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The role of cities in integrated regional development

Handbook regional structures
(Bernd Gassler)

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LEAD PARTNER

- Graz (Austria)

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- Czeszochowa (PL)
- Chalons-en-Champagne (FR)
- Oradea (RO)
- Kielce (PL)
- Trikala (GR)
- München (DE)
- Arezzo (IT)
- Zürich (CH)






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SUB-THEME 2: REGIONAL STRUCTURES


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Structures for a successful city-hinterland cooperation	<ul style="list-style-type: none"> • Which regional structures are needed? • Is the division of a region into smaller entities a possibility? • How can a cooperation of communes be organised?
Shared functions and tasks	<ul style="list-style-type: none"> • Which tasks can be shared within a cooperation? • Which incentive has to be offered to communes in order to share their tasks equally? • How can win-win situations be created?
Methodologies for cooperation of big city and smaller municipalities	<ul style="list-style-type: none"> • Does a cooperation where a big city participates need other structures? • How can an atmosphere of trust be built?
Strategies on the involvement of key players	<ul style="list-style-type: none"> • How can the key stakeholders be selected? • How can we reach them?
Legal preconditions for city – hinter-land cooperations	<ul style="list-style-type: none"> • Does a good cooperation need a legal basis? • Do voluntary associations also work? • Should the cooperation of towns and their surrounding municipalities be institutionalised?





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- › **Handbook regional structures (decision making process)**
 - Questionnaire „regional structures“
 - Development, analysis with project partners, conclusions
 - Proposals for methodology building up a cooperation
 - Proposals of different models
 - Best practice projects

- Joint conclusions of the network
 - Building blocks
 - Best models of structures for regional cooperation








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Results Arezzo: abstract structures - shared functions - methodologies




- › Structures: Italian administrative system has 3 levels of non-state territorial authorities: Regions; Provinces; City/Municipalities
The Italian Constitutional project of establishing a level of territorial authority dedicated to big cities and their hinterland has not been put into effect yet
Other forms of cooperation are freely carried on (associations among municipalities, consortiums for special services or defined as "variable-geometry tools", i.e. development plans and programmes, strategically plans, programme agreements.
- › Shared functions: the development programme of a certain policy drawn up by the territorial public bodies (region, cities, municipalities, province, chamber of commerce) with roles, tasks, resources of each participant.
Upper level planning can subordinate the granting of financial resources to the setting out of common goals and sharing tasks on the part of municipalities and provinces.
- › Methodologies: Win-win situations can be achieved through mutual agreements such as "programme agreements"
Permanent cooperation structures among big cities and small towns are not provided but Arezzo can rely on the above mentioned tools regulating cooperation.

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Results Częstochowa: abstract structures - shared functions - methodologies

- › Structures: The City of Częstochowa takes the initiative to create "Częstochowa Metropolitan Area", which will include the City of Częstochowa with surrounding municipalities.
The participants of this Metropolitan Area will cooperate in the scope of creating public space, realization public services, public transport, education, protection of health, environmental protection and social assistance.
In the range of organization of regional cooperation (city-surroundings), new administrative level isn't needed, but is needed the effective mechanism, which allows efficient action in the over-municipalities issues, that re all region.
- › Shared tasks: public transport, education – especially higher education, protection of health, environmental protection, water and sewerage management, social assistance, transport, etc...
- › Methodologies: Building up an atmosphere of trust:
The Union of Village-Mayors: Mayors of the towns and Mayor of the city Częstochowa, composed of representatives of the City Częstochowa, districts and municipalities




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Results Trikala: abstract structures - shared functions - methodologies

- › Structures: Municipalities, communities and second level local authorities need to create thematic structures (e.g. environmental, social, employment issues etc), which will plan, form, organize, implement and evaluate actions in their thematic field

It is confirmed from Central Union of Municipalities and Communities of Greece (KEDKE) that a change / reformation in the existing administrative division will be needed, in order for the Greek local authorities to deal with the new challenges
At present there are 914 Municipalities and 120 communities.
The new proposal of KEDKE is the creation of 380 – 390 municipalities (*proposal was stopped concerning the preparations of elections in Greece*)




The cooperation of communes can be organised by the creation of liable supporting inter-municipal mechanisms (technical, economical, management)
- › Shared tasks
Environment - sustainable development (Integrated solid and liquid waste management, development of "green spaces" and "cultural heritage", protection and upgrade of natural environment and cultural heritage, renewable energies) also digital services, training, employment, etc.
- › Methodologies : Cooperation conventions of local authority's actors (municipal organisations collaborate with private sector

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Results Munich: abstract structures - shared functions - methodologies




- › Structures: Regional structures are needed fitting to the tasks to face.
Different structures, e.g. official ones like the Regional Planning Association and voluntary ones like the MORO working group of 9 municipalities
The cooperation should be organised on a voluntary basis, but with strictly fixed directives. One commune should be the lead partner
- › Shared tasks:
Marketing, water supply, sewerage treatment, land use, infrastructural needs, public transport system, vision of the regional or sub-regional development, libraries, leisure and cultural activities
Cooperation should provide a value added for the partners which can be measured.
The burden sharing is a bargaining process which can be facilitated by a regional organisation.
Cooperation within precisely defined projects show the positive long term effects to all partners; sharing a common vision of the development of the region or at least of the sub-region would bring a win-win situation.
- › Methodologies: E.g. the City of Helsinki was so successful in cooperating with its neighbours, because it stated "one city, one vote". The most powerful partner has to clearly show its willingness to be only one partner under equals. The structure has to avoid any dominance of the big city.

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Results Oradea: abstract structures - shared functions - methodologies




- › Structures: important to institutionalize the cooperation process which could take the form of a *metropolitan area, development agency*
The cooperation process of communes could be organised in an institutional manner in order to give concrete instruments for the integrated development.
The cooperation between communes would be more effective if all technical and financial aspects which contribute to the accomplishment of the targeted objectives
- › Shared tasks: Spatial planning, attracting new investments, territorial marketing, international cooperation, identifying and managing of projects which contributes to the well functioning of integrated/common public services
- › The most important incentive for a commune is to benefit in an equal manner from the results realized during the cooperation process. (infrastructure, new effective public services, incomes from the exploitation of the common results, better image, new opportunities, national subventions)
- › Win-win situations can be created with the support of national legislation, with the active implication of all stakeholders, with the inventory of common problems

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Results Kielce: abstract structures - shared functions - methodologies

- › Structures:
 - Needed structures -like successful examples already existing, eg. „Regional Tourism Organisation” established in 2002 specialised only in tourism activities. Municipalities pay fees for membership, membership is on voluntary basis, open also for tourism operators, hotels etc.
- › Shared tasks: “whatever can be done better at the lowest level should be done there, whatever could be done better at the upper level should be forwarded to this level (So it is individual in every case)
- › Methodologies:
 - The clue is the need
 - Sometimes there is the need to make people aware that they have such need
 - Partnership is the key word, which means trust, understanding, loyalty, equal rights
 - It is worth to show good examples that that bigger can more,
 - It is worth to have journalists, politicians with you and the support of Marshall office

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Results Zurich: abstract structures - shared functions - methodologies

Structures: should be defined enough obligatory to force all partners to cooperate, but also enough extendable to give some liberty of action for each partner (generally be flexible to new circumstances and open to new partners)

Cooperation-study in Zurich with a very small perimeter (Zurich and 11 neighbouring cities and municipalities)

SUI: certain need to have more powerful regions and less political entities.




New model of cooperation in discussion, the so-called intercommunal conferences. One of the targets are more binding decisions on a regional level

Tasks: All functions and tasks that are “core business” of the partners, whether if they are charged by law (e.g. fire brigade), or where partners want to work voluntarily and actively together (e.g. culture).

Incentives: finances, if smaller cities can solve certain problems more efficiently and with support from the core city

Methodologies: A good cooperation needs a very good balance of power: the core city must not have the majority of votes in a regional structure.




There would also be possible a “Swiss parliament-model”, giving every municipality on one hand votes in proportion to its inhabitants, on the other hand one vote per municipality.

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Results Graz: abstract structures - shared functions - methodologies




- › Needed structures
 - No binding land use regulation in Austria – therefore urban sprawl. In the field of finances there is for e.g. a structure in RegioNext.
 - A good cooperation should be on the legal basis and more than a cooperation
- › Shared tasks: Common infrastructure (traffic, sewer system, energy policy) Regional development and tourism - it works
 - Development of the economic and headquarter -, location for business marketing, Financial equalisation
 - Framework and confidence are very important
- › Methodologies:
 - Levelling of the structures between city and the surrounding communities
 - Intermediate levels cooperations, association of local authorities(e.g. GU Süd, GU8)
 - Important are longterm cooperation – even if there is no legal basis
 - Implementation of small scale projects with easy processing and chance of success
 - Interesting topics strengthen partnerships – as projects for local recreation

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Results France/ Châlons-en-Champagne: abstract structures - shared functions - methodologies



- › Structures: Inter-municipal cooperation is an institutional tool to allow municipalities that retain their autonomy (no fusion) to cooperate on one or more skills (mandatory or optional transfer) creating a public inter-municipal cooperation (EPCI), a new public legal entity, with respect to its own budget (expenditure and revenue), its decision-making bodies (ex - council and president), its means of action (staff, assets, equipment ...).
- › This mode of cooperation can be single purpose associations (SIVU), multiple purposes associations (SIVOM) and mixed associations (cooperation between communities of different levels - they can involve other legal persons of public law such like chambers: ex. Chamber of Commerce and Industry)
- › The association is freely created by the municipalities concerned. The legal regime is largely determined by its statutes. The administration is provided by an associative committee with representatives of municipal councils, whose membership is mostly egalitarian. The associations have no jurisdiction. The extension of powers is subject to a blocking minority of a third of its members. The reduction of his powers can only be decided unanimously.

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**Results France/ Châlons-en-Champagne:
abstract structures - shared functions -methodologies**




- › Federal Form (integrated) includes mainly urban communities and associations of cities (historically districts). It is characterized by the imposition of own tax resources and management skills required by statute.
- › The statutes have to be approved by the members, prior to formation of the group. They are to include the list of the member communes, the designation of the headquarters of the institution, the rules for distribution of seats (a minimum one representative for each municipality and cannot exceed 50% of seats) and skills transferred.
- › The associations of cities concern primarily the rural and small towns. The skills required are centered around the idea of establishing joint development projects (economic development and spatial planning). As an option, they must manage at least one of these four skills: protection and enhancement of the environment, housing policy and the living creation, development and maintenance of roads, construction, maintenance and operation utilities cultural, sporting and primary education and preschool.
Own taxation finances the inter-municipal cooperation public establishment but the introduction of a single business tax is not required.


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**Results France/ Châlons-en-Champagne:
abstract structures - shared functions -methodologies**




- › Conurbation communities are subject to a test population (city-center for a town of 15 000> 50 000 inhabitants). The list of mandatory skills reflects a policy of common development on a territory (economic development, spatial planning, urban policy, housing policy). The law also provides a list of optional skills: sanitation, water, construction, development and maintenance of roads and parking lots, enhancement of the environment and quality of life, construction management, maintenance and management of sporting and cultural interest. The statutes must include inter-municipal management of at least three of these five skills. They receive state support
They may levy a tax on joint property taxes and housing taxes.
- › Urban communities relate since 1999 that towns of more than 500 000 inhabitants. The list of required skills are economic development activities, cultural facilities, sports, planning documents, urban transport, roads, sanitation and water, fight against air pollution, etc.) They receive state support.
They may also levy a tax on joint tax and housing tax

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Results France/ Châlons-en-Champagne: abstract structures - shared functions -methodologies

- › 2008, France had 18 681 groups of municipalities, including: - 16 098 associations (reduction due to the law Chevenement) and 2 583 communities.
33 636 communes and 54.6 million inhabitants with own tax structures
14 urban communities, 171 conurbation communities and 2 393 associations of cities
- › Shared functions:
It depends on the object stated in the statutes of the association created. It is always related to the skills devoted to the various levels of local authorities
Tax system is the best way that has been experienced in France
- › Methodologies:
It is not rare in France that municipalities are part of a inter-municipal cooperation public establishment (association of Cities, conurbation community or urban community) and be also member of an sectoral association on a specific topic not devoted to the inter-municipal level

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Summary questionnaire analysis involvement

- › **Strategies on the involvement of key players**
 - How can the key stakeholders be selected?
 - “agreement method” (Arezzo)
 - Common governance on a specific topic (Chalons)
 - Selected through their implication in solving common problems
 - According to their qualifications, experience and skills
 - Invitations
 - How can we reach them?
 - Communication
 - Sending information
 - Get in touch
 - Identifying
 - Involvement by single municipalities and province
 - Understandable information to get familiar with the problem/task
 - Reinforced by a coordinating actor/organ





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Summary questionnaire analysis legal preconditions

› **Legal preconditions for city – hinterland cooperation**

- **Does a good cooperation need a legal basis?**
 - Yes (Graz, Chalons, Czestochowa, Munich, Oradea, Zurich)
 - Useful (Arezzo, Trikala)
- **Do voluntary associations also work?**
 - Partly (Graz, Zurich – Question of finances)
 - Supported by national law in order to give these associations a more functional order (Arezzo)
 - Yes (France, Czestochowa, Munich, Oradea, Trikala)
- **Should the cooperation of towns and their surrounding municipalities be institutionalised?**
 - Yes (Graz, Arezzo, Oradea, Trikala, Zurich)
 - Already existing (France)
 - If there is a regional need (Munich)








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› **Regional structures - finalisation**

- **Best practices of regional Structures**
 - Recommendations and new inputs from the partners
 - Summary and analysis of models
 - Conclusion and joint conventions

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General recommendations

Zürich: different sequences of the 5 main points for building up cooperation on one of the 3 levels (they also can run parallel):
e.g. the sequence for launching the „Verein Metropolitanraum Zürich“ was:

1. Framework (study)
2. Stakeholders, involved persons
3. Functions, duties
4. Decision making, voting rights and finances

Sequence in one of the 3 levels has to be defined. It depends on:

legal preconditions - cooperation forced by law or on voluntary basis?

urgency, necessity, exogenic stimuli of the possible partners

personal contacts between and visions of politicians

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General recommendations

e.g. in the region of Zurich
- the association glow (www.glow.ch)
- special purpose associations
- intense cooperation between municipalities within the districts

e.g. Zurich-study on cooperation between core city and Hinterland

In principal, the 3 levels make sense. However, we would prefer a more detailed specification of level 3 „other Cooperations“:

1. multilevel cooperation (see additional chart; e.g. Verein Metropolitanraum Zürich: Cantons, Cities and Municipalities)
2. interregional cooperation (Agglomerationspark Limmattal; Wildnispark Zürich: see presentation of Mrs. Mirjam Schlup during our workshop)
3. national/international cooperation (e.g. city-network Eurocities; in Switzerland Städteverband and „IG Kernstädte“: big Swiss cities)

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“Building blocks“ of cooperation of smaller municipalities

Functions, duties

- Establishing joint development projects & common management of at least 1 municipal task (e. g. housing policy, development and maintenance of roads, provision of schools)

Finances

- Own budget → own taxation & national / provincial funds

Framework

- Inter-municipal cooperation with autonomy right; legally determined by statutes, no jurisdiction, own staff, assets, equipment

Decision making, voting rights

- Extension of powers is subject to a blocking minority of a third of its members; reduction of his powers can only be decided unanimously


Stakeholders, involved persons

- Associative committee with representatives of municipal councils, whose membership is mostly egalitarian

Chalons: If the member municipalities share only one task, how the legislator will manage to create a new tax for the finance of a new form of cooperation structure?
In France, the associative forms of cooperation (SIVU and SIVOM for example) cannot receive their own tax: they are financed by a voluntary financial contribution of the member municipalities that compose it.

Zürich: distinguish between general cooperation and subject-specific cooperation.

Arezzo: model is not suitable for the reality of Arezzo, type of cooperation (i.e. union of municipalities) is provided for by the Italian law for municipalities under 20,000 inhabitants.


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“Building blocks“: big city and surrounding municipalities

Functions, duties

- Fulfilment of tasks that are not manageable for a city on its own (e. g. public transport, waste water management, spatial planning, location management, tourism, etc.)

Finances

- Own taxation with levy of single business taxes; own budget for co-operational projects

Framework

- Legally determined entity; own organisational office with assets, equipment, staff, etc.

Decision making, voting rights

- Decisions are made by a double qualified majority (3/5 of the members must be present and have to represent 3/5 of the inhabitants)

Stakeholders, involved persons

- All mayors of all participating municipalities + members of the provincial parliament, no other stakeholders

(This model is similar to “Regionext” (Province of Styria): 1 “Greater Region” composed of several “Smaller Regions” (=municipal cooperations)


Chalons: As regards the tax that has to be shared between the municipalities member, is the business tax the most appropriate for every partner city in the URBACT project?

Zürich: The group of stakeholders would correspond to the Swiss TAK-model „Interkommunalkonferenz“ (IKK), that didn't work in the canton of Zurich

For the cooperation between Zurich and surrounding municipalities we have no roof for all cooperations or interests. The municipalities are cautious (anxiety for their autonomy).

A roof of cooperation is the „Verein Metropolitanraum Zürich“, where all the interests of cantons, cities and municipalities get together and are bundled (see multilevel cooperation)




Arezzo: Some aspects of this model can be adapted to the Arezzo reality as well, if we consider Arezzo like an urban centre attracting –within its province - municipalities that are not big enough to reach superior urban functions.


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“Building blocks“ proposal Chalons

- Functions, duties**
 - elaboration of joint development projects on the tasks that are devoted to the new structure (project management instead of equipment management solely)
- Finances**
 - own budget for the cooperation projects and own taxation (depends on the nature of skills that are transferred).
- Framework**
 - legal basis in order to have the commitment of all the municipality concerned by the skill that has to be transferred or by the project to be developed. Can a municipality be forced to adhere if all the surrounding ones agree with the participation to a cooperation structure? (idea of the common interest on a defined territory)
- Decision making, voting rights**
 - double qualified majority. No veto right.
- Stakeholders, involved persons**
 - depending on the skills that are shared

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“Building blocks“ proposal Munich

- Functions, duties**
 - better start under win-win conditions and picking up low hanging fruit first start with forms of cooperation which are easy to handle and create win-win situations. They are important for trust building which could stimulate further and deeper forms of cooperations
- Finances**
 - no way for own taxation in the Munich region, financial contributions are thinkable for huge projects like metropolitan region
- Framework**
 - could be a voluntary cooperation as well; every form of cooperation (voluntary, mandatory, Ltd...) has its advantages and disadvantages and should be used dependent on the targets
- Decision making, voting rights**
 - a total consensus would be better, but leads often times to rotten compromises
- Stakeholders, involved persons**
 - it depends on the issue; sometimes it might be fruitful to include stakeholders that do not depend on political parties or elections like the chamber of commerce, recreational associations etc.
 - challenges and money are the driving forces for cooperations. That is the biggest problem in a successful region like Munich






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“Building blocks“proposal 1 Kielce

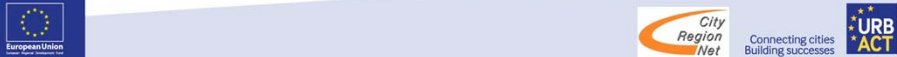
- Functions, duties**
 - Preparation and implementation of the Action Plan. Acquisition of external finance. Action for local development.
- Finances**
 - The contribution of each member of the LGW, depending on the number of inhabitants in the case of municipalities, in the case of other members - the fixed fee (averaged). Including exterior means of EU structural funds.
- Framework**
 - Association / foundation registered, the compiled statutes and elected authorities (decision-making body, the Executive, the audit committee, etc.). Division into working groups, design issues (roads, education, tourism, etc.).
- Decision making, voting rights**
 - 1 member = 1 vote, the vote by a simple majority of votes in the presence of at least half of the LGW members
- Stakeholders, involved persons**
 - Representatives of the municipalities Kielce Metropolitan Area, the Governing Authority, representatives of leading companies from the region, business environment institutions, education sector, (flexible form of cooperation, the possibility of the participation of new members, partners, division of the members into different types: regular, associate, co).



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“Building blocks“proposal 2 Kielce

- Functions, duties**
 - Prepare and implement a Local Action Plan. Acquisition of external finance. Action for local development.
- Finances**
 - Volunteering. After the development of LPD, including exterior means of EU structural funds.
- Framework**
 - Meeting of members of LGW. LSW members and their alternates (plenipotentiaries).
- Decision making, voting rights**
 - 1 member = 1 vote, the vote by a simple majority of votes in the presence of at least half of the LGW members
- Stakeholders, involved persons**
 - KMA municipalities, Power Board, local / regional companies, NGO, colleges and universities. Constant composition. The decision to expand - a vote of LGW members.



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“Building blocks“proposal 3 Kielce

- Functions, duties




 - Execution of the tasks / projects by PPP, in sectors where local / regional authorities need the support of companies, NGO.
- Finances

 - Sponsors (key companies of the region - members of LGW), funds from the EU.
- Framework

 - Formalized, the formation of association, foundation.
- Decision making, voting rights

 - Voting
- Stakeholders, involved persons

 - Regional and local authorities and key actors (business sector, science and research)

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“Building blocks“proposal Zürich

“multi-level decision-making model”

- Functions, duties




 - shared projects, lobbying, identity-building, etc.
- Finances

 - yearly contributions, relative to the inhabitants of cantons and municipalities, and separate financing of large projects by those who are interested and willing
- Framework

 - association with statutes, management board, small office, but with clear political lead (not by administrations)
- Decision making, voting rights

 - more inhabitants, more voting rights, more paying
- Stakeholders, involved persons




 - both cantonal governors and communal mayors

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“Building blocks“ proposal Arezzo wider area




- Functions, duties**
 - Waste disposal, public transport, health care, energy, water purification and supply as well as “attracting neighbouring realities”
- Finances**
 - No autonomous financing. Services planned and handled by each wider area have their own resources deriving from revenues collected for the supply of service and from public contributions provided for by the law
- Framework**
 - There is no institutional framework, ruled by a preliminary agreement endorsed by and entered into among major cities, their provinces and the Region
 - As a general planning framework, the wider area conference approves and endorses the wider area local development agreement which pinpoints various financing, development and management lines for the services
- Decision making, voting rights**
 - Common consent that is to be reached through mutual arrangement (mutual accommodation and adjustment in order to reach a shared decision fostered by the Region)
- Stakeholders, involved persons**
 - A public and institutional level which is made up by the President of the Region, mayors of provincial towns and presidents of the Provinces
 - A wider level for planning, programming and cooperation which involves territorial stakeholders such as the Chamber of Commerce, economic and industrial categories, trade unions and other public bodies.

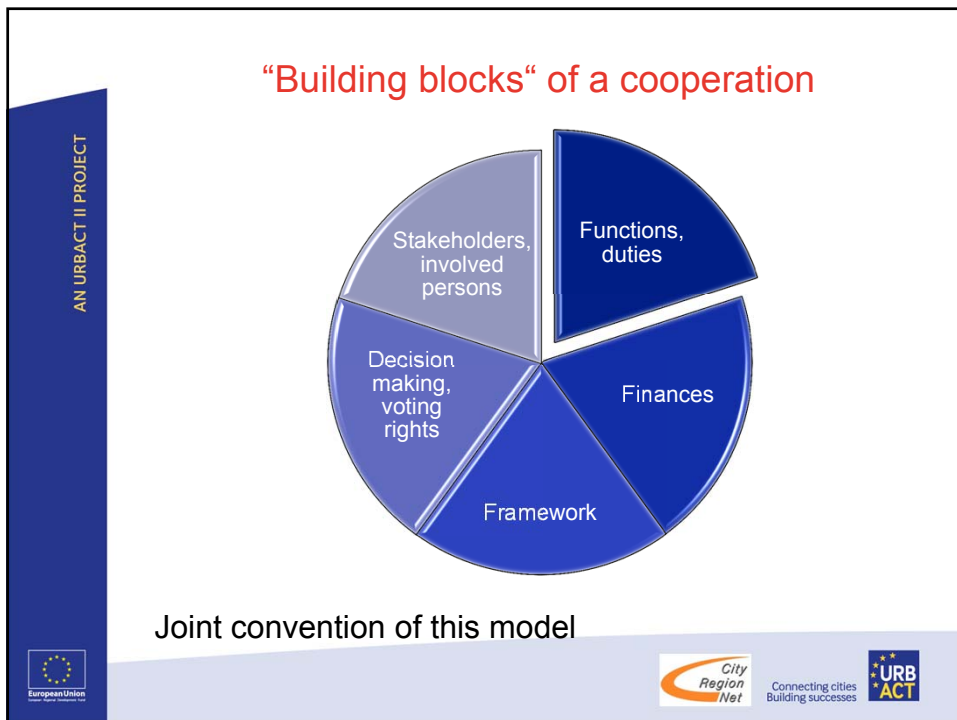
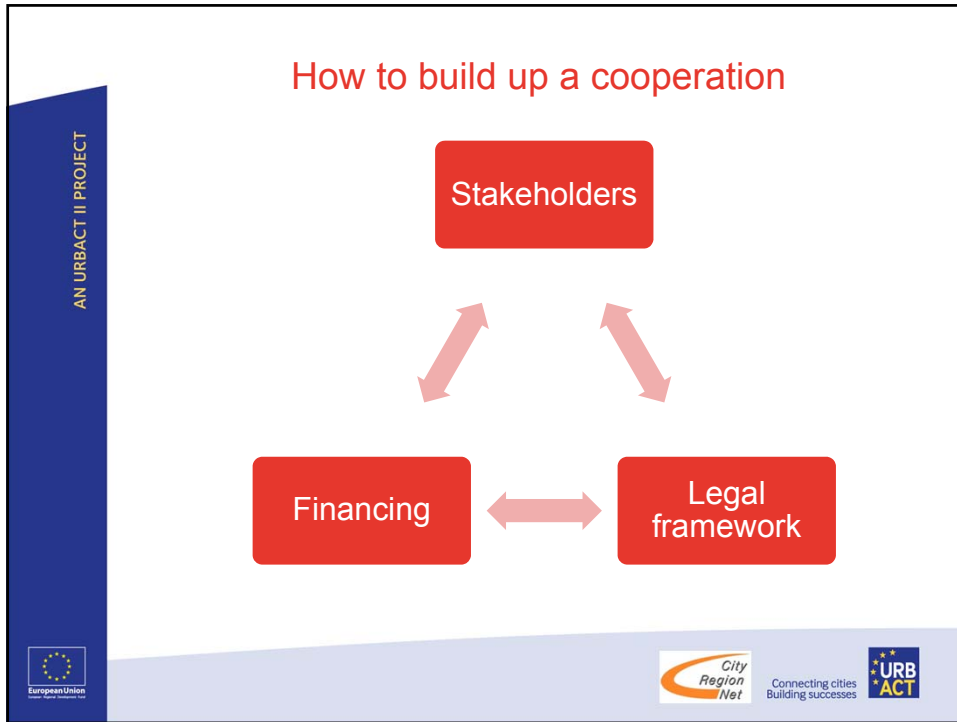




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Joint conventions & final conclusions

- › **Building blocks can be used parallel or in sequences**
- › **Different models without relation**
- › **Different models for different requirements**
- › **3 models for the political recommendations of the network and for the handbook!!**
 - Cooperation of smaller municipalities
 - Cooperation big city and surrounding municipalities
 - Multi level decision making model



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Structures for different sizes of cooperations

3 models without relation ↓

- Cooperation of smaller municipalities
- Cooperation of a big city with surrounding municipalities
- Multi-level decision-making model

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Cooperation of smaller municipalities

- Functions, duties

 - Establishing joint development projects & common management of at least 1 municipal task (e. g. housing policy, development and maintenance of roads, provision of schools)
- Finances

 - Own budget → local, provincial, national funds / ERDF cofinancing
- Framework

 - Inter-municipal cooperation with autonomy right; legally determined by statutes, no jurisdiction, own staff, assets, equipment
- Decision making, voting rights

 - Extension of powers is subject to a blocking minority of a third of its members; reduction of his powers can only be decided unanimously (one voice)
- Stakeholders, involved persons

 - Associative committee with representatives of municipal councils, whose membership is mostly egalitarian

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Cooperation big city and surrounding municipalities

- Functions, duties**

 - Fulfilment of tasks that are not manageable for a city on its own (e. g. public transport, waste water management, spatial planning, location management, tourism, etc.)
- Finances**

 - Own fees, own budget for co-operational projects
- Framework**

 - Own legal status; own organisational office with assets, equipment, staff, etc.
- Decision making, voting rights**

 - Decisions are made by a double qualified majority (3/5 of the members must be present and have to represent 3/5 of the inhabitants)
- Stakeholders, involved persons**

 - All mayors of all participating municipalities + members of the provincial parliament, no other stakeholders



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“Multi level decision making model“

- Functions, duties**

 - shared projects, lobbying, identity-building, etc.
- Finances**

 - yearly contributions, relative to the inhabitants of cantons and municipalities, and separate financing of large projects by those who are interested and willing
- Framework**

 - association with statutes, management board, small office, but with clear political lead (not by administrations)
- Decision making, voting rights**

 - more inhabitants, more voting rights, more paying
- Stakeholders, involved persons**

 - both cantonal governors and communal mayors

