



A brief presentation of the working group achievements



JOINING FORCES

METROPOLITAN GOVERNANCE
& COMPETITIVENESS OF EUROPEAN CITIES



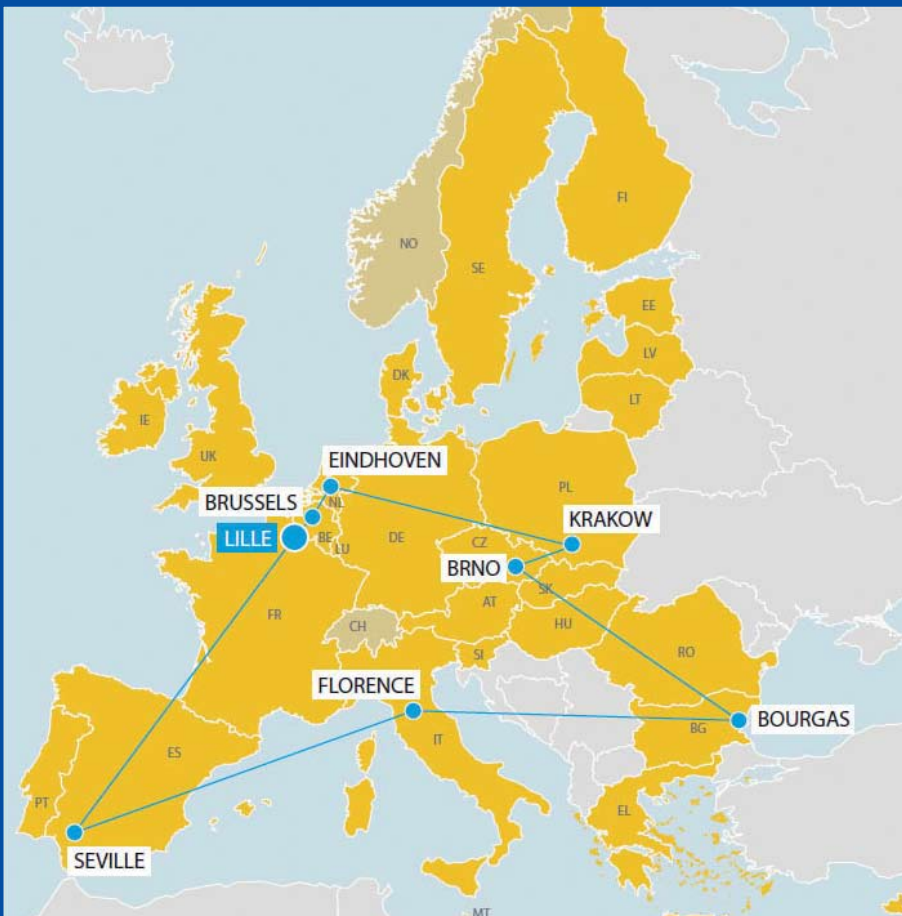
Connecting cities
Building successes



Joining forces was a working group developed under the Urbact programme that was active from April 2008 to May 2010.

Joining forces has explored how strategy-making and governance arrangements at the city-region level can help to effectively address the main challenges faced by urban Europe: competitiveness, cohesion and sustainability.

All over Europe, metropolitan areas or city-regions are increasingly recognised, even by local authorities, as the “real city” level, the right one for designing and implementing more effective development strategies and governance mechanisms. Achieving successful cooperation between cities and their surrounding areas is obviously crucial to improve local cohesion.



LEAD PARTNER

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Agence de développement
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PARTNERS

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Samenwerkingsverband Regio
Eindhoven (SRE)

Florence (Italy)

Krakow (Poland)
Instytut Rozwoju Miast (IRM)

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KEY CHALLENGES



City-regions, especially around large cities, are key to driving national economies:

- ▶▶ They have the greatest density of economic assets
- ▶▶ They are national and international gateways and meeting places
- ▶▶ They tend to have the youngest, most dynamic - and diverse - population.
- ▶▶ They have higher populations, offering much bigger opportunities as co-operating urban areas than the cities alone.

To make the most of these assets, an effective co-operation process is needed with the double aim of:

- ▶▶ Reducing sterile competitions between institutions; avoiding the useless duplication of public facilities, and therefore making the most of public resources is one of the competitive challenges to be dealt with at the city-region level.
- ▶▶ Increasing the synergy between players in fields such as higher education, research, innovation and more generally economic development (for example by developing competitive clusters); this is another condition for competitiveness that can best be achieved at city region level.

At the same time metropolitan areas also provide a better level for tackling some of the major challenges urban Europe is to face:

- ▶▶ More successful urban regeneration policies can be developed at this level as city-regions gather at the same time the most affluent people and successful areas and the most vulnerable people and deprived neighbourhoods.
- ▶▶ The issues of urban mobility and urban sprawl (travel to work, travel to shops, etc), which play quite an important role in the carbon emission can only be tackled at that level.
- ▶▶ Other crucial issues, such as waste management, water supply, etc. can be dealt with in a more effective way at this level.



www.brno.cz



CITY OF BRNO

(Czech Republic)

The City of Brno with the population of 371 248 (31/03/2010) is the second largest city in the Czech Republic and the capital of the South Moravia region.

Academic definition of metropolitan area *

FUA: 733 000 inhabitants (Study Report)

Main MUA (Brno): 376 172 inhabitants

Political definition of metropolitan area

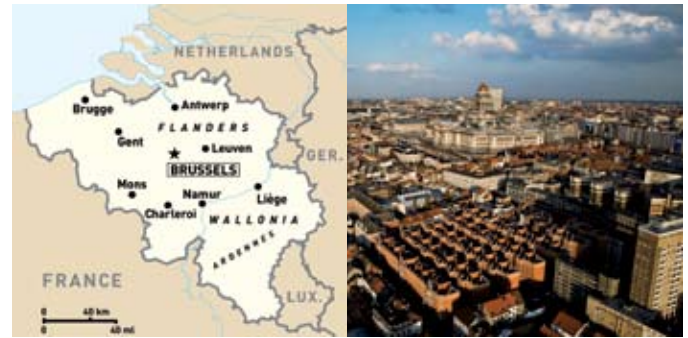
There is no official political definition of the metropolitan area at the moment, but there is an analytic definition which will be a base for the political definition in the near future. According to "The Territorial Study of the Agglomeration Linkages of the City of Brno and its Surroundings" (2010) the metropolitan area consists of 96 municipalities which are located in the districts of eight Municipalities with Extended Powers (MEP): Blansko, Brno, Ivančice, Kuřim, Rosice, Slavkov u Brna, Šlapanice, Tišnov, Židlochovice. The metropolitan area covers the total area of 983 22 km² and has the population of almost 510 000 inhabitants. These municipalities, regardless of administrative boundaries, make up together with Brno a single functional unit.

Theme of Local Action Plan

"The cooperation in elaborating strategic documents and developing the common projects " through six key areas: *suburbanization / transport and mobility / labour market and knowledge economy / environment and technical infrastructure / tourism and recreation / social sphere - with strategic planning as common theme for all these areas. The aim is to improve cooperation between the municipalities of the metropolitan area.*

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BRUSSELS-CAPITAL REGION

Agence de Développement Territorial - ADT (Belgium)

The Brussels-Capital Region is one of the three federated regions of Belgium. The Brussels-Capital Region is composed of 19 communes and has a total surface of 162 km² (about 0.5 % of Belgium's total). With 1 083 763 inhabitants (in 2009), the Region is the major Belgian urban centre.

Academic definition of metropolitan area *

FUA: 2 639 000 inhabitants

Main MUA (Brussels): 1 498 000 inhabitants

Political definition of metropolitan area

There is no official political definition of the metropolitan area for the moment.

Theme of Local Action Plan

"To improve attractiveness of the Brussels-Capital Region and of its metropolitan area". *Cooperation between Regions should be foster through concrete projects developed at metropolitan level. Following the members of the Local Support Group, the first fields of cooperation should concern mobility and culture / tourism.*

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* FUA – Functional Urban Area / MUA – Morphological Urban Area - Academic definition shared by Joining Forces partners' to have comparison data.
Source: Baseline Study – Annex - Delimitation of the Urban structures of the participating cities – ULB IGEAT - Joining Forces – 2008



CITY OF BURGAS

(Bulgaria)

Burgas is the fourth largest city in Bulgaria and is an administrative centre of the largest district in the country (7748 km²). Burgas is the most important economic, cultural and transport centre in the South-Eastern part of Bulgaria. The biggest cargo port is located in the city of Burgas as well as an international airport which serves 2 million passengers annually. The Pan European transport corridor VIII provides the shortest road connection between the Adriatic and the Black Sea Coast.

Academic definition of metropolitan area *

FUA: 250 000 inhabitants

MUA: 231 600 inhabitants (not a true MUA)

Political definition of metropolitan area

The South Eastern region is one of the six planning regions in Bulgaria with an area of 14 647,7 km². The region consists of three districts. With 53 % of the whole region's area, Burgas district is the largest one and is composed of 13 municipalities and 257 settlements. The necessity of developing policies and setting up collaboration at supra-municipal level concerning key issues such as waste and water management extends the limitation of the city and defines a new agglomeration area consisting of Burgas and 5 smaller municipalities. The Municipality of Burgas becomes a regional capital and host of the regional government offices of the different ministries of the central government with their own administration to facilitate functions at a regional level.

Theme of Local Action Plan

"Social Inclusion" - *The LAP outlines the specific measures needed to be undertaken in the process of transition from institutional care to alternative services provision in the community as well as developing of social services for people at risk of social exclusion.*

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EINDHOVEN

Samenwerkingsverband Regio Eindhoven (SRE)
(Netherlands)

By population Eindhoven is the fifth-largest city in the Netherlands. The Samenwerkingsverband Regio Eindhoven (SRE) includes 21 municipalities with a total surface of 1 457.81 km², a total population of nearly three-quarters of one million (733 389), 34 890 business locations, which account for 332 900 jobs. It is a green area containing 20 smaller cities and the city Eindhoven in the heart of the area.

Academic definition of metropolitan area *

FUA: 441 000 inhabitants

MUA (Eindhoven): 316 000 inhabitants

Political definition of metropolitan area

The Eindhoven Region, known as SRE, is a regional government body in the southeast of Brabant defined by national law since 2001. The SRE has three kinds of tasks: **1.** Strengthening local government. **2.** Policy making on regional mobility and public transport, regional spatial development and housing, regional economic development, recreation and tourism and youth care, welfare and social work. **3.** Tasks that the cities voluntarily delegate to the SRE. Borders are no longer borders. For 4 years the region is working transnational working in the Triangle Eindhoven-Aachen-Leuven (ELAT) on issues as nanotechnology, high tech health care and high tech and automotive. At national level our region is recognized as one of the four main pillars of the national economy. The region is called Brainport and focuses on knowledge based industries; high tech development, research and development and the technical universities.

Theme of Local Action Plan

"A spatial vision on the region and a strategy - how we can realise this vision." *What spatial measures can be taken to strengthen southeast Brabant as international high-tech knowledge and innovation region?*

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CITY OF FLORENCE

(Italy)

Florence is the capital of the Italian central region called Tuscany and it is one of the most important Italian artistic cities known as Italian capital of the Renaissance. Beside the tourism industry (about 7 millions tourists/year), Florence and its surrounds have important economic specializations in fashion sector (the so-called Made in Italy) as well as in optician and mechanical precision tools and in artwork restoring.

Academic definition of metropolitan area *

FUA: 67 000 inhabitants

Main MUA (Florence): 525 000 inhabitants

Political definition of metropolitan area

The metropolitan borders of Florence can not be easily drawn because of the overlapping visions of the different administrative bodies that govern on vast Florence area. The area on which Florence municipality has jurisdiction is narrow (102,41 km²) especially considering that Florence has a daily flow of city-user of about 178 000 people.

A wider area that can be conceptualised as the metropolitan area of Florence matches with the 11 municipalities of its first urban belt (657,8 km² and 612 534 inhab.). Beside the latter metropolitan area conception and as far as the national and regional debate on metropolitan city is going onward there is one other possible different conception: that of the Tuscany Region. Florence city-region is defined by the regional law 130/2000 as the metropolitan area that coincides with 73 municipalities, 4 844 km² and about 1 200 000 inhabitants in the provinces of Pistoia, Prato and Florence, namely the Central Tuscany metropolitan system

Theme of Local Action Plan

"The creation of an integrated and participative approach to sustainable metropolitan mobility". *Florence aimed at establishing a stakeholder's consensus on an Integrate Mobility Plan for the Florentine Metropolitan Area.*

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KRAKOW

Instytut Rozwoju Miast (IRM)

(Poland)

Kraków Metropolitan Area is located in the south part of Poland. The Area covers the city of Kraków, which is the capital of Małopolskie Region, as well as its neighbouring areas. It is one of the biggest metropolitan areas in Poland, the whole Kraków Metropolitan Area occupies 4 134 km² and is inhabited by 1 448 687 residents, with the average population density in the whole area is 350 people per km².

Academic definition of metropolitan area *

FUA: 1 236 000 inhabitants

Main MUA (Krakow): 807 000 inhabitants

Political definition of metropolitan area

According to the provisions of the Spatial Development Plan of Małopolskie Region (Spatial Development Plan of Małopolskie Region, 2003), there are 52 communes which make up the Kraków Metropolitan Area, including 2 urban communes of Kraków and Bochnia, 14 rural and urban communes, and 36 rural communes. The main functional criterion of the metropolitan area delimitation included oscillatory migrations related to commuting to work in a central city.

Theme of Local Action Plan

"Detailed recommendations on integrated strategic plan" *that is likely to be used when updating planning documents (a regional strategy and regional spatial development plan for Małopolskie Region).*

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www.lille-metropole-2015.org



LILLE METROPOLE

Agence de développement et d'urbanisme
de Lille Métropole (France)

Located in northern France, a few dozen kilometres from the North Sea, the Lille agglomeration lies along a south-west / north-east axis and crosses the border separating France and Belgium. In France, Lille Metropole, is belonging to the only three cities, outside Paris, with more than 1 million inhabitants. Lille Métropole Communauté Urbaine includes 85 municipalities and almost 1.1 million inhabitants (the city of Lille represents 227 000 inhabitants).

Academic definition of metropolitan area *

FUA (Lille): 1 161 000 inhabitants
Main MUA (Lille): 953 000 inhabitants

Political definition of metropolitan area

The European Grouping of Territorial Co-operation "Eurometropole Lille-Kortrijk-Tournai" was created in 2007. It gathers 14 partners including 5 inter-municipality bodies (From France and Belgium), the 3 Regions, and the 2 national governments. It covers 130 municipalities and gathers 2 million inhabitants.

The Lille Metropolitan area gathers 23 partners and 3.7 million inhabitants. The association "Aire Métropolitaine de Lille" was created in December 2007 in order to represent and develop the metropolitan cooperation process.

Theme of Local Action Plan

"Draft of the medium term strategic programme for the association "Aire métropolitaine de Lille". *It is a new step in the cooperation process, following the creation in 2007 of a French association, which manages the cooperation and works to strengthen the partnership.*

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www.sevilla.org



CITY OF SEVILLE

(Spain)

Seville metropolitan area is the main economic and service hub in Southern Spain with 1.421.000 inhabitants [around 50% in the central city] in 2006, comprising 46 municipalities. Seville is the political and administrative capital of Andalusia, the most populated region in Spain with more than eight million inhabitants. Seville metropolitan area ranks the fourth position within the Spanish urban system, just after Madrid, Barcelona and Valencia.

Academic definition of metropolitan area *

FUA: 1 421 000 inhabitants
Main MUA (Seville): 1 082 000 inhabitants

Political definition of metropolitan area

Acknowledgments of the metropolitan reality of Seville emerged from the 1980s, with a number of spatial planning exercises that have integrated more and more municipalities and highlighted through the analysis of commuting flows a unified market regarding jobs, land and housing of 46 municipalities. The Spatial Plan for the Urban Agglomeration of Seville, adopted at regional level in 2009, has built upon this framework. Three distinct components of the metropolitan area can be distinguished: the regional and provincial capital as the central city (700.000 inhabitants), a first belt of 22 municipalities and a second belt. Like for the other metropolitan areas of Spain, no comprehensive political or administrative mechanisms have been set up at metropolitan level.

Theme of Local Action Plan

"The Seville 2020 Strategic Plan" aims at identifying projects contributing to Seville's economic competitiveness and quality of life in the next decade. It is a social process of public participation, institutional collaboration, public and private cooperation.

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JOINING FORCES

SYNTHESIS OF CONCLUSIONS & RECOMMENDATIONS

GENERAL CONTEXT

Cities are the front line in addressing some of the major European challenges:

- ▶▶ competitiveness
- ▶▶ sustainable build environment
- ▶▶ cohesion
- ▶▶ "organic" urban culture
- ▶▶ empowerment and governance

Cities are also the place where to secure and / or restore citizens' confidence into the European integration process **but the definition and delimitation of urban areas tend to become more and more difficult, hence the need for metropolitan co-operations.**

THE NEED FOR A NEW VISION OF URBAN TERRITORIES

An increasing mismatch between the real city and political definitions

- ▶▶ the built up areas are generally larger than the municipalities/communes
- ▶▶ the reality of the ecosystem is larger than the built up area
- ▶▶ the one of the economic system is even larger
- ▶▶ and catchment areas for higher education, services etc. probably even more

A fast-moving urban reality

- ▶▶ urban sprawl: growing built up areas, low density and urban/rural mix
- ▶▶ higher mobility, not only commuting flows but also in jobs themselves and way of life
- ▶▶ wider use of IT – de-localisation of some activities

The relative failure of top-down attempts to change the definition of boundaries

Many national governments have tried for decades to redraw local authorities' limits and / or boundaries.

- ▶▶ they have not proved to be effective enough
- ▶▶ and have not often been accepted by citizens

A changing world: from a closed to a more open society/economy

- ▶▶ towards a new attitude between competition and cooperation: "coopetition"

ON THE RELEVANCE OF CITY-REGIONS / METROPOLITAN AREAS

A/ DEVELOPING POLICIES ON THE MOST EFFECTIVE SCALE

Not "one fits all" definition of metropolitan areas

- ▶▶ City region / metropolitan areas: not a sole definition for – at least – two different realities: Functional Urban Areas (FUAs) & Morphological Urban Areas (MUAs)
- ▶▶ Cities have different shapes: size of the central city, monocentric versus polycentric systems (MUAs and obviously FUAs)
- ▶▶ Cities are in different contexts:
 - difference between capital cities/regional capitals/others, mono/polycentric regions
 - political and legislative framework
 - resources and local tax system

The right scale is obviously not always the metropolitan one, the neighbourhood and / or municipal level can be more operational in some fields, but the metropolitan scale is more effective for dealing with a wide range of issues:

- ▶▶ Public transport (both MUAs & FUAs with different solutions?)
- ▶▶ Mobility (FUAs)
- ▶▶ Land use (both MUAs & FUAs)

- » Water supply (FUAs or larger)
- » Waste disposal (MUAs)
- » Local economic development (MUAs)
- » Clustering and the Knowledge society (FUAs)
- » Territorial marketing (both MUAs & FUAs depending on the context)
- » Social (MUAs)
- » Major facilities (FUAs)
- » Health (both MUAs & FUAs depending on the level of provision)
- » Culture (both MUAs & FUAs)

B/ AN OVERALL NEED FOR POOLING THE RESOURCES OF LOCAL AUTHORITIES

In the context of shortage of public money and competition between territories.

The need to reach a certain critical mass

Reaching a certain territorial critical mass is important for both the quality and quantity of the services provided by local authorities.

- » investing capacity
- » ability to negotiate with the private sector
- » comprehensive approach to the economic system
- » sufficient importance and diversity to play at global level - capacity to develop relevant tools but also events with an international significance.

To avoid sterile competition between local authorities

Global competitiveness is not to be based on local competition (between cities or between core cities and their suburbs), although some emulation between local authorities can help. In any case, it is of mutual interest to prevent misuse of resources.

- » risk of duplication: relevant use of public money
- » careful use of land as a resource

To provide citizens and business with relevant services

- » diverse and important enough in size and quality
- » at the right geographical level

Facing the mismatch between levels of tax collection and service provision

In most city-region / metropolitan areas, taxes are not levied and collected at the place and at the level where the corresponding services have to be delivered.

ON METROPOLITAN GOVERNANCE

C/ SOME BASIC PRINCIPLES ARE TO BE MET FOR SUCCESSFUL METROPOLITAN COOPERATION

Building mutual trust is the main condition, as solidarity is required

- » Need to define common interest versus specific ones
- » Need to design a common vision
- » And to up date it in common
- » Acting in common is the right way of developing cooperation: project comes first and then structure can be created when required

Time and continuity are required: the process has to be sustainable

- » The cooperation process should not be a matter for politics but be led by the actions to develop in priority
- » Even if informal the arrangements need to be publicized to secure continuity

Involving citizens is crucial

- » Their residential choices are creating the FUAs
- » Their commitment is essential for the process to be supported by politicians

Gaining the support of the economic sector is of similar importance

JOINING FORCES SYNTHESIS OF CONCLUSIONS & RECOMMENDATIONS

D/ INNOVATION IS REQUIRED IN GOVERNANCE

Particular solutions are to be found on basis of local, regional and national culture

Involving all the relevant actors: private and voluntary sectors

- ▶▶ private sector but also leaders from the civil society: academics, artists, ...
- ▶▶ but recognising the risk of democratic deficit

Involving all the relevant actors: vertical integration / multi-level governance

- ▶▶ metropolitan cooperation is not a matter of unravelling the national states or competing for leadership with regional authorities

Flexible and/or structured systems?

- ▶▶ tension between flexible adaptable but only voluntary systems (memoranda of understanding, contracts?)
- ▶▶ and legally established "government type" systems
- ▶▶ both possibly depending on the theme and / or on the scale

Legitimacy versus effectiveness?

It is necessary to recognise the existence of conflicts of legitimacy. Different models can be considered:

- ▶▶ Public authority model?
 - Boards / councils directly elected by citizens
 - Second degree boards / councils made of local politicians
 - With private / voluntary sector advisory committees
- ▶▶ Association / development agencies model?
 - Board made of both public and private decision-makers
 - With national authorities?
- ▶▶ Corporate model?
 - Role of chambers of commerce

RECOMMENDATIONS

WHAT HELP FROM THE NATIONAL & REGIONAL GOVERNMENTS AND FROM THE EU

→ Better recognition and more involvement in policy-making and delivery

Whatever the governance system favoured regarding the local context, the recognition of metropolitan areas/ city-regions as a relevant level for dealing with a wide range of political challenges should lead to their actual participation in the design and implementation of:

- ▶▶ National and regional development strategies
- ▶▶ EU cohesion policy operational programmes
- ▶▶ Other EU policies

→ Additional Resources

For the strategies implemented at a metropolitan level to be effective, new additional resources are also required:

- ▶▶ Relevant Tax systems, with incentives for developing better cohesion in the urban area
- ▶▶ EU Funding at the right level, as development strategies cannot be effective at a too small level
- ▶▶ Openness to resource allocation and re-allocation

→ Innovation in public processes

A new orientation should be favoured in public processes.

- ▶▶ Public procurement & Public Private Partnerships
- ▶▶ Communication: media & open events – and active involvement from the local community

→ Development of knowledge and awareness

Any further development of metropolitan governance mechanisms in Europe supposes that metropolitan systems in their complexity should be more precisely analysed and outcomes from existing experiences better assessed.

- ▶▶ Academic type surveys (specific ESPON project and / or revised Urban audit?)
- ▶▶ In depth exchange of experience (a new improved URBACT?)

TOPICS



One theme: **Governance through different dimensions at the city-region level.**

2 years of work: 7 thematic seminars + 1 CityLab + 1 Final Conference

- ▶▶ EINDHOVEN seminar – October 2008
“Strategic and Spatial Planning”
- ▶▶ FLORENCE seminar – February 2009
“Mobility and Transport”
- ▶▶ SEVILLE seminar – April 2009
“Externalities and Environmental Issues”
- ▶▶ BRNO seminar – June 2009
“Knowledge economy / creativity, research & Education”
- ▶▶ KRAKOW seminar – October 2009
“Public / Private Arrangements”
- ▶▶ BURGAS seminar – January 2010
“Social Inclusion, Participation, Empowerment”
- ▶▶ BRUSSELS seminar – March 2010
“Attractiveness and Competitiveness”
- ▶▶ LILLE - FINAL CONFERENCE - May 2010
- ▶▶ LILLE - CITYLAB on Metropolitan Governance February 2010

AVAILABLE OUTPUTS

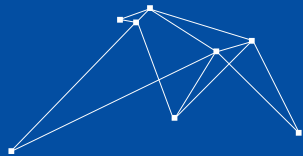
JOINING FORCES HAS PRODUCED DIFFERENT SURVEYS AND REPORTS:

- ▶▶ **A BASELINE STUDY**, (Volume 1 / Volume 2 / Annex) analysing the metropolitan governance issue from a European perspective and describing each partner city’s specific context
- ▶▶ **WORKING REPORTS** from the seven thematic seminars held in the different partner cities
- ▶▶ **A COMPENDIUM OF INFORMATION ON LOCAL SUPPORT GROUPS AND LOCAL ACTION PLANS**, which describes the impact the common activity has had on each partner city’s local development
- ▶▶ **A SYNTHESIS OF CONCLUSIONS AND RECOMMENDATIONS**, summarizing the main outcomes of the Working group activity
- ▶▶ and the present **DOCUMENT**

MORE INFORMATION ON THE PROJECT WEBSITE:
www.urbact.eu → Project JOINING FORCES

ALL DOCUMENTS PRODUCED BY URBACT JOINING FORCES ARE AVAILABLE ON REQUEST AT: l’Agence de développement et d’urbanisme de Lille métropole 299, boulevard de Leeds - Espace International - 59 777 Euralille - France

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JOINING FORCES

METROPOLITAN GOVERNANCE & COMPETITIVENESS OF EUROPEAN CITIES

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EDITORIAL

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