

GOVERNING INTEGRATED TRANSPORT

experiences from Berlin and London



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Transport for the North, 16 February 2022

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THE LONDON SCHOOL
OF ECONOMICS AND
POLITICAL SCIENCE ■

LSE **Cities**

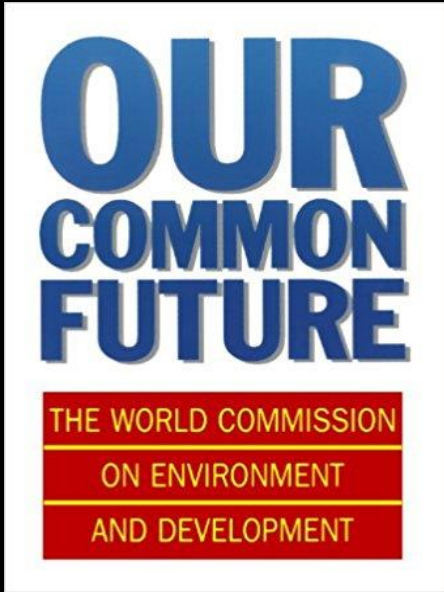
THE MISSING LINKS

City Design

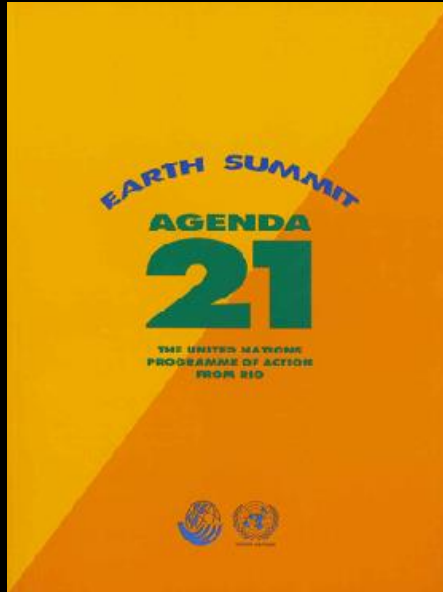
Urban Planning

Transport Policy

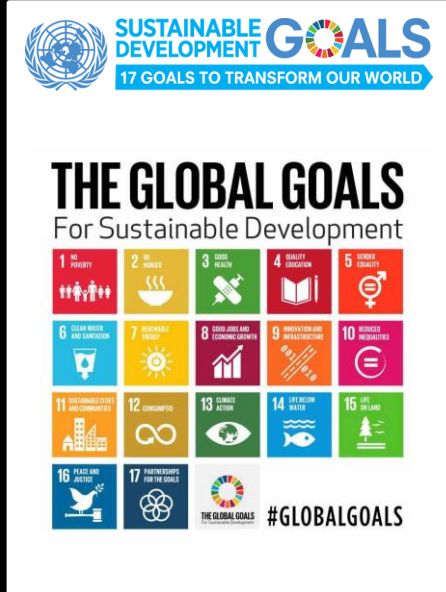
From 'what' to 'how' of urban sustainability
>>> Integrated urban governance



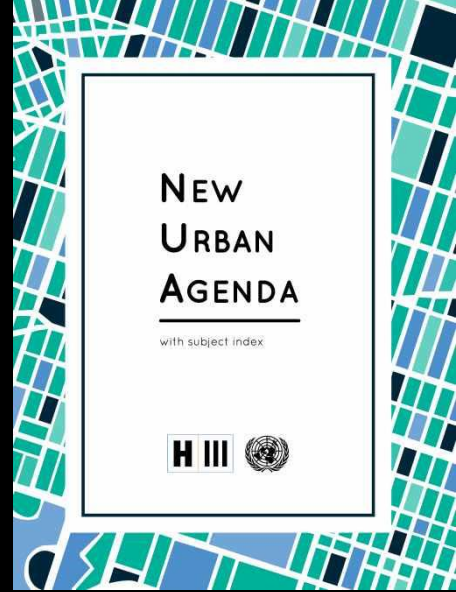
1987



1992



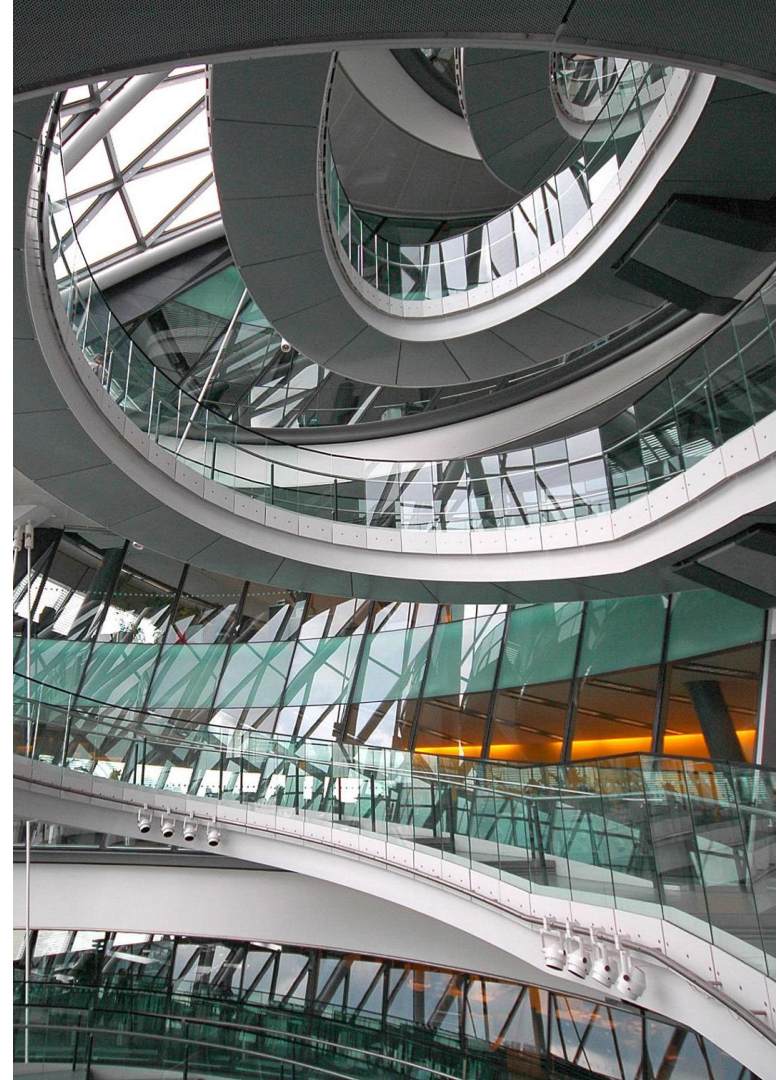
2015



2016

THE STICKINESS OF THE INTEGRATED IDEAL

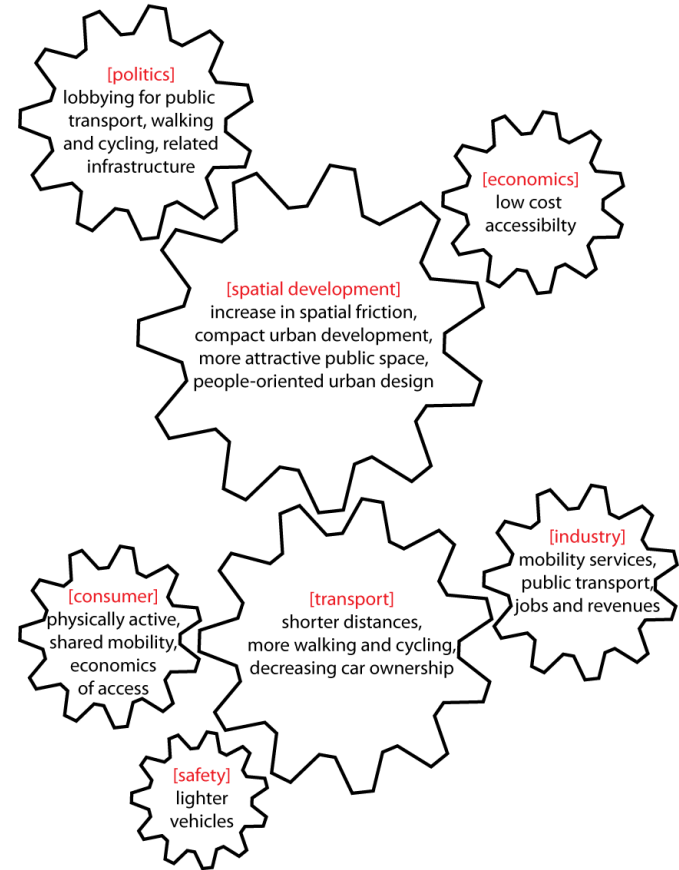
- environmental crisis and other 'wicked' problem of our time require may require integrated, holistic governance
- strategic planning as coherent spatial policy (Albrechts et al. 2003)
- intensifying policy integration at the city level, particularly for spatial planning, city design and urban transport (World Bank 2002, OECD 2001, EC 1999b, EU 2007, UNEP 2011, UN Habitat 2009, Potter and Skinner 2000, Kidd 2007, EC 1990)
- cities are ultimately built around 'integrated returns' (Krugman 1991, Glaeser 2008) which are easily compromised by coordination failures
- orientate policy around problems and challenges rather than policy sectors (6 et al. 2002)



WHY INTEGRATION?

Integration is variously seen to:

- take advantage of synergetic effects and to improve policy coherence (OECD 1996, Paulley and Pedler 2000, Greiving and Kemper 1999)
- avoid blind spots, inefficient duplication and redundancy (Bogdanor 2005, Anderson 2005, Kidd 2007, 6 et al. 2002)
- overcome poor sequencing (6 et al. 2002)
- enhance social learning (Rydin 2010, UN Habitat 2009, Nilsson and Eckerberg 2007)
- and break organisational lock-in to escape institutional inertia and enable innovation (Geiger and Antonacopoulou 2009, Sydow et al. 2009)



FORMS OF INTEGRATION

Source: Rode 2016

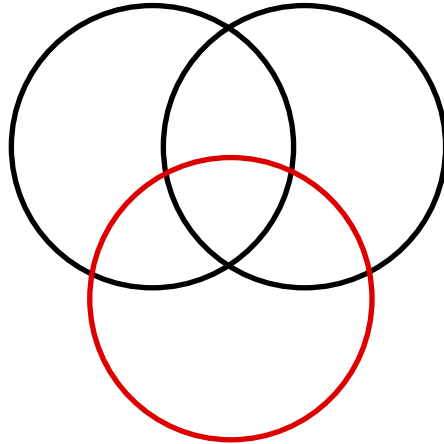
System integration

technical artefacts
infrastructure systems
socio-spatial city structures



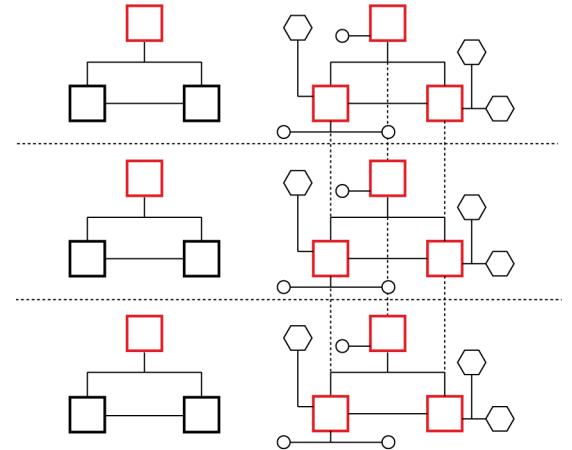
Target integration

New policy targets, e.g.
environmental sustainability
or social equity



Governance integration

Vertical integration
Horizontal integration



How can collective action be coordinated?

**MARKETS,
HIERARCHIES
& NETWORKS**

THE COORDINATION
OF SOCIAL LIFE



EDITED BY

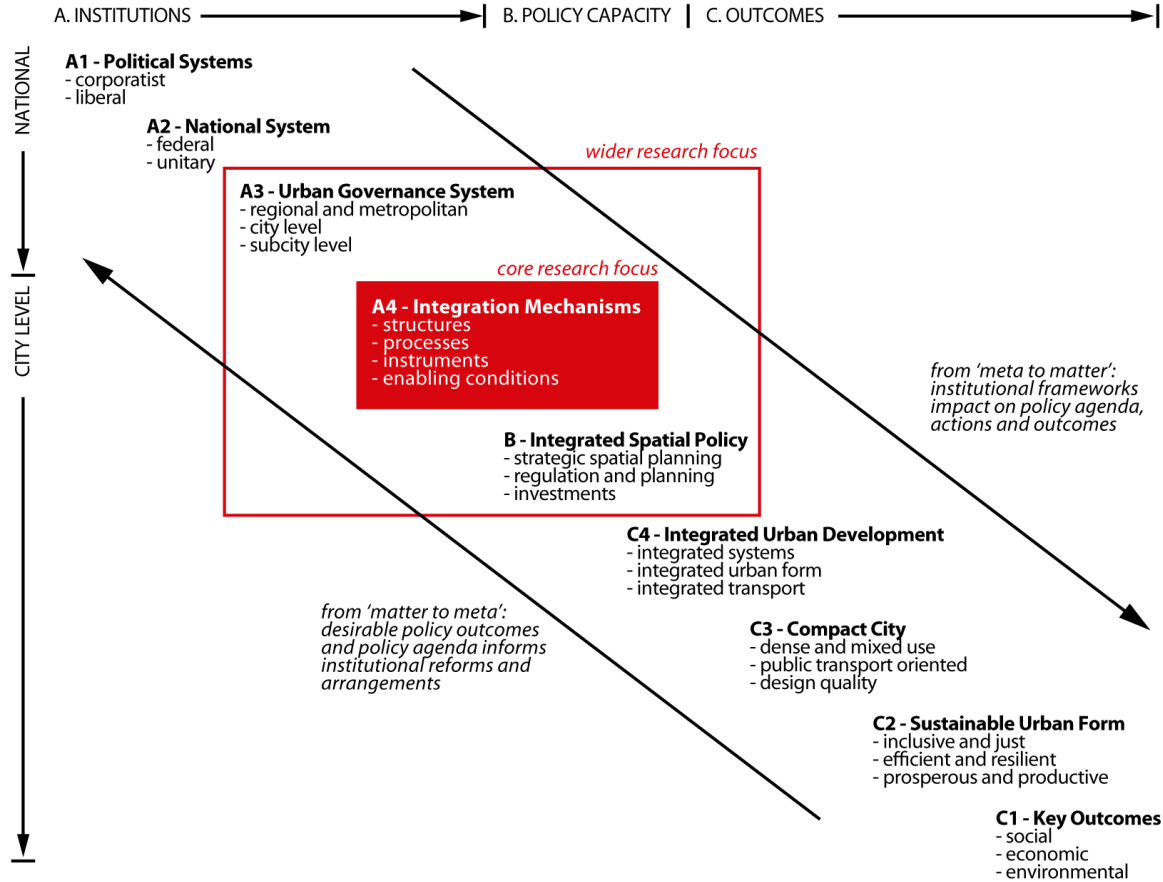
GRAHAME THOMPSON

JENNIFER FRANCES

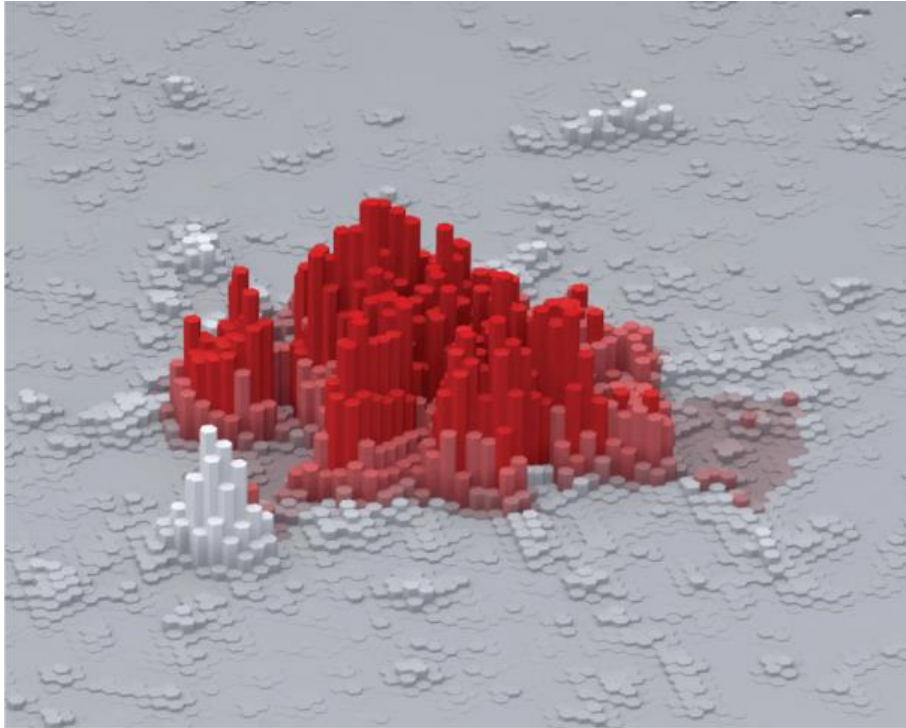
ROSALIND LEVAČIĆ

JEREMY MITCHELL

THE SPECTRUM BETWEEN INSTITUTIONS TO POLICY OUTCOMES



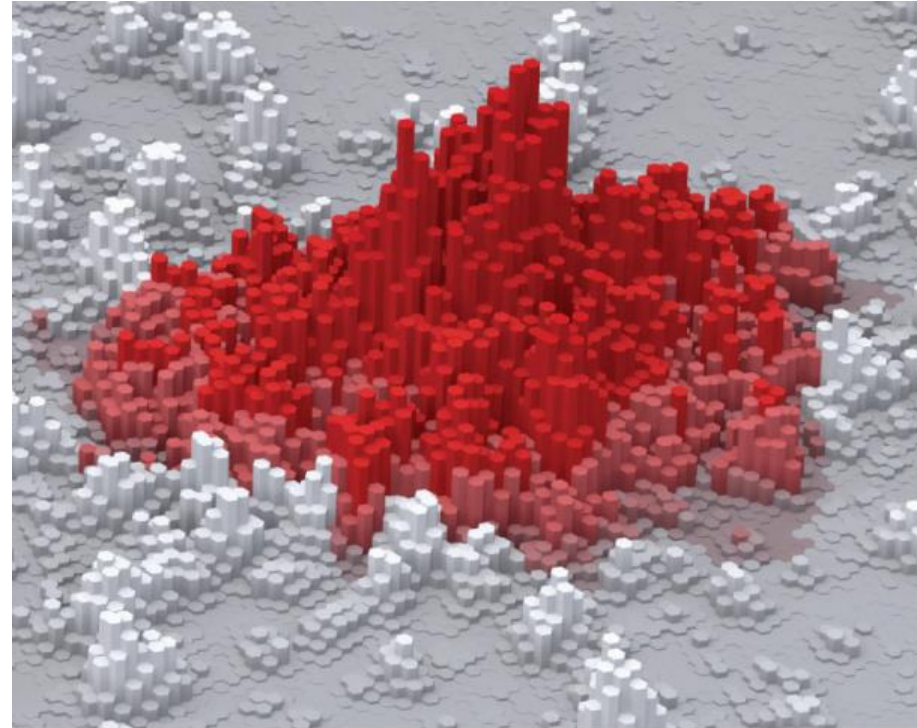
CASE STUDY CITIES: BERLIN AND LONDON DENSITY



Red: Berlin administrative territory **Grey:** Areas outside Berlin

people per km²

<1,000	2,000 - <5,000	10,000 - <20,000
1,000 - <2,000	5,000 - <10,000	

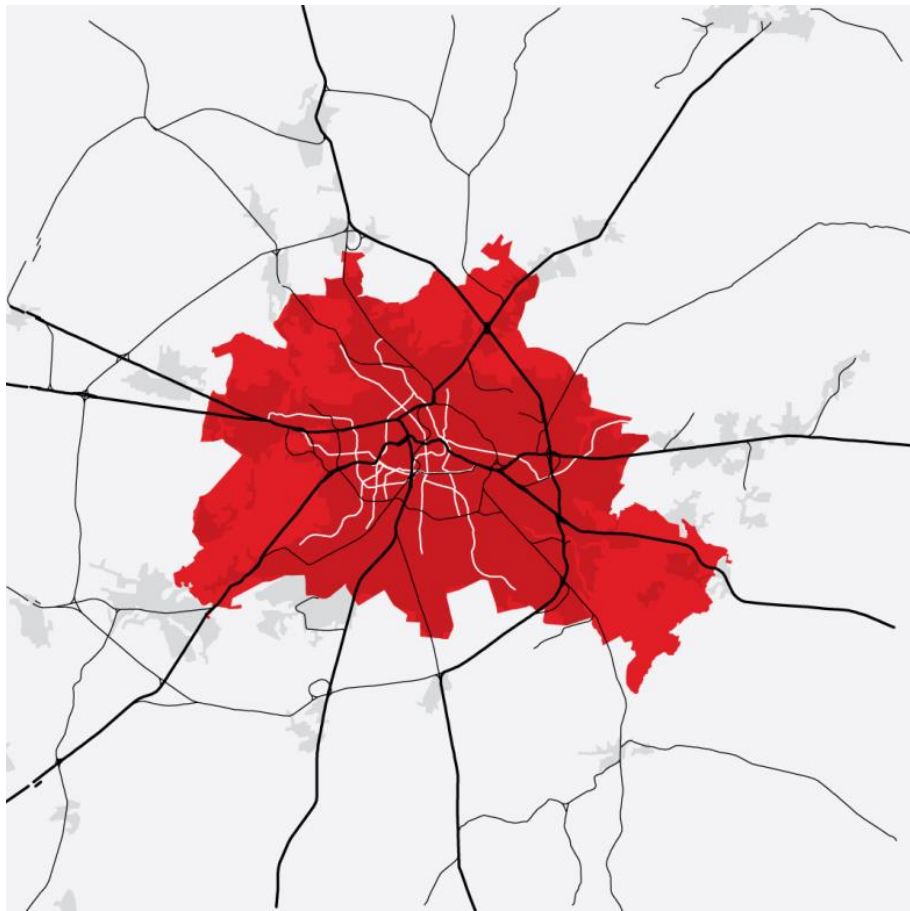


Red: Greater London administrative territory **Grey:** Areas outside London

people per km²

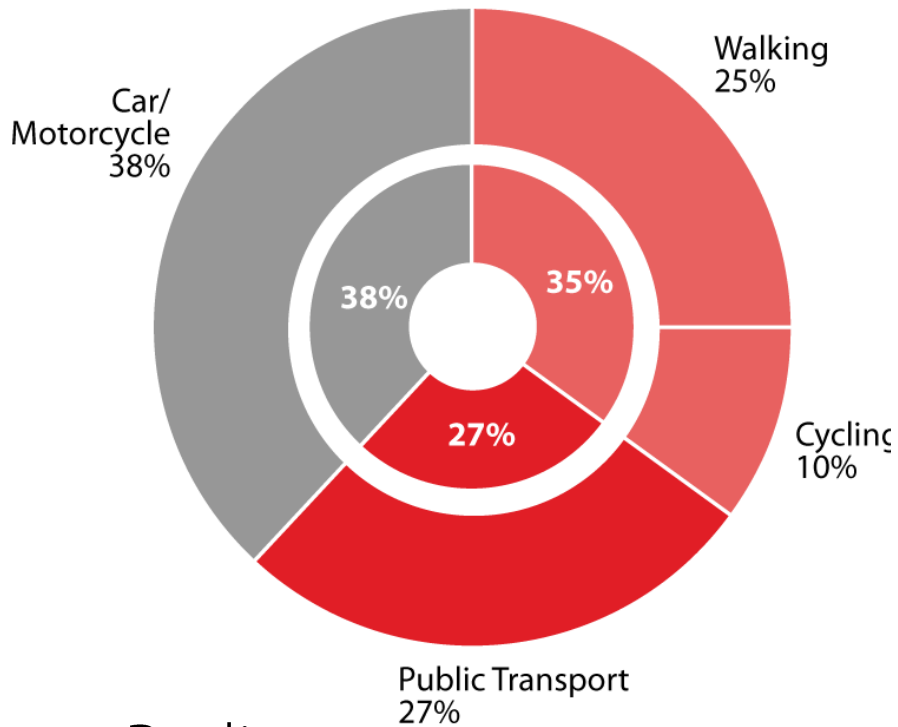
<1,000	2,000 - <5,000	10,000 - <20,000
1,000 - <2,000	5,000 - <10,000	

BERLIN AND LONDON RAIL NETWORKS



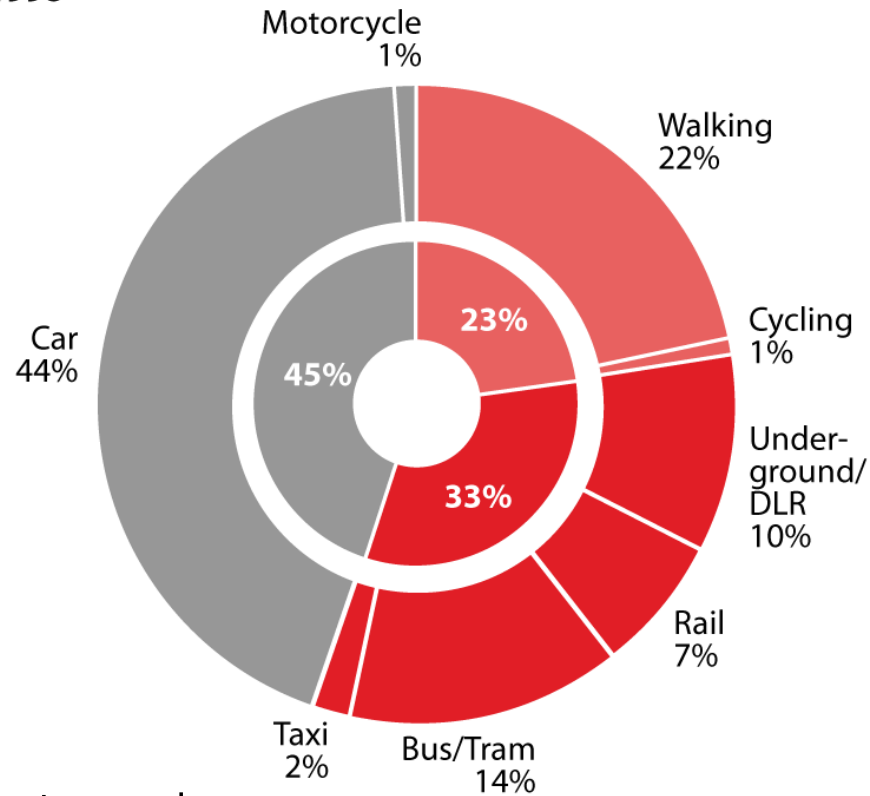
BERLIN AND LONDON MODAL SHIFT 1998

1998



Berlin

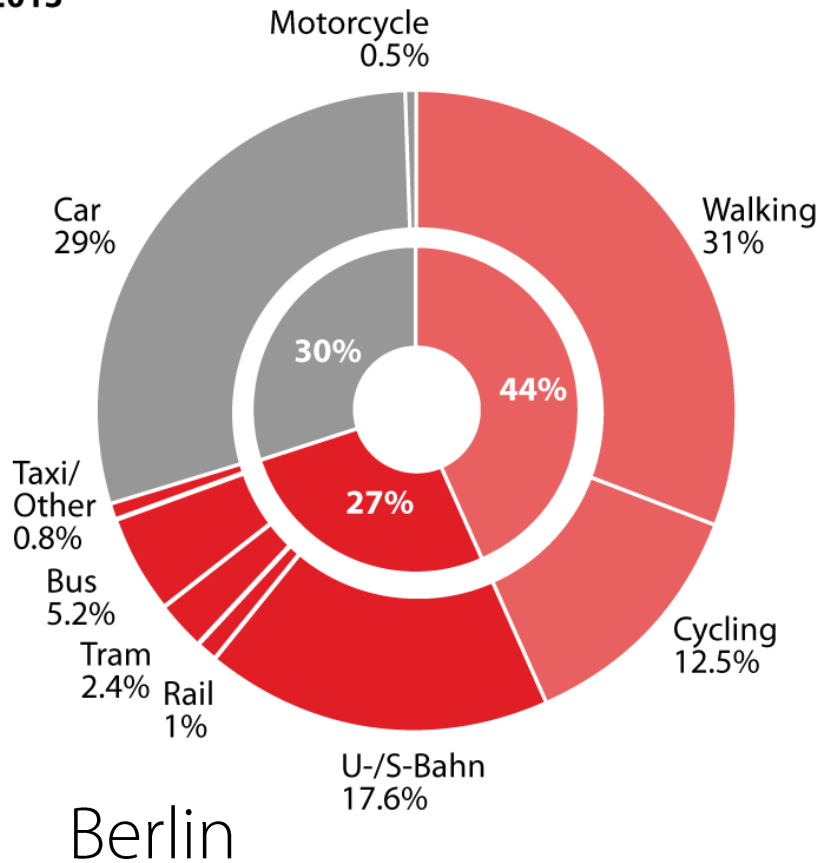
1998



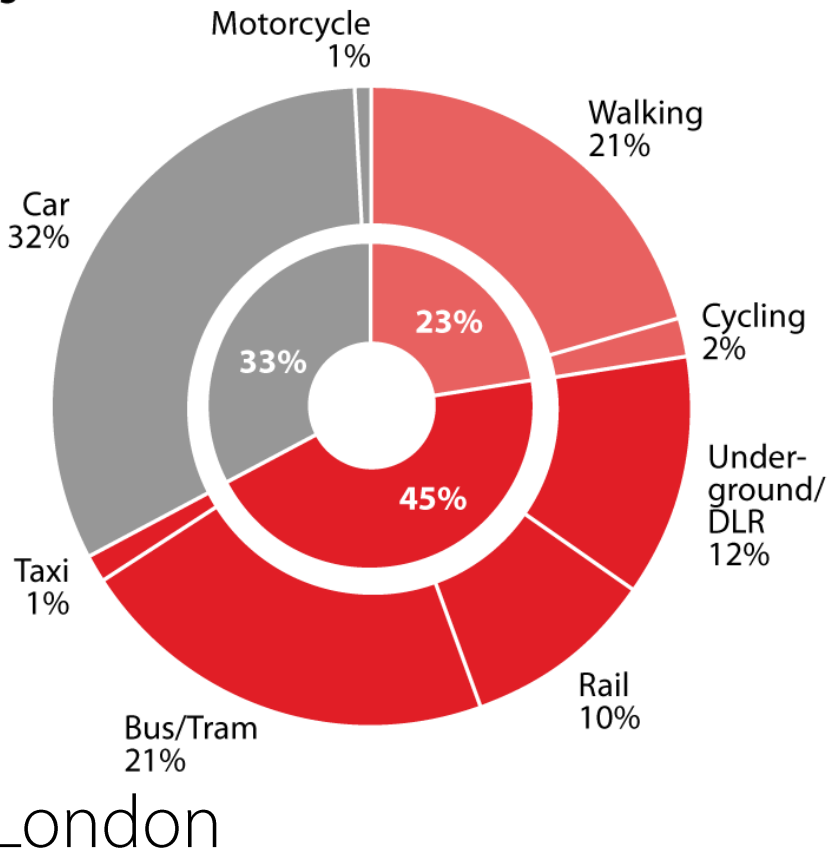
London

BERLIN AND LONDON MODAL SHIFT 2013

2013



2013



KEY FINDINGS

On the basis of mainly converging governance trends in London and Berlin (this is not to say that they are similar but that they are becoming more similar):

1. Rather than building on either more hierarchical or networked forms of integration, integrative outcomes are linked to a hybrid model of integration that combines **hierarchy and networks**.
2. While institutional change itself can lead to greater integration, **continuous adjustment** of related mechanisms is more effective in achieving this than disruptive, one-off 'integration fixes'.
3. Integrated governance facilitating compact urban growth represents a form of **privileged integration**, which centrally involves and even relies on the prioritisation of certain links between sectoral policy and geographic scales over others.

>>> Integrating urban planning, city design and transport policy at the city and metropolitan level is essentially a prioritisation, which the compact city model implies and helps to justify.

BERLIN AND LONDON GOVERNANCE GEOGRAPHY





BERLIN'S SENATE ADMINISTRATIONS 1991, 1996, 1999 AND 2011

1991	1996	1999	2011
<ul style="list-style-type: none"> – Finance – Interior – Justice 	<ul style="list-style-type: none"> – Finance – Interior – Justice 	<ul style="list-style-type: none"> – Finance – Interior – Justice 	<ul style="list-style-type: none"> – Finance – Interior and Sport – Justice and Consumer Protection
<ul style="list-style-type: none"> – Social – Health – Labour and Women 	<ul style="list-style-type: none"> – Health and Social – Labour, Education and Women 	<ul style="list-style-type: none"> – Labour, Health and Social 	<ul style="list-style-type: none"> – Labour Integration and Women – Health and Social
<ol style="list-style-type: none"> 1. Transport and Operations 2. Construction and Housing 3. Urban Development and Environment 	<ol style="list-style-type: none"> 1. Construction, Housing and Transport 2. Urban Development, Environment, Technology 	<ol style="list-style-type: none"> 1. Construction, Transport and Urban Development 	<ol style="list-style-type: none"> 1. Urban Development and Environment
<ul style="list-style-type: none"> – Economy, Technology – Science, Research – Culture 	<ul style="list-style-type: none"> – Economy and Operations – Science, Research and Culture 	<ul style="list-style-type: none"> – Economy – Culture and Science 	<ul style="list-style-type: none"> – Economy, Technology and Research
<ul style="list-style-type: none"> – Youth and Family – Schools, Education and Sport – Federal and European Affairs 	<ul style="list-style-type: none"> – Schools, Youth and Sport 	<ul style="list-style-type: none"> – Schools, Youth and Sport 	<ul style="list-style-type: none"> – Education, Youth and Science

Source: expanded based on Nissen (2002)

INTEGRATING EFFECTS OF A SUPER-MINISTRY

“Merging transport and urban development departments had the benefit of operating in a more integrated manner and urban planning is now really setting the parameters for urban development instead of transport planning.”

Christian Gaebler, Speaker, SPD Parliamentary Group, House of Representatives of Berlin

“Ultimately, I regarded myself as an essential integrating force of transport and urban planning, not least because I wanted to get re-elected”

Peter Strieder, Senator for Urban Development 1996-2004

“This [joining the transport and urban development senate administration] has certainly improved the situation, considering that the two administrations were previously in conflict with each other”

Siegfried Dittrich, Senior Officer Transport Planning, Borough Berlin-Mitte

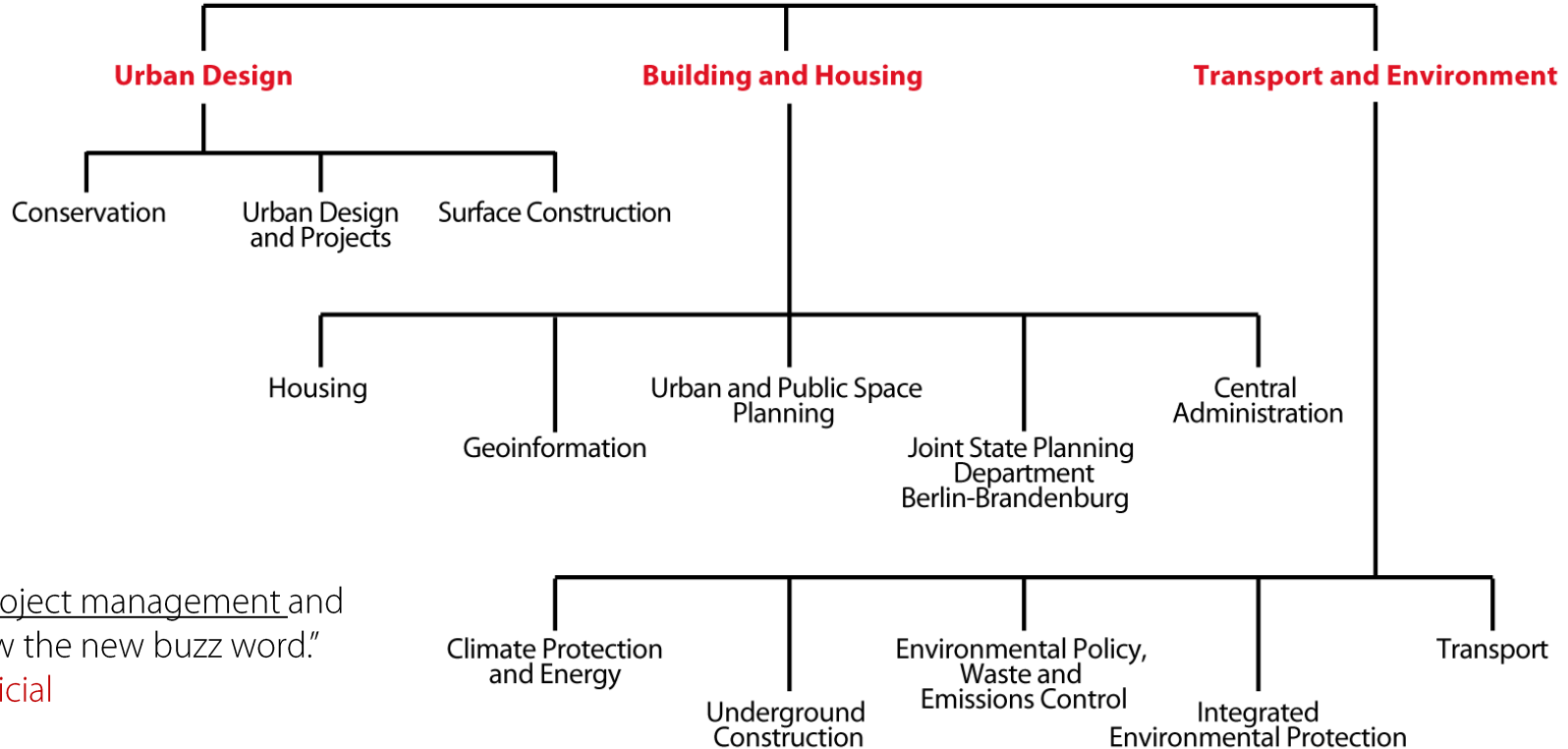
“Bringing the different sectors together relies on individuals and, inevitably, this requires stimulus and guidance from the top.”

Marc Schulte, Head of Urban Development Department and Councillor, Berlin Borough of Charlottenburg-Wilmersdorf

URBAN DEVELOPMENT DEPARTMENT BERLIN

SenStadtUm

Department for Urban Development and the Environment



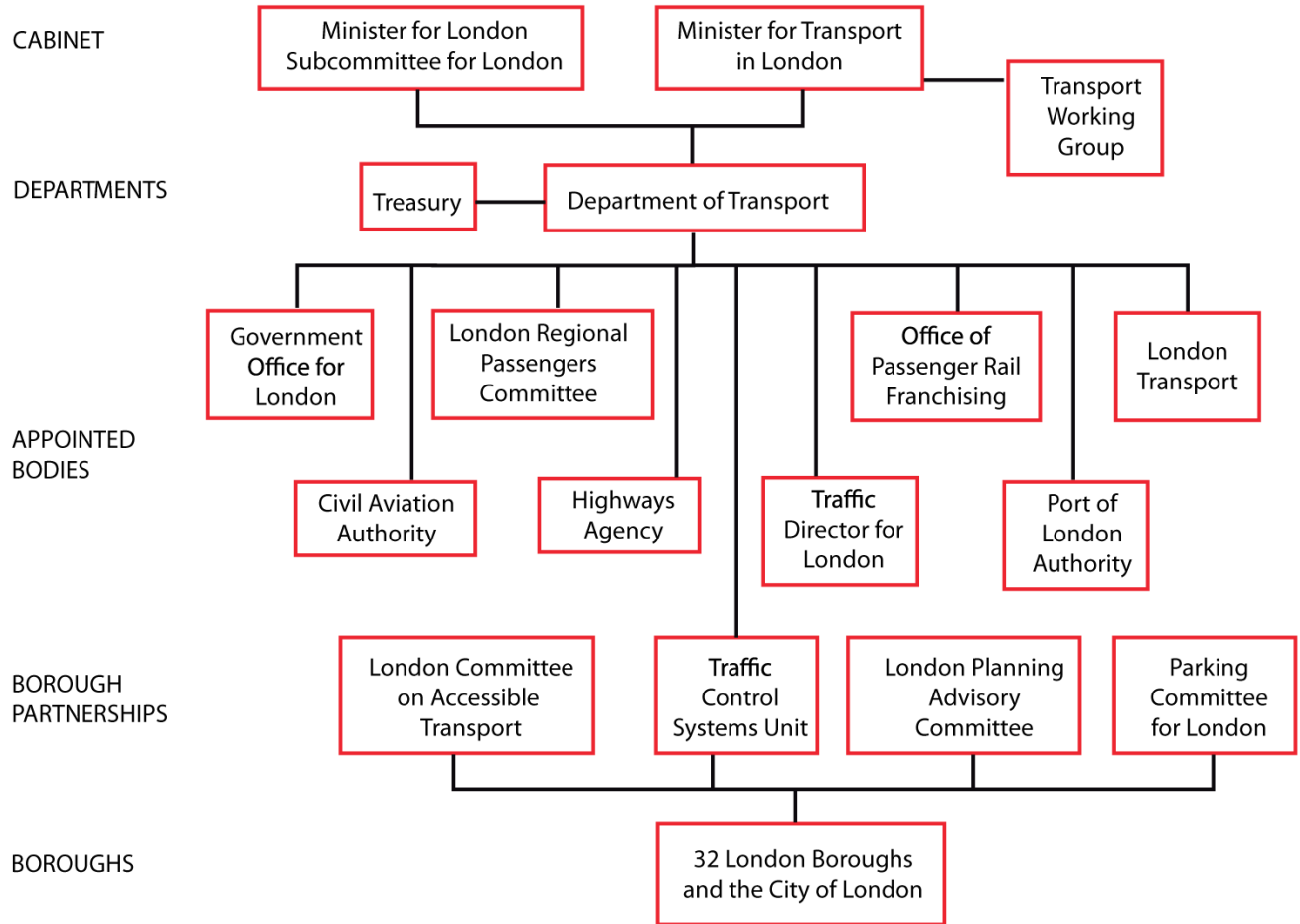
“cross-cutting project management and leadership is now the new buzz word.”

SenStadtUm Official



GOVERNING LONDON TRANSPORT

up to 2000



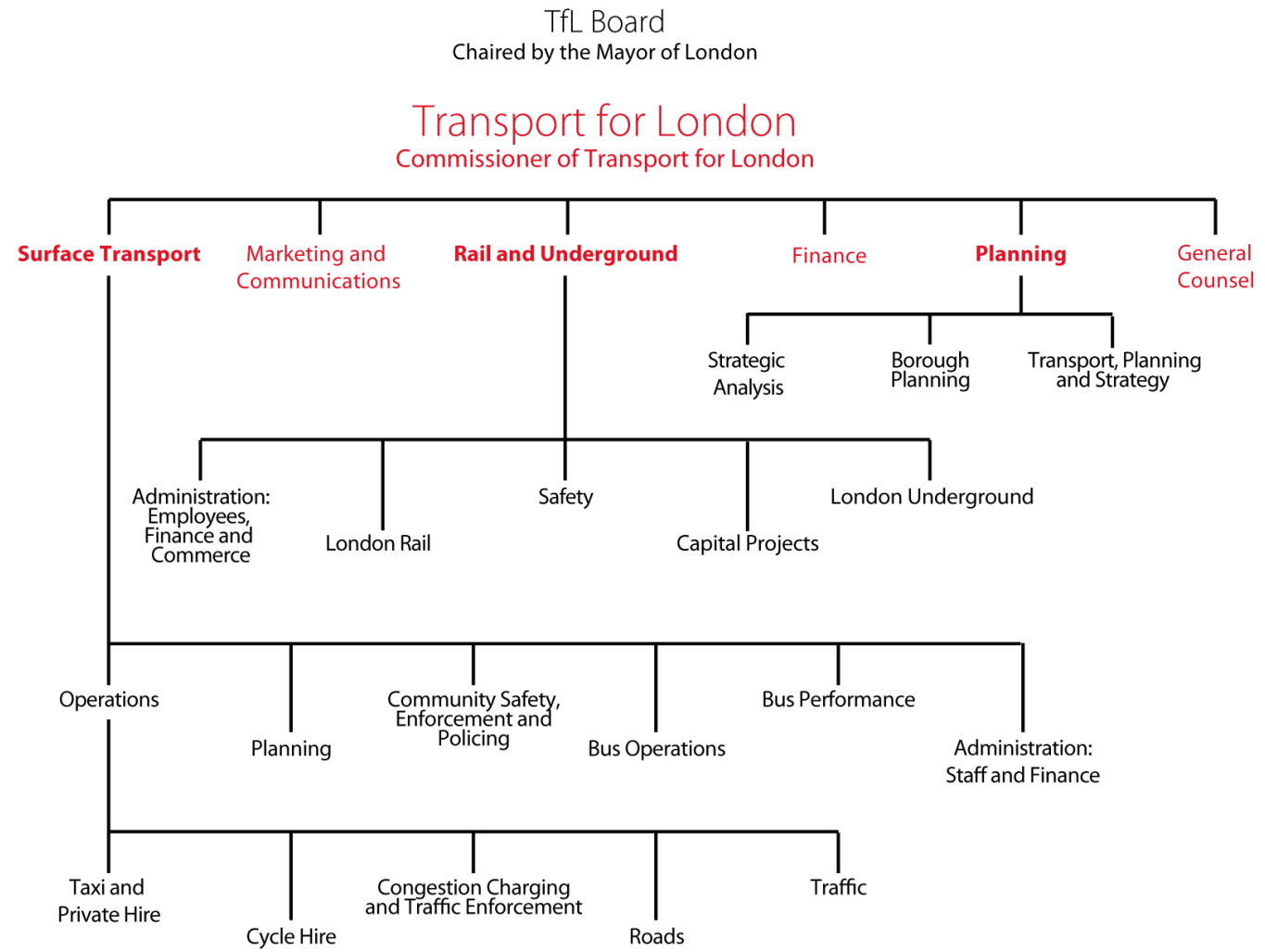
Source: Buseti (2015)
adapted from Travers
and Jones (1997)

GOVERNING LONDON TRANSPORT

2013

"I was able to push TfL into every direction."
Ken Livingstone, Mayor of London 2000-2008

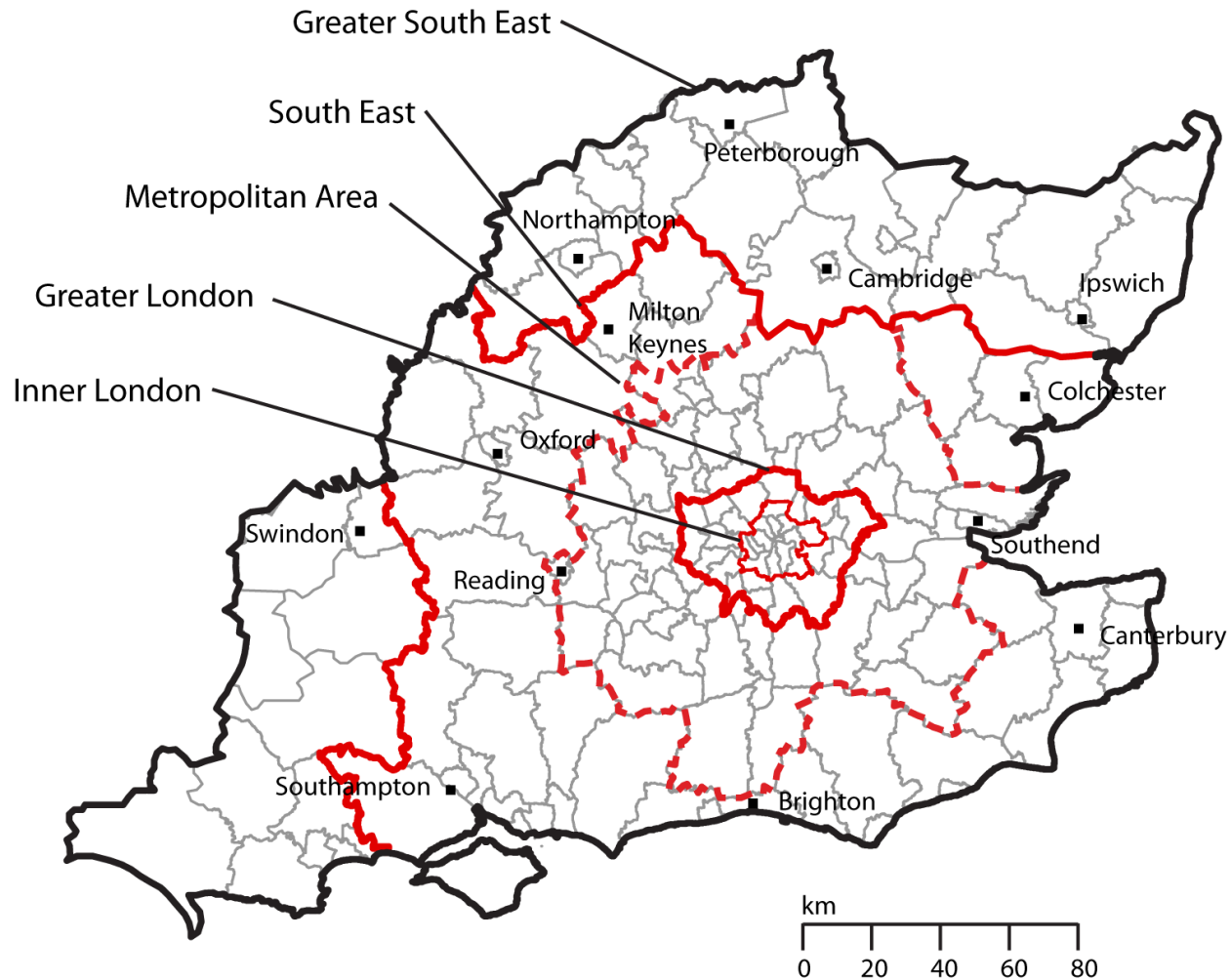
Source: own representation based on TfL (2013)



'networked technocracy' rather than deliberative
democracy and public participation

METROPOLITAN LONDON

Source: based on Hall 1989





FOUR INTEGRATION MECHANISMS

Source: Rode 2016



governance systems

support systems

static, formal, visible

dynamic, variable, invisible

(1) STRUCTURES

- system boundaries as administrative boundaries
- central node single leadership
- networks of trust and mutual interest

(2) PROCESSES

- management of interrelated tasks and milestones
- incorporation of broader sectoral perspectives
- collaboration of key stakeholders

(3) INSTRUMENTS

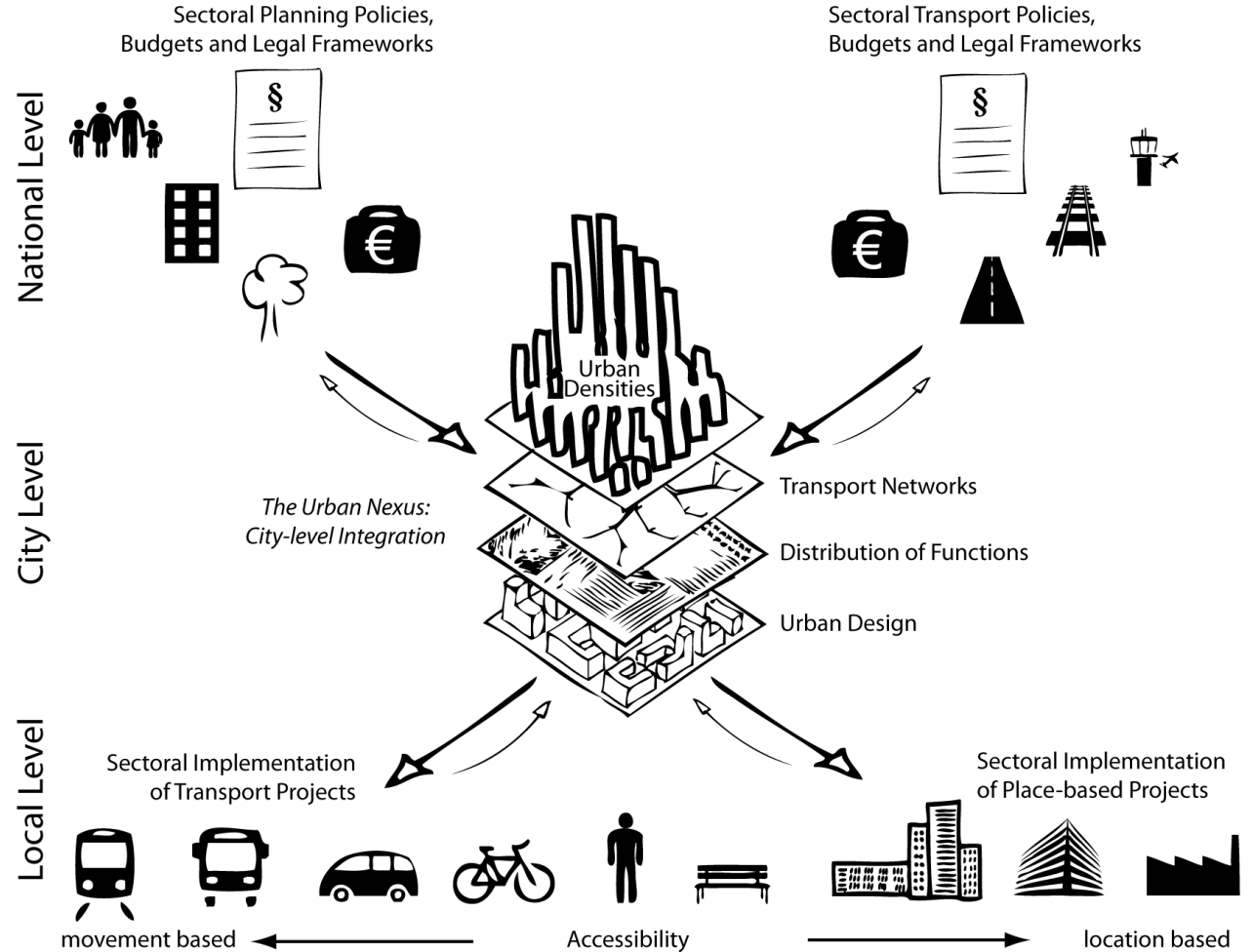
- information and communication technology
- strategic visions and integrated plans
- multi-criteria assessments and resource distribution

(4) ENABLING

- capacities of individuals, groups and civil society
- leadership and quality of senior officials
- knowledge, experience and collaborative culture

THE URBAN NEXUS

- Cities are geographic units with **corresponding system boundaries**, ie they are not just based on historic and often arbitrary demarcations
- This in turn opens up **opportunities of integrating systems** and policy sectors that are similarly bounded - land use and transport or social inclusion and urban design
- Cities allow their **governments to be better connected** with the lives on the ground exposing the political leadership to daily routines of citizens



PHILIPP RODE



Governing Compact Cities

How to Connect Planning,
Design and Transport



CITIES SERIES