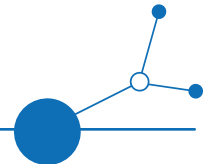




INFORMAL AND PARTICIPATORY PLANNING APPROACH TO THE VISION PROCESS FOR THE METROPOLITAN AREA BERLIN-BRANDENBURG



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A. Informal and participatory planning approach to the vision process for the Metropolitan Area Berlin-Brandenburg

1. Initial information about the pilot action

Metropolitan area executing pilot action	Capital Region Berlin-Brandenburg represented by the Joint Spatial Planning Department Berlin-Brandenburg (JSPD)
Study cluster and tool chosen	<p>The pilot action was co-designed in the context of the “Strengthening metropolitan institutionalization through developing joint opinions supporting informal and dialogical planning processes” study cluster, led by the City of Warsaw acting as the lighthouse metropolitan area.</p> <p>The tool that was selected in order to be tested via a pilot action is the “Workshops/trainings delivered to members of Warsaw Metropolis Association” developed by the City of Warsaw.</p>
The pilot action	<p>Informal and participatory planning approach to the vision process for the Metropolitan Area Berlin-Brandenburg</p> <p>Starting from the existing joint strategy paper “Overall Strategic Framework” (Strategischer Gesamtrahmen), the idea is to start a strategic mission statement process. This has to be done in a participatory way, it is essential to have a variety of stakeholders taking part in developing it. Workshops are identified as one useful tool both for integrating stakeholders, mainly new ones who have not participated before, and to identify white spots in previous strategic development processes.</p>

2. The importance of pilot action

The justification for the choice of the selected tool	All presented tools and best practices from the transnational partners meeting in Warsaw have been discussed during the stakeholder meetings in Berlin-Brandenburg. Some were identified as in principle interesting for Berlin-Brandenburg, but no stakeholder was willing or able to get involved. This was different at the discussion of the Warsaw workshops tool: the State Chancellery of Brandenburg expressed its interest in the tool and agreed to
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	<p>participate in the pilot action. The organizational prerequisites were thus created.</p> <p>Warsaw said in the first presentation about the tool: „The trainings and workshops conducted are the result of an analysis of the needs of the communes of the Warsaw metropolis [...] Model of providing training services [...], it can be easily implemented in similar types of institutions/organizations.”</p> <p>The decision for the workshops tool is based on an analysis of former participation processes in the state of Brandenburg when developing the Overall Strategic framework together with the state of Berlin. Easy implementation in this case means to focus on own needs and goals. The tool gives hope for improvement of participation already in upcoming strategic development processes and helps to deepen and improve metropolitan governance of the Capital Region Berlin-Brandenburg.</p>
<p>The justification for the selection of the pilot action</p>	<p>Joint Spatial Planning for Berlin and Brandenburg has existed for 28 years now. It is regarded as a success story in German spatial planning. Nevertheless, the question arises whether it is fit for future challenges. Looking at MECOG-CE partners and other metropolitan regions in Germany, one has to consider that informal processes play a more significant role than before. While JSPD is legally limited, the State Chancellery, of Brandenburg is responsible for the strategic spatial development in Brandenburg, hand in hand with Berlin.</p> <p>The workshops tool seems to be ideal for the challenges Berlin-Brandenburg has to tackle. It is easily transferable and can easily be adopted. It fulfils the needs and helps to improve the process of developing strategic documents for the future development of Berlin-Brandenburg. Therefore, the concept of workshops was developed to outline the participatory and informal processes.</p>

3. The core of pilot action

<p>Description of the pilot action</p>	<p>Starting Point/Integration into the planning process</p> <p>The process is linked to the existing strategic framework for the capital area Berlin-Brandenburg (2021): “The overall strategic framework describes the common goals for the coming years at a higher level and focuses on strategically important cooperation projects in the individual policy areas. The overall strategic framework thus plays an important role in the coordination and even</p>
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better dovetailing of cooperation between the two countries.” It has seven topics with 58 projects described in more detail. In retrospect, the process of participation of stakeholders for strategy development was not unsuccessful but could have been better. This is where the results of the pilot action come into play: The upcoming update of the strategic framework is an opportunity for action. State Chancellery identified missing knowledge about new cooperation needs and overseen cooperation potentials. A new tool is needed to make participation more successful - for all participants.

The concept of workshops can be divided into two blocks: The first is about “white spots”, and the second is about “new cooperation structures”.

Workshop 1: “White spots”

Strategic cooperations in the Capital Region have a long tradition. The governments of the States of Berlin and Brandenburg developed the first joint vision for Berlin-Brandenburg in 2006, ten years after the JSPD was established. It was addressing long-term development goals and match points for cooperation, but in the majority, it was focused on Berlin-Brandenburg being a “region in Europe”. Governments of both states agreed 2021 on the “strategic framework for cooperation”, which, as mentioned above, contains seven topics and 58 projects. Both strategy papers mainly address the cooperation of the ministries and seldom the local level, science, citizens, or economy like small and medium enterprises. What seems obvious now is a missing knowledge about new cooperation needs or overseen cooperation potentials. This is why workshop 1 is called “White spots”.

Besides various joint thematic strategies and programmes exist, like the Joint Innovation Strategy, a joint transport association run by the public transport provider of Berlin and Brandenburg, the JSPD. Districts of Berlin and the surrounding local communities joined a forum, the Municipal Neighbourhood Forum (MNF), which started its vision process in 2024, leading to determining the guiding principles of the Forum.

Overall, non-state actors are missing in most and most important administrative strategies. Furthermore, the strategic goals are often broad and do not address the newest social challenges (e.g. AI, COVID-19). It seems obvious that these two deficits are linked.

Goal: Identified white spots: List of new topics in cooperation with a concrete but agile milestone plan on how to address the topic,



including partners in science, small and medium enterprises and local governments.

Workshop Design: The workshop consists of three phases: A) Brainstorming for white spot topics, B) Selection and prioritisation of topics, and C) Sketching of approaches how to address white spot topics. Depending on time and resources it is possible to set up all in a row or to go through the three phases in one day. The methods used are based on design thinking (Break-out and plenum sessions, World café). Participants should be representatives from Berlin and the Brandenburg area: from science, small and medium enterprises, lobby groups, civil society, ministries, and regional and local administration.

Output: Broad foundation of participatory collaboration, wider acceptance and impact on the strategic framework and the strategic regional development strategies. List of new topics.

Outcome: Setting new topics on the agenda, also bottom-up, with joined forces. Kick-off for cooperation with all sectors, setting new accountable goals.

Workshop 2: „Governance“

The second part of the concept is about workshops addressing the topic of governance. Again, this too has a history: Joint meetings of the State cabinets, joint parliamentary conferences, and stakeholders like the MNF and agencies promoting tourism, and economy/economic clusters. But in the majority, it is a political instead of public steering, it is less accessible for inputs from civil society, business, and science.

Goal: Sketches of different governance structures including tasks, steering structure and business plan.

Workshop Design: Informal talks, inputs, working sessions on canvas, break out and plenum sessions. As input should be given: Spotlights on other Metropolitan Areas and their governance, comparative studies, SWOT analyses, expert interviews e.g. on corporate structures of other Metropolitan Areas. Participants should be political and administrative representatives from the Berlin-Brandenburg area as well as representatives from other Metropolitan Areas in Germany (and Europe).

Output: The aim is to get different sketches of possible governance structures or models for the metropolitan area Berlin-Brandenburg, as precise as possible. This means including board structure, decision structure, business plan, and tasks.



	The concept of workshops can be found in Annex 2 .
Innovativeness of pilot action	<p>The innovativeness of the pilot action can be described in two ways: in relation to the Warsaw Metropolitan Area (WMA) and with an inner regional view.</p> <ol style="list-style-type: none"> 1. Innovativeness in relation to the use of the tool in WMA: Warsaw has a focus on providing information and learning together. 2. Innovativeness in relation to Brandenburg’s experience with participation in planning processes: The selection of participants is different, broader. More stakeholders will engage in the participatory projects of the planning process. And more topics will be on the agenda than before. <p>What is the same: the basic assumption that participation strengthens trust and cohesion, which improves governance.</p>
Demonstration and test of the selected tool	<p>The pilot action is not a 100% takeover of Warsaw’s tool. It has been adapted to local needs and objectives. But the basic idea seems to be still the same: Participation of a wide range of stakeholders improves the governance of the metropolitan region and identification with it. The concept developed as pilot action describes the transferability and it demonstrated that the Warsaw’s tool can be transferred to the Capital Region. The implementation of the concept will depend on the political situation in the state of Brandenburg. Nevertheless, there is no discernible reason why the workshops could not be held successfully.</p>

4. Strengthening metropolitan cooperation and governance

Impact on metropolitan cooperation and governance	<p>The impact on metropolitan governance and cooperation is expected to be substantial. It is designed as the right tool for broader participation within the process of updating the overall strategic framework. At the same time, the involvement of new stakeholders strengthens the development process and finally the governance structure. Defining white spots as a workshop goal makes the tool important. It has a clear goal that is aimed at improvement of metropolitan cooperation and governance. It will build a stronger bond in the metropolitan area between mentioned stakeholders and representatives as they will together participate in the development of this area.</p>
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<p>Involvement of metropolitan stakeholders</p>	<p>Involvement of metropolitan stakeholders was crucial for developing the pilot action of Berlin-Brandenburg: The State Chancellery of Brandenburg is responsible for the regional development strategy, while JSPD has to organize the formal planning processes. The importance of the two stakeholders determined the potential of the pilot action.</p> <p>According to the concept of the workshops, a wide range of other stakeholders will be invited to participate. It is important to reach less involved groups within former processes. Directly related to the workshops, the involvement of metropolitan stakeholders will reach a level it has not had before.</p>
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5. Results

<p>Results of the pilot action</p>	<p>The pilot action has raised awareness of the need for informal instruments and strategic guiding principles. It produced a detailed concept for integrating workshops in upcoming strategic development processes. Steps were defined, and a workshop design was created, naming potential stakeholders and differentiated goals.</p> <p>It successfully met its original objectives and can be started as soon as the political situation in (Berlin-)Brandenburg allows it.</p>
<p>Transferability</p>	<p>“Workshops delivered to members” proved to be an easily transferable tool, thanks to its high flexibility and versatility. But this also means it has to be designed for specific, identified needs and implemented in planning processes and governance structures to avoid a single event. This pilot action addressed it and will be included in these processes and structures.</p>

6. Subsequent activities

<p>Subsequent activities</p>	<p>In the months following November 2024, the Capital Region Berlin-Brandenburg will:</p> <ul style="list-style-type: none"> ▪ present the pilot action and its results to the metropolitan stakeholders during the Regional Stakeholders Meeting that will take place in January 2025;
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	<ul style="list-style-type: none"> ▪ presenting the concept to responsible persons in the State Chancellery and organising the workshops as soon as the political situation permits, probably in 2025; ▪ work on the “new solution”, meaning how Warsaw’s tool could be further elaborated, redesigned and improved to best enhance metropolitan cooperation and governance. The political development after state elections will be monitored closely to be able to adjust the concept of PA if necessary. ▪ participate in the discussion on new solutions to be held at the Berlin Transnational Partners meeting scheduled for February 2025; ▪ discuss the result of workshops with Berlin partners in an extra meeting, if necessary. ▪ share with the members of the study cluster the outcomes of the workshops, once their administration and the evaluation of results are concluded.
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7. Project management of pilot action

The process of pilot action	<p>Pilot action was developed as described below (chapter “Joint development and cooperation with partners”). Main progress was made after the State Chancellery meeting at the end of August when the focus of the workshops and their implementation in the development strategy and the governance processes of Brandenburg and Berlin was discussed. A detailed project description has been available since the end of November. This means that the testing of pilot action mostly depends on political developments after state elections. The overall development of the pilot action lasted from July to November 2024.</p>
Methods of work in the metropolitan area	<p>The workshop concept was developed by the State Chancellery of Brandenburg along with the Joint Spatial Planning Department Berlin-Brandenburg. It was embedded in discussions with several participants from both institutions, enriched by exchange with other German metropolitan regions, especially the Hamburg metropolitan region, where overall strategic guidelines just have been accepted after a two-year process. Literature research was done in the case of Metropolitan Region Amsterdam (MRA), an interesting case study because of the involvement of several stakeholders and similar needs, like housing.</p>



<p>The reflection of the initial work setup and time plan</p>	<p>The provisions of the initial work set-up and time plan were largely respected in the course of developing the pilot action. Discussions with stakeholders took more time to find the right approach and the appropriate participants, but there was still enough time to develop the concept of workshops thereafter and write the pilot action report.</p>
<p>Problems and deviations</p>	<p>No problem or deviation was encountered while working on the pilot action.</p>

8. Joint development and cooperation with partners

<p>Processes of co-design and peer-review</p>	<p>Cooperation within the cluster was ensured through online meetings aimed at illustrating the tool and its features and then at discussing, co-designing and peer-reviewing the pilot action. Written questions and answers and remarks on the drafts were also shared.</p>
<p>The guidance provided by the lighthouse metropolitan area</p>	<p>The lighthouse metropolitan area, the city of Warsaw, supported the piloting metropolitan area by providing all the information needed on the tool concerning planning and implementation of the workshops and furthermore by leading the peer-reviewing process, by exchanging remarks and suggestions both during the online meetings and in the written form.</p>
<p>Meetings and study visits</p>	<p>List of online meetings held within the cluster (disregarding International Partner Meetings in February in Stuttgart and September in Ostrava):</p> <ul style="list-style-type: none"> ■ 15.03.2024 - online meeting: presentation about the structure of the Warsaw Metropolis Association and work on Initial work and time plan, ■ 23.05.2024 - online meeting: presentation about joint opinions and workshops, discussion on the shape of the pilot action, ■ 11.07.2024 - online meeting: discussion on the pilot action proposal with the participation of a representative of the State Chancellery of Brandenburg, ■ 04.08.2024 - online meeting: execution of the pilot action and discussion about its progress, ■ 08.11.2024 - online meeting: discussion about pros and cons of Warsaw Metropolis Association, presentation of the current state of the pilot action, mainly its interim results, and peer-review process.



	<p>On 11.06.24 JSPD and the State Chancellery of Brandenburg held a meeting with the Senate Chancellery of Berlin and the Metropolitan Region of Hamburg with a focus on overall concepts and metropolitan governance. On 28.08.24, a meeting at the State Chancellery was held to discuss the need for an overall concept and the draft of the pilot action.</p>
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9. Summary of the pilot action

Summary	<p>Working together in the study cluster in the role of piloting metropolitan area has led to the development of the concept for implementing workshops in the participation process of renewing the overall strategic framework of Capital Region Berlin-Brandenburg. It is important because it will help to overcome at least two deficits: through the involvement of more stakeholders than in the past and identifying white spots, the governance structure and metropolitan cooperation will be strengthened. The concept includes two main blocks, the workshops dedicated to the white spots and the workshops focused on new governance structures. It will be implemented in the following year(s). However, strong political support will be required for the inclusion of workshops in the process.</p> <p>The objective set when forming the study cluster was successfully met, also thanks to the active and valuable cooperation and support that was ensured by all members of the cluster.</p>
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