It is also very expensive to buy a flat in the centre of the city.

For **Oslo** urban sprawl is very much connected to the expectation of a better live. The other issue is accessibility. Living costs for a flat in the centre of the city are higher, mobility costs for suburban areas are higher.

3. SITE VISIT TO SURROUNDING REGIONS OF THE METROPOLITAN REGION VIENNA



Pic. 4) Route of site visit 1 to the northern outskirts of the Metropolitan Region Vienna

Ms Renate Zuckerstätter's report about the site visit to SUM Nord:

"Our trip to the northern periphery of Vienna startet at the City of Vienna and took us along the Danube Canal (the eldest branch of the Danube in Vienna) and across the Danube River with its man-made Danube Island ① to the 21st district of Vienna (Florisdorf, 140.000 inhabitants, with several old villages, large areas of detached houses, large industrial areas and huge estates of social housing). Hardly recognizing the northwestern boundary between Vienna and Lower Austria ② we drove along the foot of the Bisamberg (a foothill of the Alps). We saw the old villages Langenzersdorf (7.900 inh.) and Bisamberg ③ (4.200 inh.) with their rather exclusive residential areas. Reaching the very old town of Korneuburg ④ (12.100 inh., capital of the same-titled political district) we passed its beautiful neo-Gothic townhall. The population of the district of Korneuburg is rapidly growing due to its close proximity to Vienna and its good quality of life. Crossing the recently finished Highway Nr. S1 ⑤ (a part of the Region Circle – a planned highway circle around Vienna) and passing small wine-growing villages ⑥ we approached Hagenbrunn ● (2.000 inh.). From the vineyard we had a view over the plain Marchfeld (which is intensively used for agricultur) up to Vienna and Bratislava. Passing a shopping mall ⑦ which is developed on a greenfield site, driving along typical outward roads with rather disorganized commercial areas and disseminated housing areas we zigzagged the northern boundary of Vienna and its neighbouring town Gerasdorf (9.800 inh., consisting of several villages) ⑧ - ⑬ . Finally we crossed a former rail yard, which has become a precious nature habitat because of being out of use for decades ⑭ , and visited typical suburban settlements (detached houses beneath huge social housing areas) in the 22nd District of Vienna (Donaustadt, 154.000 inh.) ⑮ . Due to the ongoing sunset we interrupted our tour, drove back to Hagenbrunn along the new Highway Nr. S1 in a few minutes and had a cozy dinner at a vine-yard restaurant.

Thank you for joining!"

THURSDAY, 29 SEPTEMBER

4. COOPERATION AS A KEY ISSUE IN REGIONAL PLANNING

On day two of the workshop the participants discussed solutions for the problems of urban sprawl. The CATCH-MR partners focused on COOPERATION as a key issue in regional planning (“land use and traffic planning”). Three different forms of cooperation, which were established in the Catch-MRs and which are seen as good models by the project partners, were discussed in group sessions: “informal metropolitan cooperation”, “formal cooperation between municipalities”, and “cooperation between regions”.

Certain features of these types of cooperation can lead to success or failure: e.g. the capacity to reach a consensus in different phases of policy making (agenda setting, decision-making, implementation) regarding the development and implementation of concrete projects or more general strategic goals, and the ability to motivate actors to cooperate. The main questions for all sessions on Thursday were:

- How can we improve the coordination between land use and traffic planning at metropolitan level in order to achieve the goals of sustainable metropolitan development?
- How can different forms of metropolitan governance (particularly forms of metropolitan cooperation) contribute to a better coordination between land use and traffic planning?

Mr Rosenberger presented the programme and questions for the group sessions to the project partners. The discussions in three parallel working groups should address the questions: What are the strength and weaknesses of the presented form of cooperation in general terms of **motivating** actors and institutions to cooperate and in general terms of **reaching consensus** between all involved actors in the policy fields of regional planning? What can we **learn** from this kind of cooperation for the task of coordination?

4. 1. Informal metropolitan cooperation (30. 9., Session I)

Ms Renate Zuckerstätter-Semela presented the Metropolitan Area Management Vienna / Lower Austria (SUM – Stadt Umland Management) as an example of “informal metropolitan cooperation”. During the presentation the question was brought up whether SUM was an informal or already a rather formal form of cooperation. In **Ms Zuckerstätter’s** point of view the SUM is an informal cooperation because it is not mandatory.

Firstly, **Ms Zuckerstätter** gave an overview of the typology of the Metropolitan Region Vienna. She pointed out that the metropolitan area with 2.6 million inhabitants is separated by the Danube River into a North and a South region. The core city of Vienna with 1.7 million inhabitants is surrounded by 13 small towns, many villages and large green areas and farmland. The metropolitan region Vienna relies on a radial structure with continuous settlement areas along some axes (esp. to the south).

Austria is a federal state consisting of 9 federal provinces (“Länder”). Vienna is both a federal province and a municipality. It consists of 23 districts that each have their own district council. The territory of Vienna is embedded in the federal province of Lower Austria. Lower Austria’s share of the Metropolitan Area Vienna / Lower Austria consists of approx. 60 municipalities that form part of 7 administrative districts.

The allocation of rights and duties in the MR Vienna leads to an imbalance regarding the administrative structure and powers. According to the Austrian Constitution the federal provinces are responsible for spatial planning law, and municipalities are responsible for local spatial planning. In Vienna, the Vienna City Council is responsible for spatial development, which is implemented by the Vienna City Administration. The districts do not have any spatial planning authority. In Lower Austria municipalities are responsible for local spatial planning and the Provincial Government is the supervisory authority.

Ms Zuckerstätter called this situation a “Gordian systemic environment” due to the highly complex political, administrative and financial structures as well as to the diversely allocated resources and complex system of public finances (redistribution of revenues between federal state, provinces and municipalities). While the area is highly functional, the territories and boundaries outlived the change of time. The region faces challenges regarding congestion, sustainable transport, structural changes in economy, provision of social infrastructure, sealing of soil, energy supply, housing market, landscape protection and urban sprawl. Additionally, the area faces high pressure regarding migration, settlement, traffic, cost, power efficiency, etc. The situation leads to conflicts such as conservation versus development, sustainability versus unlimited consumption of resources. All this leads to activities in the area that SUM characterizes with the artificial word “coopetition” as the predominant relationship between municipalities.

On the other hand, **Ms Zuckerstätter** identified many common features in the MR Vienna. She argued that people do not perceive the internal borders in everyday life. They expect the area as a whole to function properly. Investors appreciate the efficient “Vienna Region”. The area as a whole competes with other metropolitan areas. SUM underlines that there is a need for enhanced cooperation of stakeholders in the field of spatial development. Recent estimates show a population increase of about 400,000 persons in the area by 2035. Ms Zuckerstätter underlined that the area needs coordinated approaches and cross-sectoral thinking regarding settlement policies and landscaping, infrastructure and business location policies, integration and spatial development and environmental and climate protection.

Towards cross-border cooperation

- Since 1974: Association of Lower Austria and Vienna – Common Leisure Areas. Focus: securing leisure areas of regional importance
- Since 1978: Planungsgemeinschaft Ost (PGO) – platform of the provinces of Vienna, Lower Austria and Burgenland. Focus: co-ordination of spatial planning activities

Task areas

- Cooperation and intermediation
 - activating the cooperation and harmonization of the involved Lower Austrian municipalities and Viennese districts and the two federal provinces regarding regional planning matters as well as specific projects
 - mediating controversial cross-border issues, e. g. conferences of mayors, “Dialogue on Regional Spatial Development”
- Information platform
 - serving as an information platform for topics of regional relevance
 - organising a sincere exchange of thoughts among the stakeholders with a focus on establishing an all-inclusive vision for the area
e. g. annual SUM conference, annual SUM forums North and South
- Incentives and management
 - designing solutions for cross-border challenges together with the stakeholders to create regional added value
e. g. map of cycling tracks, taxi Marchfeld, joint flood prevention

Issues

Settlement and location policy issues are: migration movement in a growing region, urban centres and open spaces, spatial development and mobility, density, mixture and diversity as well as location development and land policy. Instruments to improve the situation are jointly developed.

Landscape development and green space issues are: cross-linking of recreational areas and natural space, the so-called “eco-account” and landscape planning, the protection of superior agricultural land and the conservation of valuable natural space. The aim is to come up with a joint regional strategy and development and to agree on conservation measures.

Traffic and transport issues are characterized by a close collaboration with VOR (Transport Co-operation East) regarding regional mobility management, public transport and sustainable mobility as well as preventing congestion by sustainable spatial planning and considering effects of high-level infrastructure and local border traffic. SUM supplies clever regional solutions for each transport mode.

Results of the group discussions in session I

What are the strength and weaknesses of informal metropolitan cooperation?

Informal metropolitan cooperations are catalysts for the problems in the region. The need for common solutions is an important **motivation** for that form of cooperation. Actors are highly motivated to join the process due to the open and voluntary character of the cooperation as well as there is self-motivation based on success stories. Creative solutions can be developed without formal restrictions. Informal metropolitan cooperation provides mutual information and even small municipal administrations get access to expertise and good practice know-how.

Otherwise this type of cooperation apparently lacks “real” influence when there is no bottom-up culture developed to participate in the production of planning instruments. Being bound to different planning laws (e. g. Lower Austria and Vienna) is not stimulant for cooperation as the informal board together has no planning rights. Equally it is not motivating to have informal meetings between mayors when the representatives of big and strong municipalities (e. g. Vienna) are not willing to share a part of their power.

Raising awareness about the impacts of regional development is fundamental to **reach a consensus** between all actors involved. The main element herein is the process of building trust. Actors have to listen to each others’ opinions respectfully even if they do not agree. It is a matter of fact that this kind of cooperation takes time. Common understanding is seen as a strength of informal metropolitan cooperation. In some cases, results are achieved by group pressure to cooperate.

The informal and voluntary character is both a strong and a weak point at the same time. This becomes obvious when reliable decisions have to be taken in case of conflicts. The cooperation process is threatened by the competition between municipalities and other destabilising factors like the disharmonious

chorus of too many voices, a difficult market situation, etc. Then it is a challenge to bring together all interested and competent actors on a voluntary basis. There are no strong instruments to enforce cooperation (e. g. funding to develop projects). A success factor would be a regional redistribution of taxes to realize cooperative projects (e. g. for public transport). Also the fact that there are new responsible politicians every few years (e. g. elections) weakens the stability of networks. It is even more difficult the greater the number of communities and mayors in the region and the more complex the legal framework.

What can we learn for our region?

Berlin-Brandenburg, which critically presented itself as a Metropolitan Region with rather strong formalized cooperation, described the situation in Vienna as a “democracy of mayors” where the metropolis is at eye level with its neighbours. A lean management (with two clear contact persons in SUM) seems to move the actors from trust to consensus and will at least raise awareness for informal cooperation. But this is only seen as a first step that still lacks a (long-term) perspective. Cooperation needs political support, and we should also consider that the situation is quite different in growing and shrinking regions.

Ljubljana with its multiple municipalities in the region is convinced that things can be done at informal level without regulation. The most important issue is to build trust among partners as there is no regional body. Informal cooperation is seen as an important first step towards formalised cooperation. There is also the perspective that smaller municipalities are taken into account: If they join forces they can even counterbalance larger metropolises that have more political and economic power. Informal cooperation is seen as an efficient way to balance a MR metropolis without major conflicts. But it takes time to build trust, to raise awareness and to build a common understanding. We learned from the Göteborg workshop that even if the Regional Development Programme of the Ljubljana Urban Region has been elaborated by municipalities, regional stakeholders and the national government, the key objectives could not be achieved as they were not linked to the budget. The Ljubljana Urban Region thinks that influencing

decisions about infrastructure investment could be a key trigger for informal metropolitan cooperation.

The MR Central Hungary also shares the idea that even without strong power local and regional successes could be achieved. But a consensus built on trust can only be successful with a certain level of democracy as well as with a certain legal and financial basis. In other words: we need to develop and fund a culture of cooperation. The possibilities to interact increase with the number of cooperation meetings. Additionally, it is the experience of Budapest that the cooperation between the city and the region is more powerful if city districts have less power.

The Metropolitan Region of Oslo/Akershus finds its own regional planning situation very similar to that of the Metropolitan Region Vienna. The voluntary regional participation process should be supported by “real tools” like legal instruments and/or financial means. The discussed model of municipal involvement is a tool to reach common understanding by providing mutual information and building trust. It should better be used as a consensus-based implementation platform because reaching a consensus is a long-term-process and strategic decisions are taken now.

The Göteborg Region Association of Local Authorities underlines the strength of non-mandatory collaboration, the free will to cooperate and the power of good examples. It is important to create awareness and to concentrate on common issues. Common ideas can be implemented by cooperations such as SUM with a good opportunity to be invited and be part of the process. The Provincia di Roma (Province of Rome) also welcomes the good level of cooperation between the institutions and the involved actors.

The approach to the informal cooperation of the Metropolitan Region Vienna is ambiguous. The discussion shows that the informal metropolitan cooperation in Vienna is more formal than expected. A high level of formality is reached without a legal basis. The Metropolitan Region identifies pressure as the first step towards cooperation but the representatives think that there is not yet enough

pressure to cooperate. The following question is seen as vital: Is the city ready to confer some power to the region?

In the ongoing discussion Göteborg finds a creative way to lead over to the next session with a paradox summary: Vienna's informal cooperation is quite formalised, while the Göteborg case is not as formalised even though it is a formal cooperation.

4. 2. Formal cooperation between municipalities (30. 9., Session II)

Presentation of the Göteborg model as an example of formal cooperation between municipalities by **Mrs Georgia Larsson, Mr Per Kristersson and Ms Kerstin Elias.**

Mrs Georgia Larsson's presentation provides information on the type of organisation of the GR, how the planning system in Sweden works and what role GR plays in the regional planning process.



Pic.6) Göteborg Region

Type of organisation of the GR

The Göteborg Region Association of Local Authorities (GR) is a co-operative organisation uniting thirteen municipalities in Western Sweden. The City of Göteborg is the biggest municipality and regional core. The total population of all municipalities is 918,000. The task of the association is to promote co-operation across municipal borders and provide a forum for the exchange of ideas and experiences within the region.

GR focuses on *topics* such as: regional planning, environment, traffic, job market, welfare and social services, competence development, education, and research. GR works closely with the "Business Region Göteborg", which is the common resource for trade and commerce issues in the Göteborg region.

The GR delegation has 91 members and its board of directors has 22 representatives and 11 deputies. The board of directors is headed by a chairman and three vice-chairmen. The board appoints political regional boards (steering committees) for different areas of activity within GR. The GR has 4 regional boards:

- Education: Provides professional courses in competence development and manages, among other things, the High School admission for the GR municipalities.

- Welfare and social services: deals with cooperation on welfare issues.
- Research and development: deals with issues concerning senior citizens and children.
- Planning: manages GR's role as the regional planning authority, safeguards the regions' interests, e.g. answers plans submitted for consideration on behalf of the municipalities.

GR is financed partly through annual membership fees from the member municipalities and partly through revenues from conferences and trainings, investigations, and other joint activities of the member municipalities. The annual turnover is at approximately €2,750,000.

Before describing the role of the GR as regional planning authority, Georgia Larsson put the GR in a wider perspective to show how the planning system in Sweden works and how the planning powers are divided between different administrative levels.

How the planning system in Sweden works

National level: There is no land use planning strategy at national level. The national level is responsible for national long-term planning of transport systems regarding road, rail, maritime and air traffic. However, the government has the ambition to incorporate land use and traffic planning in a new planning process to develop a national and regional long-term transport plan.

The Swedish planning system is based on *multi-level governance*. This division is typical of the Swedish planning system, which is characterized by decentralised planning.

The fact that the national level holds no national development plan or strategy poses the question: "Who has the planning power?"

- At the Greater Region level: Region Västra Götaland: the health care system is the main responsibility, regional development and infrastructure coordination are further tasks.

- At municipal level: The local level is very strong and powerful. It is responsible for social welfare but, most importantly, the municipalities have the exclusive planning powers in land use and local traffic planning.
- At GR level (between the Greater Region and the municipal levels): one of 4 regional associations in the Greater Region. GR is the regional planning authority and has been nominated by its member municipalities to coordinate regional infrastructure, among other things. It is important to keep in mind that GR applied for the role of “regional planning authority” on behalf of its municipalities. The need to cooperate on issues of land use and traffic planning came from the local level. This means that the 13 municipalities have chosen to shift some of their powers to the regional level.

What is the role of GR?

GR is designated by the government and bound by laws (planning and building act). For example, GR has the legal right to appeal decisions of the Administrative Board. GR has a legal framework but has chosen not to use it. GR produced 3 regional plans ('44, '63 and '82) in the past. These very detailed plans were good in a way but not feasible in everyday planning. So when it was time to draw up a new regional plan GR decided to choose a different approach.

Here **Mr Per Kristersson** took over the presentation with a historical retrospect on past regional plans and a new, more process-oriented approach towards the regional development plan.

Firstly, he explained the complex (and problematic) situation of the region of Göteborg that is influenced by individual choices and institutional decisions. Mobility makes it all go round but the increasing mobility creates congestion and will not support a sustainable development. To change the future we have to understand the past. Only governance by common understanding creates acknowledged decisions, in particular with regard to GR's objectives and the questions “who is responsible for the decisions” and “how can GR create common understanding”.

The past can teach us an important lesson when we search for solutions for current and future planning issues. European regions adopt different planning

methods due to their historical development but the planning issues are very similar in all regions.

In the past, regional plans were drawn up every 19 years in Göteborg. The regional plan of 1944 endorsed family housing. Projects at the time gave people a rather free choice of where to live in the region. It would have created great problems to allow housing anywhere in the region without a plan, and it would have been very expensive to satisfy the resulting need for better communication. Therefore a plan had to be implemented on the local and national level that would stop the tendencies of urban sprawl and the construction of housing just about anywhere.

The regional plan of 1944 brought forward several theories on how a region could be developed. High-rise housing would require less need for infrastructure investment than single family homes. All in all, the plan of 1944 did not have a big influence on regional development. The core essence of the plan was the belief that society could plan the ideal world.

The main challenges in the regional plan of 1963 were how to cope with an increasing population and how to solve the inadequate housing situation. One solution was to increase the share of single family homes. Huge housing developments in the northeast of Göteborg were also new. The economic decline of the harbour and heavy industries led to the need for alternative jobs in Göteborg. The rapid economic expansion of the harbour and heavy industries led to an increasing standard of living and a need for better housing. The region increasingly became a commuting area. The parking situation in the region was to be solved with multi-storey parking and park & ride facilities. Ring roads and motorways were built in all directions. The regional plan successfully created a dependence on cars.

The 1982 regional plan was intended as a comprehensive plan and covered every aspect of regional development. The plan followed in the footsteps of the 1963 plan but added preservation of natural areas to the agenda. The plan did not have a great influence on regional development as it did not address the real planning problems of the future, i.e. the dependence on cars.

The new planning and building act came into force in 1987. The Act contained provisions on the planning of land and water areas as well as buildings. The provisions aimed at promoting equal and good living conditions and a good and lasting sustainable environment for today's society and future generations with due regard to the individual's right of freedom. A typical project of the time was a report on "what would be the best way to organise the location of housing and workplaces in the region". The report concluded that the best solution would be to establish more housing and workplaces outside the metropolitan area.

Other similar projects dealt with new ideas on how to tackle the future. "Tracks 2050", for example, focused on the needs of a regional structure based on rail transport.



Pic. 7) Strategies in GR

Phases of governance and planning in Göteborg and in the GR resulting in a rather holistic and participative approach of regional governance

1930: technical regulation planning – 1950: sector planning – 1960: political coordination – 1970: service levels resulting in bureaucratic planning – 1980: decentralised planning – 1990: comprehensive planning – today: regional governance, agreements, holistic approach, participation.

The preparation of the "Regionplan 2001" (which was not realized) were marked by the idea of a common understanding instead of implementing rules, the support of self-imposed activities instead of top-down guidelines. The market would adjust itself but could not be told how to behave. There was a preference of a holistic rather than a sectoral view. Mobility should be efficient rather than effective.

A more holistic approach seemed to be the appropriate way to deal with a metropolitan environment where nearly everything is interconnected. Past regional plans seemed to have created more problems than solutions when addressing future planning problems. A change of paradigm was needed and for

that politicians have to take big financial decisions to be able to invest in new infrastructure that supports public transport and a more effective mobility.

Mobility changes and concerns every aspect of life so we need to convince people to skip the car! What Per Kristersson thinks he can do in his profession/organisation to make the “change” happen, is to help realise a systematic approach. And that goes hand in hand with a consultation process where we have to ask: What are important areas of cooperation? How can we cooperate? And where we have to declare: We agree on the goals! We agree (at the political level) that we take joint responsibility, that the regional structure will be sustainable on the long run. At local level we will take responsibility for our share of the regional structure and we will also support other local governments in their efforts.

The consultation process is a method and a forum with a two-fold purpose of firstly influencing local decision-making and secondly shaping long-term commitment and building trust.

The main results are an increased participation, a stronger support for regional assessment, a greater insight in regional matters and a broader understanding of the regional context in local decision-making.

Since 2002 the Göteborg Region Association of Local Authorities (GR) has been dedicated to a constructive dialogue between the executive board and the member municipalities, based on the common vision of sustainable development. The fourth round of consultations, carried out in spring 2008, resulted in a policy document comprising a structural illustration of the envisioned spatial development and seven regional agreements on land use.

The objectives for the regional development of the Göteborg Region are outlined in the strategy document “Sustainable Growth” and in the public transport programme “K2020”. Here the fundamental elements of a regional structure are set forth as sea and coastal areas, woods and lakes, together with a strong and attractive regional core with corridors to several strong and attractive regional centres. In accordance with the regional development strategies outlined by the executive board, the region should develop by establishing attractive and efficient regional commuting rail services with the construction of the rail link

Västlänken as an essential part. Long term coordinated and consistent actions are needed in order to reach the qualities aspired to.

“We agree to take joint responsibility for a sustainable regional structure. Each party takes local responsibility for their share of the regional structure and supports other municipalities in developing their share.”

The development of the regional core is of vital importance for the development of the Göteborg Region as a whole. It is a joint task to create an attractive and accessible regional city core.

The already built-up parts of the metropolitan area will be completed when opportunities arise. Development will be based on an attractive system of local public transport with a strong connection to the main corridors via assigned nodes.

The main corridors constitute the spine of the Göteborg Region and will be strengthened in order to make all parts of the region sustainable in the long run. Developments are planned with the support of an attractive and efficient regional commuter rail service.

The qualities of the coastal area and of green areas will be safeguarded and maintained in order to strengthen the Göteborg Region as a whole. We pay particular attention to land use issues in the vicinity of the shoreline and in the intersection between urban and countryside/green areas.

The many qualities and functions of the river Göta Älv will be safeguarded. We will endeavour to minimize the negative barrier effects caused by the river. We pay particular attention to the consequences of climate change.

Finally **Ms Kerstin Elias'** part of the presentation concerned the success factors and the weaknesses of GR's way of working. As *success factors* she presented the dialogue between active equals (e. g. politicians to politicians) and the established municipal arena. It was crucial to allow the process to take to build trust and remain loyal to the process and its legitimacy. The result was a cohesive and continuous process.

On the other side, it is seen as a disadvantage that the process is detached from everyday decision-making. It is also difficult to follow-up and evaluate the

process. As politicians are usually not professionals the process sometimes leads to unclear or weak involvement of the municipal organization. Additionally, there are tendencies to split up the topic in sectors when the process is implemented in the municipalities.

What now follows in the GR is to take responsibility and to ensure the continuation. The aim is to broaden the cooperation, if possible, by bringing in issues from other sectors and developing the method. The co-operation should therefore be intensified between all players. Growth and structural issues will be given priority in the work of GR and BRG. Existing forms of co-operation on selected matters will be developed further between Västra Götaland Region and Halland Region and the joint authorities/associations of other local authorities. The network of organisations dealing with transport infrastructure issues will be strengthened. New networks will be established in the areas identified as important for the development of the Göteborg Region. Last but not least, the co-operation will also take place at national and international level.

Further dialogue with the joint authorities/associations of other local authorities in Västra Götaland and Halland will be necessary on the question of further regional enlargement. HUR 2050 is a network that aims at increasing knowledge and awareness regarding the development of a sustainable transport system in the Göteborg Region.

Mr Hannes Ströbinger announced the birth of **Mr Christian Peer's** son Lorenz (4,4 kg and 55 cm).

Results of the group discussions in session II

What are the strength and weaknesses of formal cooperation between municipalities?

The Göteborg Region has adapted its long tradition of regional planning to the new needs of regional development with a shift from detailed regional plans produced every second decade towards comprehensive planning, regional governance, agreements, a holistic approach and participation. **Formal cooperation between municipalities** is one of the key instruments within this important transformation and brings a lot of advantages to a metropolitan region as the example of GR shows.

It's a **motivation** for all involved actors that there is a board speaking for the region, not only for the individual municipalities. Even though the metropolis confers a part of its power to the majority, the whole region finds itself in a stronger position in the competition with other regions (such as Stockholm or Malmö). Even if this form of cooperation seems to be only slightly different from informal ones, the common board makes it much easier to deal with local mentalities, stimulate cooperation and reach consensus. It's motivating for all to see that political differences between the metropolis and the surrounding settlements do not tear regional cooperation apart. The example of GR shows also that professional politicians obviously have more resources to get involved with regional cooperation than those doing it as half-professionals. Another systemic advantage is that the national level plays an important role in the process of developing plans and financing developments. A strong cooperation between municipalities helps to have a good connection between the local and the national level. It helps the state making good decisions and strategies have a high acceptance.

A formal metropolitan cooperation can act as a "regional coach" involving stakeholders in a process of education. Politicians (and all political parties) are integrated in the process by freedom of choice. The broad and intense discussion is open to the public while the stakeholders, in particular, **reach a consensus**.

This is realized by a clear structure for discussion and planning as well as a clear mandate for decision-making. The benefit of the cultivated continuous process of working together is a strong connection between the local and regional level. The stability of the cooperation is also expressed by clear financing structures, where member fees ensure stable revenues for the organisation. The fees are fixed depending on the population of the members. Some project partners of Catch-MR see that as an advantage, others would prefer fees dependent on the incomes of the settlements.

In spite of all these strong points external factors, in particular, can be harmful for a well-functioning formal metropolitan cooperation. The need for basic consensus is weakened by situations with increased competition between stakeholders. Market pressure can break off existing deals even if there is an agreement of regional cooperation. There are no instruments for “bad” municipalities and no legal instruments to influence municipalities as this kind of cooperation is based on the freedom of choice. The cooperation seems to be far from everyday decision-making in this respect. If local municipalities develop the countryside without the restriction of planning laws, as has recently been the case in the north of Göteborg, the Göteborg approach of solving the problem is a rather informal chat in accordance with joint regional decisions. Another “bone of contention” is the lack of influence on the revenues of a formal metropolitan cooperation as there are no separate taxes.

It is crucial which problems are addressed in regional planning to reach a consensus between the actors involved in the region. Due to the strong ownership by the municipalities they primarily put local problems and their own objectives on the agenda. This is seen as an advantage of this cooperation, also because problems can be identified at an early stage. Moreover, the parties involved are committed to the fact that it is better to reach a consensus even if it is not a perfect one. Formal metropolitan cooperations are able to provide a wide range of instruments and topics for regional discussion, which makes the cooperation more flexible. However, this type of cooperation runs the risk to avoid difficult questions. In particular, more complex issues depend on single initiatives rather than common goals in regional planning. The two following

examples illustrate the problems between the regional and the national level: the immigration policy and the construction of a four-lane motorway in the region. The legal framework at local level (administrative country board) ensures that the legislation is complied with in the sense that the building of new properties is supported and certain standards like noise, water, neighbours are considered in the building process. But the combined effects for the whole region or the problem of global warming are hardly considered at this level.

The example of GR shows that it is an advantage to operate with different departments in one organisation and to face problems with a multi-sectoral responsibility (e. g. various incentives). The Göteborg experience is unique in the eyes of the project partners, but it is seen as an effective way of regional development to create common understanding and trust within the local municipalities. Involving local municipalities is a long and time consuming affair. Each municipality develops their own ideas first which are presented at round tables afterwards and which are part of a long preparing periode (up to five years) to get a common and quite general strategy. It would have been quicker to draw up another regional plan in 2001 but that was seen as rather ineffective as GR relies on a weak governance status (even though it is a formal cooperation). The new strategy is to move from common insight to common action.

Finally, there were doubts if a formal metropolitan cooperation like GR might also work in another context, e. g. with a dozens of municipalities. However, there were no reasonable arguments to support these doubts. Some workshop participants questioned the formal status of GR but the partners from Göteborg pointed out that there is a formal agreement. At local level GR is responsible for the regional structure and also supports other local governments in their efforts. However, the Swedish colleagues had to admit that changes might occur if key persons of the organisation were replaced.

What can we learn for our region?

Ljubljana Urban Region acknowledges the bottom up approach, where ideas are given instead of “lectured”, where all the politicians are involved and not only the mayors, where the legal framework can help but is not indispensable and where tasks can be voluntarily delegated to the regional authority/association. That kind of cooperation is able to find a consensus in informal and formal planning and can improve cooperation by common goals. The Province of Rome and the Metropolitan Region of Oslo/Akershus agree with that. The project partners from Northern Europe add that they can always learn from their neighbours. In particular the involvement, trust, participation and positive motivation is highlighted by them as well as the good process design and the clear lobbying role with a focus on information and awareness-raising. A long process where the municipalities are involved from the beginning is considered more successful than short implementation proceedings.

A vital point for Berlin-Brandenburg is that the cooperation is able to deal with communication and communicate the benefits. The role of being a regional coach fits to the long-term perspective of regional planning. It takes time to build trust and it takes time to get to know each other. A very strong political will is necessary to implement this form of cooperation. Planning responsibility can sometimes be an impediment and it is questioned whether multi-sectoral responsibility at regional level could be established successfully.

Regions with a shaky political framework primarily focus on the culture of democracy. The Metropolitan Region Central Hungary identifies the need to educate politicians how to take a joint decision and how to get the information from the local level. A democratic framework of negotiations leads to a much more successful cooperation than working group discussions among civil servants. The conclusion regarding GR is that it is crucial to have a good regional player who acts as coordinator between the national and municipal level. Beyond that a common language of stakeholders is partly based on cultural traditions like voluntary participation. The starting point has to be a win-win-situation with

common interests and acceptance. In that case a strategy might be helpful where small detailed plans are developed instead of general ones.

Regions with a complicated political framework focus on the planning philosophy. The Metropolitan Region Vienna is not in favour of the idea to establish a common cooperative structure for the numerous municipalities, where everyone takes their financial responsibility for cooperative regional development. A general change in the area of planning would be necessary but Austria does not even have a single national planning law. However, the idea of a broad “education process” conducted by a regional coach is seen as an interesting possibility to raise regional awareness and to have a good dialogue process without implementing additional legal regulations. If municipalities draw up the regional plan, the widespread involvement should start with an openly formulated first question: “Which topics do you want to discuss at regional level?”. It came as a surprise to the highly formalised region that the formal municipal cooperation of GR has planning competencies as well as various multi-sectoral competencies.

4. 3. Cooperation between regions (30. 9., Session III)

Mr Frank Segebade's presentation of the Berlin-Brandenburg model as an example for cooperation between regions describes the history, the organisational structure and the tasks and instruments of the Joint Spatial Planning Department.

With the German reunification in 1990 the City of Berlin was reunited with its hinterland and the region got back its metropolis. The common historical background and the suburbanisation pressure, which called for increased cooperation, have been significant drivers of the regional development in the renewed metropolitan region. In 1993 the governments of Berlin and Brandenburg agreed on more cooperation and a balance of interests. The idea for formal cooperation was put into practice with the establishment of a joint institution in the medium term. The foundation of the Joint Spatial Planning Department Berlin-Brandenburg was realized on 1 January 1996. For the first time, Germany had joint spatial planning for two federal states based on a state treaty.

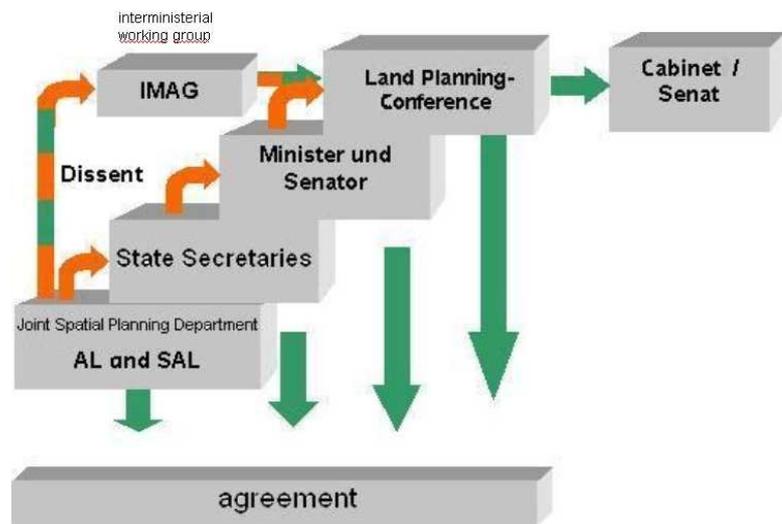
In addition to this development a discussion was held on a fusion of the two federal states. The idea was given up after a plebiscite in May 1996, where Berlin accepted the fusion but Brandenburg refused it. The new planning department, however, continued to exist.

At federal level, the Joint Spatial Planning Department is the only federal state authority responsible for two federal states in the area of regional development. In other words, the Joint Spatial Planning Department acts as authority for two governments. The staff members are nominated by the Senate Department for Urban Development of Berlin (15 members) and the Ministry of Infrastructure of Brandenburg (65 members) that each cover 50% of the material costs (approx. €1.6 million/year).

The Joint Spatial Planning Department has a dual leadership and six units: corporate support functions, law (GL 1), European spatial development (GL 2), state development programme and state development plans (GL 3), spatial

development and structural policy (GL 4) and implementation of spatial plans in the northern and southern part of Brandenburg (GL 5 and 6). The cooperative management consists of the head of department - this post is held by the Brandenburg department - and the permanent deputy head of department - held by the Berlin Department. The staff members of the Joint State Planning Department are employees of the respective state administrations.

The duties of the department are the state development programme and the state development plans as well as structural concepts, the approval of regional plans, brown coal and rehabilitation plans, guaranteeing regional development, coordination with neighbouring countries, spatial monitoring, planning information system, regional development and participation in EU Interreg projects.



Pic. 8) The consensus building process of the Joint Spatial Planning Department Berlin-Brandenburg

Together Berlin and Brandenburg form the German capital region in the centre of the enlarged Europe. The contrast between the two regions is obvious : The City of Berlin is the largest German city as regards size and population, has the second largest population density (3,800 inhabitants/km²) and is surrounded by the sparsely populated federal state of Brandenburg (87 inhabitants/km²). The overall concept for the capital region identifies strengths and potentials and determines common goals. The capital region is a member of the initiative committee of the European metropolitan regions in Germany (IKM).

State development plans are control tools of state planning. They stipulate objectives and principles of regional planning for the state. The Joint Spatial Planning Department prepares state development plans and partial plans of the state development programme, which is the framework for state development.

The new state development programme (LEPro 2007) came into force on 1 February 2009, the state development plan of Berlin-Brandenburg (LEP B-B) took effect on 15 May 2009. A partial state development plan (LEP FS) focussing on the new airport BBI was prepared and came into force on 16 June 2006. The plans focused on former brown-coal mining sites and their rehabilitation and were elaborated as spatial and objective partial plans by the state planning authority and adopted by the Brandenburg state government as legal provisions.

The overall concept of the “Capital Region of Berlin-Brandenburg” and the resulting State Development Programme (LEPro 2007) and State Development Plan (LEP B-B) implement the concept of “strengthening strengths” in the area of state planning. The LEP B-B regulates settlement, open space and transport.

The demographic change (“fewer, older, more diverse”) requires protection and reorganisation of public services. By revising the concept of central places, state planning identified “anchors in the space” that will be able to fulfil the duties of providing public services also in the future with a decreasing number of inhabitants. State planning determines the guidelines to deal economically with spaces and focuses the settlement development on certain spaces. It puts the principle of internal development before external development and guarantees high-quality open spaces for a number of public spaces. The concentration in centres and along railway axes is locally called the “Berlin star”, where a limit of 0.5 ha/1,000 inhabitants in 10 years (residential development zones) has been defined. Another goal is to concentrate large scale retail in centres.

Tiers of Planning, Planning Instruments, Planning Authorities		
Tiers of planning Scale	Planning instruments	Planning authority
Spatial planning at federal level (= Raumordnung) 1 : 1 000 000	Guiding principles and strategies for spatial development	Federal Ministry
Spatial planning at state level (= Landesplanung) 1 : 250 000	state development programme state development plan	federal states Berlin-Brandenburg
Regional planning (= Regionalplanung) 1 : 100 000	regional plan	regional planning authority
Urban land-use planning (= Bauleitplanung) 1 : 25 000 – 1 : 10 000	preparatory land-use plan	municipality
Urban land-use planning (= Bauleitplanung) 1 : 1000 – 1: 500	binding land-use plan	specific area within a municipality

Pic. 9) Tiers of planning, planning instruments and planning authorities of the Joint Spatial Planning Department Berlin-Brandenburg

Regional planning translates the provisions derived from the state development programme and the state development plans into the regional plan. Regional plans should be more concrete than state planning without interfering with the municipal planning authorities of the municipalities. Apart from the integrated regional plan, regional planning can, in particular, establish partial plans for the use of wind power and of near-surface raw materials. According to Art. 4 (3) of the Regional Planning Act (“Raumordnungsgesetz”) all public planning bodies and all persons of private law have to take into account the objectives of regional planning, which are stipulated in the regional plans. The state planning authority directs and controls regional planning. This includes, among other things, the issuing of guidelines for preparing, continuing, modifying and supplementing regional plans and the approval of regional plans. At spatial-sectoral level the regions are structured from the inner to the outer state border of Brandenburg.

The Regional Planning Associations have been the supporting organisations in the Brandenburg state. Their members are the administrative districts and, if possible, autonomous municipal authorities within the region. The regional assembly is the decision-making body of the Regional Planning Association (RPG-Regionale Planungsgemeinschaft). It consists of a maximum of 40 regional councillors. In addition to the county commissioners and the mayors of the

autonomous municipal authorities, the mayors of municipalities with more than 10,000 inhabitants are members of this body as well. The regional board performs the duties assigned by the regional assembly. The Regional Planning Offices (RPS - Regionale Planungsstellen) act as branches of the planning associations. They prepare the regional plans and present them for decision-making to the bodies of the regional planning associations. In addition to its duties, regional planning also provides incentives for regional development.

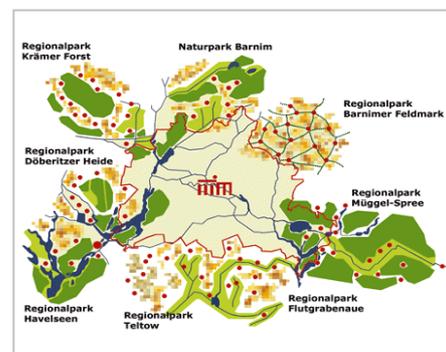


Pic. 10) Duty of compliance of public authorities in spatial planning

Future spatial planning, especially regional and local urban land use planning, and specific sectoral planning has to consider the aims of spatial planning and take into account principles of spatial planning set up by plans at a higher level.

The formal tasks of the Joint Spatial Planning Department Berlin-Brandenburg are to create the formal state development plans for both states, the spatial planning procedure ("Raumordnungsverfahren") for certain plans and measures that are of supra-local significance (e. g. highways, high tension electrical lines, wind parks, etc.) or have spatial impacts, the approval of sub-regional plans, the harmonisation of urban land-use plans of municipalities as well as the monitoring and spatial development report (every 4 years).

Frank Segebade presented some examples of informal tasks of the Joint Spatial Planning Department: the Strategic Plan for the Capital Region, the spatial concept for the area surrounding the new Capital Airport Berlin Brandenburg International BBI, the "neighbourhood forum" (Berlin and neighbours) and the regional parks (Berlin and hinterland).



Pic. 11) Regional Parks

Further informal activities are the coordination of national and international projects (e. g. Catch-MR, SCANDRIA, cooperation and networking in Northeast-Germany (MORO))

At the end of his presentation Frank Segebade asked the question whether transport and land use plans are integrated in the Joint Spatial Planning Department. His answer was rather optimistic because the spatial development steering process from 1990 to 2000 prevented the construction of about 90,000 houses in the “wrong place” and resulted in less traffic in the region. Additionally, the strengthening of the radial train system makes it more attractive to live close to train stations and results in less traffic as well. Frank Segebade pointed out that this could be realized even without formal coordination between spatial planning and transport planning.

Results of the group discussions in session III

What are the strength and weaknesses of formal cooperation between regions?

Common problems and clear goals in an explicit legal framework are highly **motivating** for actors and institutions to cooperate. A **formal cooperation between regions** can successfully establish a strict and strong planning system. Some project partners called it a “clear and democratic planning system” others “the policeman principle”. The preferred adjective to describe the cooperation of Berlin and Brandenburg was “clear”.

The fact that there is only one spatial planning entity was identified as a strength. But the question was raised by the project partners whether this impression is only shared by the higher level of planning. Villages in the surrounding area could consider their situation as locked and have a low level of identification with the region. This might be the case when the lack of communication with lower levels leads to certain imbalances regarding the influence of Berlin and Brandenburg. The legally-based formal procedures give no reason to bring up proper discussions but lead to a decline of small settlements. Even if the joint department has the possibility to organize informal processes (e. g. airport) some opinions and ideas must be ignored and most notably smaller settlements cannot realise their plans. This approach seems so be quite automatic, rigid and inflexible. The most important strategic issues for land use and transport concentrate on the main area which is the ring around Berlin itself.

In the example of Berlin-Brandenburg the regional perspective is a dominant factor imposed by the joint planning department. In this context **reaching consensus** means, that the regional plan aims at setting the rules for municipalities and advises them how to act. Distinct legal instruments and planning principles strengthen existing structures and a transit-oriented development. While the cooperation is powerful with its top down principle, local stakeholders gain freedom in their activities due to clear rules based on indicators and figures (predictable investment conditions). A periodic revision of

the regional plan is realized as well. Some project partners underlined that the cooperation between spatial and transport planning would be another step towards a higher integrated planning system, as in the case of Berlin-Brandenburg the transport plan is a given parameter for spatial planning.

After a long day of discussions, the reflection on **learning** from the last example of cooperation was kept short. Generally it was considered as an incentive to cooperate when the formal cooperation, as it is the case for the region of Berlin-Brandenburg, is funded by the EU. The overall opinion was an acknowledgement of a strong formal framework and an according legal basis in the discussed form of cooperation between different levels of administration. The well structured form of implementation shows that long term planning goals can be achieved by accepting planning rules and laws. Regional planning can be less market influenced as planning at local level and come up with better results for the region as a whole. If the cooperation is implemented in a joint regional planning department, the goals justify the fact that some opinions have to be neglected. Nevertheless, the majority of the participants, including the partners from Berlin-Brandenburg, critically pointed out that more effort should be made to involve people in regional planning. Experience has shown that the achievement of objectives takes a backseat when planning becomes too restrictive. The participants agreed that there is a clear need for informal discussions with all actors and at all levels - briefly: there is a need for more communication.

5. EXCURSION TO THE CONSTRUCTION SITE OF THE VIENNA MAIN STATION

Representatives of the project management gave a lecture about the plannings and constructions of the Vienna Main Station. Part of the excursion was the visit of an exhibition about the construction site at the information center “Bahnorama” as well as a look at the site from the 66 m high platform.



Pic. 12) Visualisation of the Vienna Main Station

The Vienna Main Station overall project with a size of 109 hectares is currently the most important infrastructure project for the town. Just 2.5 kilometres from Stephansplatz, a new district is being created, which is characterised by very good transport connections and a high quality of life, with the new Vienna Main Station at its core. The train infrastructure portion of the overall project, the platforms and the station, extends over an area of around 50 hectares and for a length of six kilometres from Vienna Meidling Station in the West to the bridge Gudrunstraße in the South East of the city. Within this project, nine bridge support structures on the access routes to the new main station will either undergo large-scale renovation and expansion or be completely replaced until 2014.

The new main station is being constructed as a through station. For the first time, trains will arrive in the capital from all directions to destinations in all directions. By creating a high-performance north-south and east-west connection, the station will become the most important hub for regional,

national, and international transport and a central junction in the trans-European rail network.

For passengers, this means faster train connections, increased convenience when travelling because changing trains is simple and connections are optimal, as well as accessibility in line with the latest standards. The new station brings the cities of Europe closer together and makes borders disappear. Salzburg – Budapest will be directly available via Vienna’s Main Station in five hours instead of the current time of approximately six hours. Speedy direct connections are enabled for local and regional transportation. From Eisenstadt to Hollabrunn or from Wiener Neustadt to St. Pölten – without changing.

The central through station means direct, fast connections and convenient changing of trains on the same platform for travellers and commuters. The U1 subway line connects the main station directly to the city’s subway system and the city centre. The Vienna Main Station will connect suburban railway trains, currently running along the main north-south stretch, with those which will be running continuously in the east-west direction in the future. The extended tram line D, bus lines 13A and 69A, tram lines O and 18, as well as regional buses will guarantee local connections. It is planned that the southern part of the city district will be accessed at a later date via subway line U2.

Direct access to the subway and the suburban train from the station building will be provided via a new subterranean passage, which will lead through the newly designed, modern Südtiroler Platz station. On the southern station forecourt, there will be taxi ranks, kiss & ride spots, disabled parking spaces and a bicycle garage. The underground parking garage will also be accessible via the southern forecourt. With the construction of a track connection in Kledering, in future it will be possible for suburban trains coming from the west and south stations, regional trains and longdistance trains to be directed via Vienna Main Station to Vienna Airport.

FRIDAY, 1 OCTOBER

6. SUMMARY SESSION WITH CONCLUSIONS AND REFLECTIONS ON THE WORKSHOP IN VIENNA

Mr Christian Peer opened the last workshop day. The aim of this session was to draw preliminary conclusions on the strength and weaknesses of the different forms of metropolitan cooperation with regard to the goal of improving the coordination between land use and traffic planning. **Mr Frank Segebade** proposed to re-discuss yesterday's coloured cards after the following presentation.

Presentation by Alexander Hamedinger, ISRA, Vienna University of Technology: "Metropolitan Governance – preliminary assessment of different forms of cooperation"

Mr Hamedinger underlined that metropolitan governance is crucial to achieve the objectives of territorial cohesion with the following quote:

"Territorial cohesion poses the question how we can make the most of this unique and diverse settlement structure. European citizens should not be disadvantaged with regard to employment opportunities, housing conditions, access to public services and so on, simply because they live in one region and not another" (inforegio 10/2008: p.4).

In a general context, **Mr Hamedinger** described metropolitan governance by a set of procedures, structures, rules, norms and values facilitating the coordination and steering of interactions ('ongoing process')

- based on different systems (market, hierarchy, networks),
- new forms of governance: 'soft' forms of policy-making, less institutionalized, more informal, more cooperative and communicative,
- the role of local/regional authorities within new forms of governance: 'facilitators' of linkages and cooperation, setting the framework for collective actions and

- the territorial challenge: generating conditions allowing for collective action to take place in the territory and to develop territorial capital ('good' metropolitan governance).

Mr Hamedinger quoted important literature to assess the term of 'metropolitan governance': the definition of strategies and strategic actions ('visions') (e. g. themes and pilot projects), the existence of an 'organisational core' (e. g. operative tasks, knowledge management, guiding communication processes), the inclusion of (non-) state actors ('horizontal coordination') (e. g. from private business and civil society, authorities representing different policy fields), the integration of different institutional layers ('vertical coordination') (e. g. national, regional, local institutions ('coherence')), the cooperation agreements (e. g. public-public, private-public, private-public-citizens) and *metropolitan cooperation*:

- informal – formal (legal basis, degree of institutionalisation: participation, conflict resolution, adhering to decisions, resources)
- territorial – functional
- decision-making (hierarchy, majority-voting, bargaining -> compromise, arguing -> consensus)

	informal cooperation (e.g. regional conference, networks)	formal, inter-municipal cooperation	metropolitan association with organisational core (multi-purpose authorities)	joint regional planning
legal status, legitimacy	no legal basis, delegates	public or private law, delegates	public or private law, elected councils	public law, delegates
spatial reach	narrow functional city-region within MR	certain areas within the MR or whole MR	metropolitan region	crossing the borders of MR
actors involved	representatives of local and, though partially, of regional political-administrative systems (PAS)	representatives of local PAS	representatives of local/regional PAS, corporatist institutions, slightly business sector and third sector	mainly regional planning institutions, local policy actors
competences	organising communication processes, exchange of information, reporting	fulfilling certain public tasks (e.g. provision of infrastructure, planning)	coordination, organising communication, information, decision-making, fulfilling certain public tasks	deciding regional planning, coordination
issue - orientation	partially cross-sectoral, „soft“ policy fields	mainly single issued	cross-sectoral, variety of policy fields	planning focus

Pic. 13) Systematic summary of the main differences between different forms of cooperation

Mr Hamedinger then presented his preliminary assessments of the relevant forms of cooperation.

A. Preliminary assessment of more informal forms of cooperation – SUM Vienna – Lower Austria

What can be achieved?

- exchange of information
- building trust, social capital (?)
- providing expertise to local policy actors (particularly to smaller municipalities)
- raising interest and awareness for challenges of metropolitan development
- jointly developing projects in 'soft' policy fields (success stories of cooperation)

What cannot be achieved?

- solving conflicts in case of 'clash of interests', overcoming local mentalities
- binding decisions, e.g. in planning
- involvement of 'all' relevant local and regional policy actors (politicians?)
- coordination in traffic and land use planning

Characteristics of this type of cooperation

'Soft' form of metropolitan governance (communicative), particularly influenced by

- tradition of strong local governments ('self-autonomy'), political culture
- veto situation because of consensus orientation: no solutions
- national tax balance system: competition
- spatial disparities within MR
- spatial structure (monocentric?)
- scope: politically based and/or functional?

B. Preliminary assessment of more formal forms of cooperation – Göteborg Region

What can be achieved?

- developing strong ties between local and regional actors, strong commitment of local policy actors to MR (ownership)
- overcoming local mentalities (regional coach)
- common perception of problems (e.g. through participation)
- representing the MR vis-à-vis other negotiation partners -> collective actor
- providing expertise in a variety of policy fields (multi-sectoral)
- involving all relevant actors (politicians!)

What cannot be achieved?

- binding decisions, e.g. in planning (“detached from everyday decision-making”)
- solving conflicts in case of competitive attitudes or in policy fields that harbour potential for conflicts
- coordination of traffic and land use planning?

Characteristics of this type of cooperation

Strong form of metropolitan governance (participatory, bottom-up, authority-based)

- (tradition of strong local governments (‘self-autonomy’), political culture)
- (veto situation because of consensus orientation: no solutions)
- national tax balance system: competition
- (spatial disparities within MR)
- strong influence of macro-processes, market pressures
- (spatial structure (monocentric?))
- scope: politically based and/or functional? number of actors

C. Preliminary assessment of joint regional planning – Berlin-Brandenburg Model

What can be achieved?

- developing clear strategies and goals in planning
- steering spatial development
- common problem perception
- binding decisions in planning, particularly for local actors (‘shadow of hierarchy’)
- predictability of planning: framework of orientation for local policy actors

What cannot be achieved?

- coordination of traffic and land use planning on a formal way
- fully fledged identification with the region by all local and regional policy actors (“lack of communication with local level”)
- involvement of all local policy actors (surrounding areas)

Characteristics of this type of cooperation

Form of metropolitan government (top-down, authority-based), particularly influenced by

- (tradition of strong local governments (‘self-autonomy’), political culture)
- (veto situation because of consensus-orientation, but also majority voting)
- national tax balance system: competition
- spatial disparities within MR (‘surrounding areas’)
- strong influence of macro-processes, market pressures
- spatial structure (monocentric?)
- scope: political and/or functional?

At the end of his presentation **Mr Hamedinger** summarized the results of sessions I-III on Thursday (“Who learns what from whom?”), which is included in this documentation on day 2 of the workshop. **Mr Peer** added that the large number of different results among the participants of CATCH-MR shows the complexity of the project and the need for differentiation within each metropolitan region.

Group discussion on “What general conclusions can be drawn?”

During the three days, the project partners distributed and discussed a multitude of information on urban sprawl and possible solutions. In general, the concluding discussion focused on two perspectives of the policy learning process. Firstly, some comments addressed the issue of urban sprawl in terms of general solutions. Secondly, the way of finding solutions by each metropolitan region was highlighted.

Urban sprawl has been a matter of fact since the 1960s in every metropolitan area in Europe because of the increase of motorisation. This is the framework of our society that has developed attitudes that create urban sprawl. Since then many studies have proven the evidence of urban sprawl (e. g. EU Commission 2006). Another framework is given by climate change and the question of energy consumption. The first workshop day summarized some of the problems and main drivers of urban sprawl, which were identified by the CATCH-MRs. Out of a wide range of possible perspectives (such as economic, legal and technological expertises), we focused on different forms of cooperation in planning praxis – briefly: we focused on our actions as regional planners. The project concept limited our focus on answers within the range of experiences of the CATCH-MR partners. Anyhow, it should be mentioned that there are other models of metropolitan governance, which might contribute in a better way to the problems of urban sprawl in some regions (such as French models with strong forms of cooperation and taxation policies). In most regions the regional level of planning is weak in comparison to the national government and the local communities. Planners are aware of the importance of more communication and participation in the planning processes, which also includes the integration of politicians.

The general discussion about governance structures has to find its way into the MRs, where every one has their own situations based on certain circumstances. It is not possible to adopt or convert a model from one region to another. It is not the aim of the project to describe the perfect world of regional planning at university level but to learn about the strengths and weaknesses of our models in traffic and land use planning in the short and long term. We can learn from different approaches if we understand under which conditions some of the

problems were successfully addressed or solved. It is important to know that regional identity and regional consensus require a sense of common understanding: If we provide time for discussion we will find successful solutions. In addition, the MRs have to reflect on their governance systems and consider the shared experiences in the project. To give an example: Berlin-Brandenburg said that regional consensus seems to be realized easier when regional institutions are not only responsible for spatial planning but if other departments are involved as well (e. g. health, education, migration, tax/finance). Reflections like that should be discussed in every member region.

Mr Frank Segebade underlined that it is important to connect urban sprawl with public transport: “We have to reflect on mentalities and lifestyles, on technological and ecological aspects, on intermodality, etc. We have to find SEVEN answers, every region has to find their own answers and topics to be more connected. How can we receive understanding and support for our ideas from the public and politicians at home?”

7. OUTLOOK ON THE WORKSHOP IN BUDAPEST

See power point charts presented by colleagues from Budapest and Oslo at the partners area of the Catch-MR homepage.

Mr Frank Segebade concluded the workshop in Vienna by thanking everybody for intense discussions and good mood.



Pic. 14) Group picture of the CATCH-MR Workshop in Vienna

8. APPENDIX

- I. Evaluation of the Workshop
- II. Understanding Urban Sprawl – Results of Discussion
- III. Different forms of cooperation – Results of Discussion
- IV. List of participants

I. EVALUATION OF THE WORKSHOP

Q 1: What did you take with you from this workshop? (n=19)

New ideas, inputs, thoughts.

Information and to think about different aspects of urban sprawl and forms of governance. Urban sprawl definitions vary greatly.

Dimensions of scale of problems, density, house prices etc. The socio-economic dynamics (lifestyle, segregation, ideals etc.) of the metropolitan regions seem to differ a lot. The connection between such aspects and the spatial development and planning would be an interesting theme to continue discussing.

New perspective of driving forces of urban sprawl: (a) "own solutions" (fitting to the specific situation) are the best way to solve urban sprawl-problems. (b) to look more detailed to the driving forces in the specific region. (c) improving good governance, changing and influencing the major driving forces.

Three interesting methods of planning process. Very different methods and maybe some of the solutions could be implemented in our regions (regional coaching).

Wide range of governance levels and possibilities to change and improve planning process and affect urban sprawl.

A new perspective of historical context of governance modes. Especially regarding top-down vs. bottom-up modes for motivating actors.

Regards of how formal or informal regional connection is.

I take with me lots of good practices in terms of planning strategies and cooperation between institutions at different levels. Deeper understanding of three governance models.

Good structured/focussed discussions. Good organisation: Logistic, scheduling, contents, preparation work.

Deeper insight in other models of solving planning issues in MR's. The very different kinds of solving the problem: "cooperation".

Cooperation needs and intensity is related to a certain level of democracy, also to a proactive way of thinking.

There are different solutions, but regions cannot choose just one of it. We have to collect elements from each the solutions.

Site visits, especially the first one, were very informative and very well connected with the workshop topic. Perfect view around about Vienna. Very good organisation.

The importance of discussions and involving all stakeholders (municipalities and regional level) in generating a common understanding of what the challenges are and possible solutions.

The importance of working on a long term scale.

Gain of knowledge.

Also important for me is new aspect of importance of building trust among partners and municipalities in the region.

Valuable input on other region's solutions, interesting in order to reflection on own situation.

To build a system, the work has to be based on specialised best policies.

I saw the side of specialist, planners. Now I know: The legal executives and specialist has the same goals, but the languages are different. We see opposite side of the problems.

Regional thinking, need of a strong regional level.

Different methods and ideas from the different partners.

A pall point writer.

**Q 2: How will you continue working with the outcome from this workshop?
(n=18)**

The relation between acknowledging a driver or cause of a problem (this case sprawl) and finding a solution to the problem isn't always related. Most of us seem to use the same strategy to treat the symptoms, though we regard very different aspects to be the driver of this development. How would it be if we went to depth with the drivers and our possibility to affect them.

Discussing especially the Gothenburg model with my colleagues.

Discuss results of the workshop with actors of our region. Continuing discussions inside the institution of urban planning.

Communication bottom-up-approaches and dialogue based governance models at home.

I will continue this interesting work in my country/region, making a big effort to share all the information with colleagues.

I will discuss it with my colleagues, and find the way to use it in the practically work.

Trying to summarize the relevant outcomes for the region. Input to ongoing joint regional planning process.

Take impressions back and share with colleagues, also use as a backdrop for work on transport planning and other strategic planning.

Use the experience to build up our workshop.

Give good examples to the politicians if they ask it!

I'll try to find the correct way to work together with specialist, the way to explain the legal – from the side of specialist or planners.

To include some of the aspects of discussion into the preparation of the new masterplan of traffic 2013 and the new city development plan 2015 (common concept 2014?).

Dissemination of results of workshop by info-letter.

Encourage and promote to produce regional plan (not existing now) on basis of mutual trust and common goals. Expert basis for the plan exists... it is only political process that is missing.

I think the outcome has still to be prepared or (said in other words) is a continuous process.

We cannot avoid the urban sprawl, so we have to think how to "organize" it in the most sustainable way.

Continue spreading the ideas in the research and scientific field.

Q 3: What have you valued with the workshop process? (n=18)

Interesting site visits.

I've valued the interesting discussions and presentations on the sites as well.

The site visits were nice, but maybe a bit too long. The busride through the region was useful for getting a good discussion on the definition of urban sprawl.

Enough time for discussion, great speakers and final summary (friday) was eye-opening. Interesting field trips. Great organisation, great location, great presentation.

Summary of inventory. In depth presentations.

To compare the different perspectives of the workshop members and regions.

Participation of all participants in working groups.

Focused discussion, good questions and methods to structure work.

The group discussion model based on a specific input.

Most impressive is dedication of all Catch-MR-partners to get best results. There was option for everybody to participate and express opinions. Also informal talking at dinner and site visits is important and there was plenty opportunity for that. We all got good impression how other MR are organised and how they are dealing with urban sprawl... we got a lot of useful information and ideas.

The most valuable thing for me were the discussions inside the groups.

Good focus on specific topics, focussed discussion.

The clear focus presented by the three case studies. Possibly we could have used more time for each session – or smaller groups allowing smoother discussions!

Deeper understanding of MRs.

The number of different kind of solutions and the open way to develop the current working methods for each other.

Especially the last day, with a preliminary summary of this issue. Also the 2nd day comparing different models and being able to compare + and – with own experiences.

Need a cooperation between planners, legal executives and politics (it's going to be difficult because of different goals).

Spatial planning and development shouldn't be separated from transport development issues.

The possibility to reflect on the topics from my own perspective, but also from the perspectives of others.

Q 4: How would you like future workshops to take place? (n=17)

Depends on themes and MR's.

Time for discussion and interactive dialogue should be kept as priority.

Smaller workgroups and more discussions.

More expert presentations.

More plenary discussions (shorter group discussions).

Site visits should be integrated in the topic of the workshop, perhaps more discussions on the sites.

No ideas, each partner should decide according to its theme/organisational matters. It should be as informal and all-inclusive as possible.

Integrate a 1-hour-session: (a) 15 min. discussion about conclusions and learning possibilities with in 7 regions, (b) 45 min. presentation of reflections of the 7 regions. This would be like a "flashlight"-feedback.

In a similar form.

Include a bit of diversity to methods of work in workgroups.

Same time between working sessions and site visits to change clothes.

Site visits more focused and shorter.

I really enjoy this kind of workshops, but would be interesting to hear more about each region.

Connecting all workshop topics continuously together.

Deepening specific topics related to main questions of the project Catch-MR.

The practical life is very important for me, so I would take place workshops with more pleasure, if they contain more practically learnings, and less theory.

Before the summary sessions it would be good to have a possibility to discuss the results within the regional teams.

Using time efficiently is very important, but more breaks (also generally used for discussion) could be useful.

More concrete examples and work.

Similar format to Vienna.

II. UNDERSTANDING URBAN SPRAWL

Group discussion about the results of „understanding urban sprawl“, 29. 9. 2010

Group C

What can each region learn from the interpretation of the questionnaire?	Are the interpretations of the questionnaire correct? Do we need or can we provide additional explanations?	Which of the presented drivers of urban sprawl can be influenced by planning? How can they be influenced?
<p>Urban sprawl – what can we do with the spaces in between</p> <p>How to prevent new urban sprawl in new areas</p> <p>Hungary: after the freedom of getting a car the public transport declined</p> <p>Gothenborg: the opposite situation right now, the public transport will increase and the car use have to stay the same or increase very little</p> <p>Big differences between the regions between the regions need different solutions</p>	<p>Property market instead of land price, landprices as external variable, demand on land is a driving force, simplistic way of thinking that the land price is the driving force</p> <p>What comes first? Chicken or egg?</p> <p>Changing housing preferences, change through life</p> <p>Distinguish between drivers and frameworks</p>	<p>Supply influence by planning, easier to influence, provide infrastructure, land use change from agriculture to building, changes the land price</p> <p>Demand depends on personal references (income, life style)</p> <p>Accessibility, how to influence?</p> <p>Private car, uncontrolled, problematic</p> <p>Public transport, corridors with dense settlement, cannot be considered as urban sprawl</p> <p>Planning can influence the supply of land</p> <p>Economic drivers – summary is missing</p> <p>Demand depends on personal preferences</p> <p>Accessibility polycentric structure → keep distances short</p>

Group A

What can each region learn from the interpretation of the questionnaire?	Are the interpretations of the questionnaire correct? Do we need or can we provide additional explanations?	Which of the presented drivers of urban sprawl can be influenced by planning? How can they be influenced?

<p>Accessibility and price of land are related very closely – not true for every region, depends on availability of ...</p> <p>Comparing the regions as? a scale of problems</p> <p>Problems are very different</p> <p>Important: economic background / development</p> <p>Never ask what people want to do, watch what they really do</p> <p>Important: “culture” of not going long ways (commuting) every day</p> <p>Solutions must be different, but patterns can be discovered and compared</p> <p>Scaling and defining the indicators (differences in how regions use the words)</p> <p>The way of thinking on a micro-level is very difficult to prepare</p> <p>There is no common European region</p> <p>A lot of differences in structures of every region</p> <p>Time line? What comes first? What driver influences first? Better accessibility and then sprawl or vice versa</p>		<p>Important: implement the plan, better allocation of resources</p> <p>Push factors can be reduced</p> <p>Pull factors can be slightly influenced in a long term, changing the factors (infrastructure takes a very long time)</p> <p>Financial system can be influenced</p>
---	--	---

Group B

<p>What can each region learn from the interpretation of the questionnaire?</p>	<p>Are the interpretations of the questionnaire correct? Do we need or can we provide additional explanations?</p>	<p>Which of the presented drivers of urban sprawl can be influenced by planning? How can they be influenced?</p>
<p>Budapest: more coordination between policy makers and decision makers</p> <p>Berlin: strong planning system, no big</p>	<p>Is philosophical, to be discussed in the evening</p> <p>Need to answer by partners/regions</p>	<p>Drivers can influence but difficult to influence all the drivers</p> <p>But sometimes need to influence</p>

<p>suburbanization, can't change drivers easily; no population grows, with not a big growth easy to handle with urban sprawl, good: strong planning system</p> <p>Ljubljana: lack of living space in the city, if you want bigger house have to move out, traditional thinking → need a family house, too expensive buy a flat in the centre, strict planning system, no to ...</p> <p>Oslo: urban sprawl = expectation of better live, other issue is accessibility <-> better living standards, need more money to live a flat in the centre suburbanization needs low land prices but the lower service, interesting: big differences between land prices in different regions</p> <p>Goteborg: drivers are different in different regions (historical), but the fact of sprawl is the same</p> <p>Most important factor = quality of life</p> <p>Moving out because of change life situation, getting babies is often the reason to move to region (private houses)</p> <p>Land use price as a driving factor = when its cheap outside people start moving but as infrastructure comes it gets more expensive---- a circle of movement</p> <p>Back again to city centre, when kids moved out</p> <p>Good sprawl = where rail is</p> <p>Bad sprawl = where only roads</p>		<ul style="list-style-type: none"> - land price - services (living standards) - living costs (sometimes higher in the suburbs) <p>Need of more coordination between land use planning and public transport development</p>
--	--	---

III. DIFFERENT FORMS OF COOPERATION

III. 1. Informal metropolitan cooperation

Results of the group discussions in session I, Tue 30th of September 2010

What are the strength and weaknesses of forms of informal metropolitan cooperation in terms of

- **motivating actors and institutions to cooperate?**

Informal metropolitan cooperation	
Strengths	Weaknesses
<p>Group B:</p> <ul style="list-style-type: none"> - Being catalyst in case that problems/ bottleneck is identified - Providing expertise - Build-up of trust (main element) <ul style="list-style-type: none"> - listen to each other with respect, even if not agree - Cooperation provides mutual information <p>Group C:</p> <ul style="list-style-type: none"> - Exchange of information - Building trust in each other - To get common positions, influencing decisions <p>Group A:</p> <ul style="list-style-type: none"> - Small municipal administrations get access to expertise and best practice - Participating actors are really motivated (voluntary) - Cooperation between several 	<p>Group B:</p> <ul style="list-style-type: none"> - Voluntary character, based on self-declaration (it is a strength too) - What to do in case of conflicts - No decisions are taken, lack of "real" influence - Missing funding, e.g. for development of projects <p>Group C:</p> <ul style="list-style-type: none"> - Hard to gather all the interested and competent actors - Challenge with voluntary approach <p>Group A:</p> <ul style="list-style-type: none"> - Great number of mayors - Complex legal framework - No strong instruments to enforce cooperation

<p>small municipalities – being able to carry out larger projects</p> <ul style="list-style-type: none">- Informal cooperation allows creative solutions	
--	--

- **reaching consensus between all involved actors in the policy fields of regional planning?**

Informal metropolitan cooperation	
Strengths	Weaknesses
<p>Group C:</p> <ul style="list-style-type: none"> - Raising awareness about the impacts - Trust and common understanding <p>Group A:</p> <ul style="list-style-type: none"> - Voluntary – motivation - Trust - Group pressure to cooperate - Self-motivation based on success stories - Better understanding 	<p>Group C:</p> <ul style="list-style-type: none"> - Takes time - Too many voices (many actors) - No solution when full consensus is not possible <p>Group A:</p> <ul style="list-style-type: none"> - Competition between municipalities - Easily destabilised by outside actors/ factors (market situation etc.)

What can we learn from this kind of cooperation for the task of coordination?

Berlin:

- “Democracy of mayors”
- From trust to consensus
- Big Vienna on eye-level with its neighbours
- Lean management – two clear contact persons in SUM
- Awareness and trust building function of informal cooperations
- Informal cooperation is a first step but needs (long-term) perspective
- Different situation if it is a growing or shrinking region
- Interesting approach agreement on number of transport
- Firstly you need political will

Ljubljana:

- Things can be done on informal level without regulation
- Building trust among partners is most important

- Take your time to build trust, to raise awareness, to build common understanding
- Influencing decisions about infrastructure investments is a key trigger for cooperation
- Informal cooperation has to be the first step towards formalised cooperation
- Smaller municipalities joining forces and counterbalancing large metropolis with much more political and economic power
- An efficient informal way to balance a MR-Metropolis without major conflicts

Oslo:

- Model of municipal involvement to reach common understanding
- Consensus-based implementation "from pretty plan to action"
- The situation for regional planning in Vienna/ NÖ is very similar to Oslo
- Consensus building is long-term, strategic decisions are being taken now.
- Voluntary regional participation should be supported by real tools – legal instruments and/or financing.
- Giving mutual information
- Build trust

Budapest:

- Even without strong power local and regional successes can be achieved
- Consensus built on trust can be successful – but needs a given level of democracy
- Less power of city districts gives more power for the cooperation between city and region
- Higher number of cooperation meetings (more possibilities to interact)
- Cooperation culture
- Need some legal and financial base
- The trust is important, but not enough without the background (mentioned above)
- Common thinking is necessary

Gothenburg:

- The strength of non-mandatory collaboration
- Power of good examples

- Free will cooperation
- Creating awareness
- Important to concentrate in common issues
- Opportunity to be part of the process
- To be invited!
- Implementation of common ideas formed in SUM

Rome:

- The good level of cooperation between the institutions and the involvement of actors

Vienna:

- Pressure is the first step for cooperation, there is not yet enough pressure
- We are more formal than we thought
- High level of formality without a legal basis
- Important question: Is the city ready to give up power to the region?

Discussion:

- Keep in mind for the session tomorrow (cards)
- Conclusion from Gothenburg: in Vienna informal cooperation is quite formalised, Gothenburg case is not so formalised though it is a formal cooperation.

III. 2. Formal metropolitan cooperation

Results of the group discussions in session II, Tue 30th of September 2010

What are the strength and weaknesses of forms of formal municipal cooperation in terms of

- **motivating actors and institutions to cooperate?**

Formal municipal cooperation	
Strengths	Weaknesses
<p>Group A:</p> <ul style="list-style-type: none"> - The board is speaking for the region, not for the individual municipalities - Gothenborg is giving a part of its power away to majority - Member fees stable income - Not so different than informal - If you have common board easier to overcome local mentalities - Clear in financing - Competition with Stockholm and Malmö <p>Group B:</p> <ul style="list-style-type: none"> - Broad and intense discussion → open discussion - Integration of politicians (and all political parties) - Consensus building <u>by</u> stakeholders - Process of education of stakeholders "regional coach" - Freedom of choice 	<p>Group A:</p> <ul style="list-style-type: none"> - market pressure can break deals also if agreement, external enemy – common goal - Market ("IKEA") stronger than regional cooperation - No own taxes, no influence on income <p>Group B:</p> <ul style="list-style-type: none"> - Lack of tools for "bad" municipalities - (No legal instruments to influence municipalities) - need for basic consensus, difficult in situations with much competition between stakeholders - main tool education – only tool? <p>Group C:</p> <ul style="list-style-type: none"> - Far away from everyday decision making

<p>Group C:</p> <ul style="list-style-type: none"> - A clear mandate in the procedure of making decisions - Strong connection between local and regional level - Continuous process of working - Agreements in small documents - Municipalities are free to use or not formulated by municipalities and a clear structure for discussing and planning process - All relevant actors involved - Clear procedure how to vote - A long tradition - Free to use it 	
---	--

- ***reaching consensus between all involved actors in the policy fields of regional planning?***

Formal municipal cooperation	
Strengths	Weaknesses
<p>Group A:</p> <ul style="list-style-type: none"> - Strong ownership by the municipalities - Local problems - Is better not to have a perfect consens but to have at least one - Municipalities see it as their own goal - Its good that GR has different departments in one building - Multi-sectoral responsibility of GR => incentives, pressure 	<p>Group A:</p> <ul style="list-style-type: none"> - What if consensus is not reachable? - How to deal with difficult problemes? eg. Immigration - Being afraid of discussing difficult questions - Prevent difficult questions to be raised - Fear of weakening the system with the most difficult problems - Problems between region and

<p>Group B:</p> <ul style="list-style-type: none"> - Strategies are accepted to broad participation - Freedom of choice of tools and topics for regional discussion <p>Group C</p> <ul style="list-style-type: none"> - Problems come out early - Legal framework is there to force, but no need to use it (county) 	<p>national level, eg. Common sense on a 4 lane motorway in the region</p> <ul style="list-style-type: none"> - "Kuhhandel" "horse trading" <p>Group B:</p> <ul style="list-style-type: none"> - 13 municipalities = ok, but what to do with > 100 municipalities? - What to do if no one wants to talk about spatial planning? <p>Group C</p> <ul style="list-style-type: none"> - Might not work for larger (>13) number of municipalities - might work good in Gothenburg case but difficult to transfer to other regions - only functions in a certain framework - eg. in Vienna too much municipalities
---	---

Discussion:

Berlin: thinks that GR are not formal, no legally written down

Per shows slides again

...we are in agreement ... At a local level we will take responsibility for our part of the regional structure and we will also support other local governments in their efforts...

...north of Gothenburg after election a new political party: he calls it urban sprawl party" formal: development party

What can we learn from this kind of cooperation for the task of coordination?

Ljubljana:

- Bottom up approach
- Giving ideas instead of "lecturing"
- Involving all the politicians (not only the mayors)
- Governance structure can or cannot – it is all in the process
- Legal framework helps, but is not indispensable
- Tasks can be voluntarily delegated to the regional authority / association
- You need consensus in informal planning and in formal planning
- Common goal can improve cooperation

Berlin:

- Major point: communications as well as in the first place communicating the benefits
- Taking time to get to know each other – trust needs time
- Being a regional coach
- Planning responsibility hinders sometimes
- Political will for cooperation must be very strong
- Short-time / long-time vs. long-time / short-time
- Multi-sectoral responsibility on regional level?

Oslo:

- Involvement, trust and participation
- We can always learn from our good neighbours!
- Good process design
- Positive motivation
- Clear lobbying role
- Information and awareness-raising focus
- Municipal involvement from the start – long process – short implementation

Budapest:

- Need to educate the politicians how to make a common decision, how to get the information from the local level
- Conclusions (GR case): need a good regional player who coordinates between national level and municipalities
- Only working with common interest and acceptance
- Working groups discussions on the level of civil servants
- It all starts with win-win situation

- No general plan only small detailed ones
- Democratic framework of negotiations lead to a successful cooperation
- Common language of stakeholders is partly based on cultural traditions
=> voluntary participation => success

Vienna:

- Strengthen regional consciousness with a broad "education process" = regional coach
- Municipalities make the regional plan
- Legal regulations are not helpful
- Widespread involvement by a very openly formulated first question: "what to you want to be discussed on a regional level?"
- Regional planning = regional coaching
- There is one national planning law
- Good dialogue process
- Change in planning philosophy
- GR macht keine planerischen Vorgaben sondern definiert gemeinsames Verständnis
- GR not only planning competence (multi sectorial)
- Einverständnis aller Gemeinden, eine derart große "Struktur" zu finanzieren!

Gothenburg:

- What happens if key persons change?

Rome:

- The strong level of coordination for the benefit of the entire community and the continuous decision process without strictly planning
- Strong cooperation between authorities

III. 3. Cooperation between regions

Results of the group discussions in session III, Tue 30th of September 2010

What are the strength and weaknesses of forms of formal cooperation between regions in terms of

- motivating actors and institutions to cooperate?

Cooperation between regions	
Strengths	Weaknesses
<p>Group A:</p> <ul style="list-style-type: none"> • Clear goals • Perceived common problem • Clear legal framework → predictable • Regional perspective in the joint planning department • Transit oriented development • Feel only one spatial entity • Clear and democratic planning system – strict and strong <p>Group B:</p> <ul style="list-style-type: none"> • Policeman principle • Powerful due to Top down principle... but there are little gates (zielabweichung) • Freedom for local stakeholders due to rules based on indicators & figures <p>Group C:</p> <ul style="list-style-type: none"> • Regional plan with a clear vision and a clear message to the municipalities how they can act. Where growing should be 	<p>Group A:</p> <ul style="list-style-type: none"> • Less (little) flexibility • Villages in periphery consider their situation locked • Weak identification with region • Planning happens on the higher level <p>Group B:</p> <ul style="list-style-type: none"> • No proper discussion – legally based formal procedures • Lack of communication with lower levels • Certain imbalances regarding influence on Berlin & Brandenburg • Quite mechanistic approach <p>Group C:</p> <ul style="list-style-type: none"> • Rigid and inflexible • Decline of small settlements • Region is very big and most important strategic issues for land use and transport is in the main area which is the ring around Berlin itself (traffic and

<p>focussed)</p> <ul style="list-style-type: none"> • Strong legal instruments and planning principles • Strengthening existing poles (centre structure) • Supported by EU funds 	<p>housing growth) - maybe plan is not focussed on this area</p>
---	--

- ***persuading sub-regional state and non-state actors to follow and implement their common objectives in the policy fields of regional planning, involving supra-regional actors?***

Cooperation between regions	
Strengths	Weaknesses
<p>Group A:</p> <ul style="list-style-type: none"> • predictability • Rules are well known • Predictable investment conditions • Periodic revision of plan based on feedback (mainly from market) <p>Group B:</p> <ul style="list-style-type: none"> • Able (capacity) to organize informal processes (model for capital, region, airport,...) <p>Group C:</p> <ul style="list-style-type: none"> • Regional plan with a clear vision, clear message strong legal instruments + planning principles • Strengthening existing places (centre structure) • Supported by EU funds 	<p>Group A:</p> <ul style="list-style-type: none"> • Some opinions and ideas must be ignored (smaller settlements cannot realise their plans) • Some villages / outer areas will not get their way <p>Group B:</p> <ul style="list-style-type: none"> • Rather no communication when a plan is written & drafted <p>Group C:</p> <ul style="list-style-type: none"> • Rigid and inflexible • Decline of small settlements

What can we learn from this kind of cooperation for the task of coordination?

Oslo:

“Vil da vare med, akeng pa” The creation of a binding plan means that if you want to influence it, you must participate

B-B: strong formal framework & legal basis

Weak commitment to outer/smaller municipalities

Need to strengthen focus on key areas / strategic zones

Vienna:

Development along Public Transport, railway axes

+ cooperation on regional level is possible (especially when both parties are winning, also when the whole region is losing)

to rely on strategies which are made for growing regions

planning instrument gives a clear focus on development spots (centre hierarchy)

strong legal framework is basis for top down planning

but still there is a need for “Zielabweichungsfaktoren”

power is not enough, you should try to enable people planning for themselves in the right regional manner

enable planning better the reconstruction planning

Restriction planning moves to “zielabweichungsverfahren”

Ljubljana:

Regional planning can be less market influenced as planning on a local level => better results

Clever procedures and responsibilities make planning and results predictable

Experiences could be used before establishing the political regions (there are no political regions on theme)

Budapest:

Strong planning goals can be achieved by accepting planning rules and laws

Some opinions must be ignored => strict goals to be achieved

Joint department county & capital => cooperation is evidence

The role of railway in the MR is not a question

Need a strict bigger scale framework, but don't regulate everything!

Need the balance between GR model and the Berlin-Brandenburg model

First need informal discuss with all the actors and different levels, then need a formal decision and framework

Rome:

Way to front the theme: cooperation between administration

A good coordination between all the different levels of institutions

Gothenborg:

Strong cooperation between regions

Structure

Implementation

Berlin:

Need of more communication

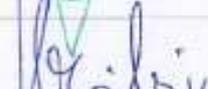
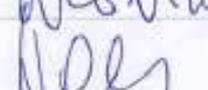
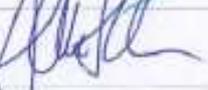
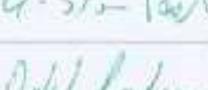
Institutional framework is not enough

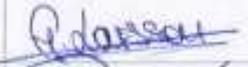
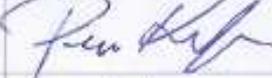
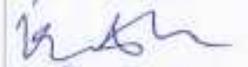
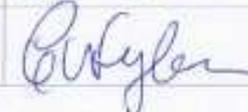
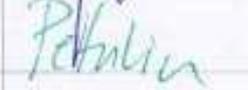
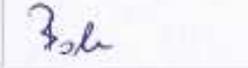
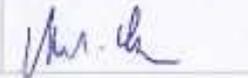
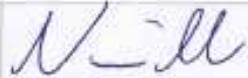
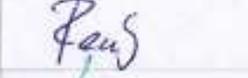
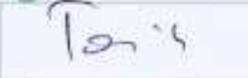
IV. LIST OF PARTICIPANTS

2nd Transnational workshop – Traffic and land use planning

List of participants
29.09.-01.10.2010

PP	Institution	Name	Signature	Days of participation		
				29.09.	30.09.	01.10.
Berlin-Brandenburg						
1	Joint State Planning Department Berlin- Brandenburg, GL 4	Frank Segebade	<i>Segebade</i>	x	x	x
2	Joint State Planning Department Berlin- Brandenburg, GL 4	Corinna Elsing	<i>Elsing</i>	x	x	x
3	Joint State Planning Department Berlin- Brandenburg, GL 4	Christina Schlawe	<i>Schlawe</i>	x	x	x
Budapest / BKSZ						
4	Municipality of Budapest	Barbara Viktoria Halasi	<i>Halasi</i>	x	x	x
5	Municipality of Budapest	György Benda	<i>Benda</i>	x	x	x
6	BKSZ Budapest Transport Association	Balázs Fejes	<i>Fejes Balazs</i>	x	x	x
7	BKSZ Budapest Transport Association	Balázs Hadászi	<i>Hadasi Balazs</i>	x	x	x
Ex	Metropolitan Research Institute	András Ekés	<i>Ekés Andras</i>	x	x	x
Ex	Metropolitan Research Institute	Antal Gertheis	<i>Gertheis Antal</i>	x	x	x
Oslo / Akershus						
8	City of Oslo, Department of Environmental Affairs and Transportation	Siri Johanne Vik	<i>Siri Johanne Vik</i>	x	x	x
9	City of Oslo	Peter Austin	<i>Peter Austin</i>	x	x	x
10	Akershus County Council, Department of Regional Development	Margaret Andrea Mortensen	<i>Margaret Andrea Mortensen</i>	x	x	x
11	Akershus County Council, Department of Regional	Tor Bysveen	<i>Tor Bysveen</i>	x	x	x

PP	Institution	Name	Signature	Days of participation		
				29.09.	30.09.	01.10.
	Development					
Vienna / Lower Austria						
12	City of Vienna, Department 18 - City Development and Planning	Christian Peer		X	X	X
13	City of Vienna	Kurt Mittringer		X	X	X
14	City of Vienna (Facilitator)	Michael Rosenberger		X	X	
15	PGO	Alfred Dorner		X	X	X
16	City of Vienna	Dieter Häusler			X	X
17	City of Vienna	Thomas Madreiter		X	X	
18	City of Vienna	Angelika Winkler			X	X
19	SUM	Renate Zuckerstätter		X	X	
20	Government of Lower Austria, Department for Spatial Planning and Regional Policy	Norbert Ströbinger		X	X	X
21	Government of Lower Austria, Department for Spatial Planning and Regional Policy	Ilse Wollansky		X	X	
22	Technical University of Vienna	Alexander Hamedinger			X	X
23	External expert, Government of Lower Austria	Hannes Schaffer		X	X	X
Rome						
24	Province of Rome, Office for European Affairs and International Relations	Maria Fabiani				X
25	Province of Rome, Office for European Affairs and International Relations	Giovanni Pagliaro			X	X
26	Province of Rome	Adele Carlucci		X	X	X

PP	Institution	Name	Signature	Days of participation		
				29.09.	30.09.	01.10.
27	Province of Rome	Georgia Pucinischi		x	x	x
Gothenburg						
28	Göteborg Region Association of Local Authorities	Georgia Larsson		✓	✓	✓
29	Göteborg Region Association of Local Authorities	Per Kristersson		x	x	x
30	Göteborg Region Association of Local Authorities	Kerstin Elias		x	x	x
31	Göteborg Region Association of Local Authorities	Catarina Nyberg		x	x	x
Ljubljana						
32	Regional Development Agency of the Ljubljana Urban Region	Matej Gojčič		x	x	x
33	Regional Development Agency of the Ljubljana Urban Region	Marko Peterlin		x	x	
34	Scientific Research Centre of the Slovenian Academy of Sciences and Arts	Janez Nared				
35	Scientific Research Centre of the Slovenian Academy of Sciences and Arts	David Bole		x	x	x
36	Scientific Research Centre of the Slovenian Academy of Sciences and Arts	Matej Gabrovec		x	x	x
External project and financial management						
37	INFRASTRUKTUR & UMWELT	Dr. Jürgen Neumüller		x	x	x
38	INFRASTRUKTUR & UMWELT	Martin Reents		x	x	x
39	INFRASTRUKTUR & UMWELT	Uwe Seibel			x	x
Further participants						
40	Metropolitan Research Institute	Ivan Tosić		x	x	✓