

Metropolitan Governance

Synthesis of baselines

URBACT II



Metropolitan governance

Introduction

In the metropolitan governance theme the focus is on finding new solutions to managing metropolitan areas and city regions. In these metropolitan and city territories governance is fragmented because administrative units correspond to historic boundaries rather than the appropriate spatial level for delivering services, managing labour markets or developing the economy. Projects dealing with fragmented governance often focus on forms of cooperation between municipalities, and ways of organising finance at the supra municipal level.

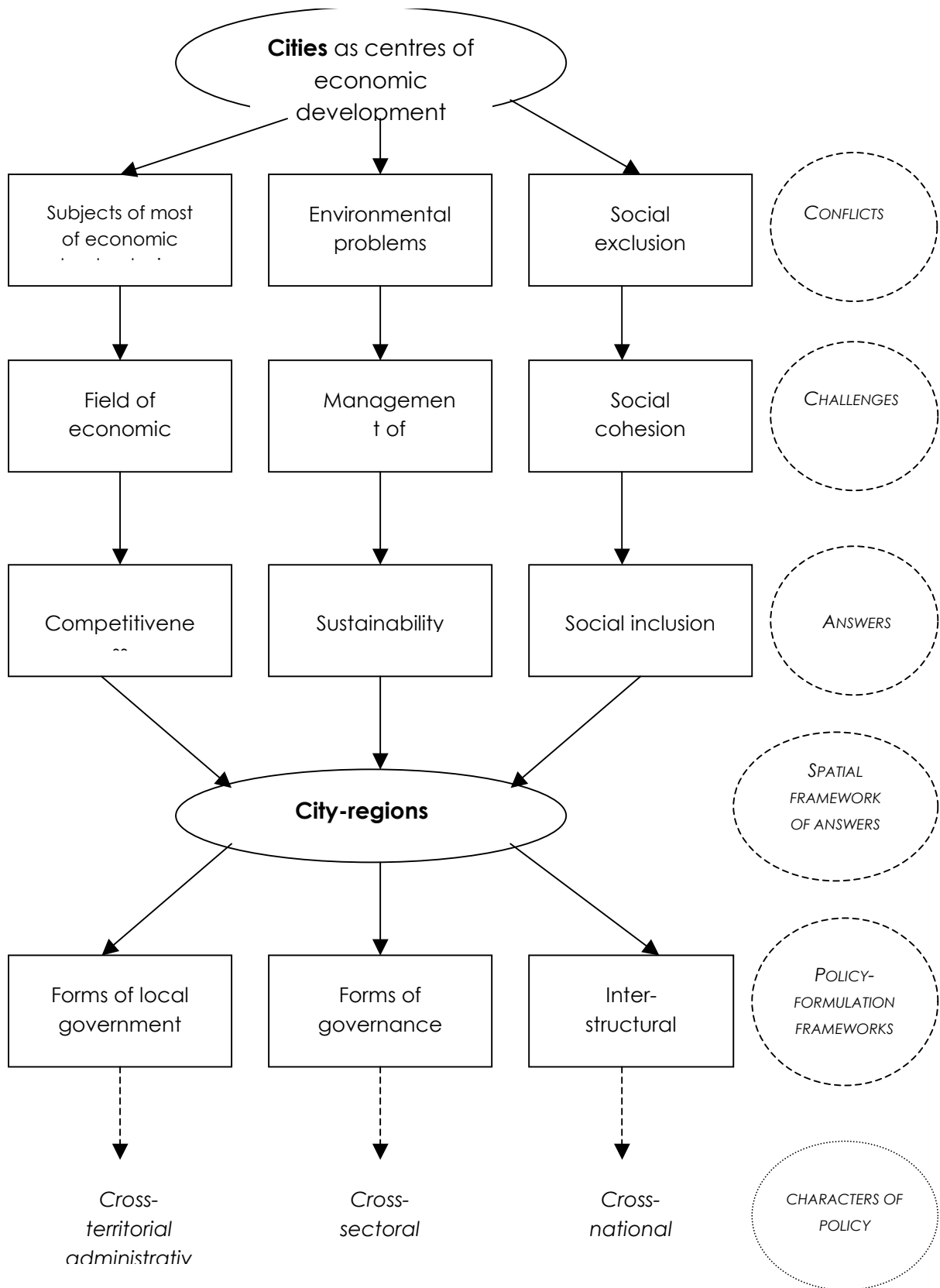
The two networks, JOINING FORCES and CITY REGIONS NET, are linked by addressing a common problem albeit at a different scale. Whereas JOINING FORCES addresses issues arising in large scale metropolises which frequently cross national and regional boundaries, CITY REGIONS NET focuses on smaller core cities that are surrounded by hinterlands under different jurisdictions.

JOINING FORCES starts from the need to integrate governance across metropolitan areas that also cross Member State borders. Their thematic focus includes the role of strategic and spatial planning in urban sprawl, managing mobility through public transport, managing externalities in transport, waste disposal and waste water treatment, building up knowledge economy through education and research, enhancing attractiveness through marketing, promotion of social inclusion, and how to organise metropolitan governance. These are used by JOINING FORCES as a content based approach to exploring four key themes:

- Flexible forms of municipal cooperation
- Cooperation between different levels of government
- Methods of stakeholders' involvement
- Social linkages against exclusion and crises

The Joining forces baseline uses a number of different models of cities to analyse the nature of governance at metropolitan level

Table 1 CITY REGIONS NET Conceptual framework



CITY REGIONS NET starts from the problem of core cities that have much larger economic reach than their current governance permits. They are under-bounded in the most basic sense as the economic area is far larger than their historic boundaries. The focus of CITY REGIONS NET is on medium sized cities with typical populations of about 250,000 people. In the case of Graz there are 17 other administrative districts in the surrounding space which find it difficult to coordinate on policies and to pool funding to tackle problems at an appropriate level. Other cities like Zurich and Munich face similar problems.

CITY REGIONS NET identifies a series of challenges facing smaller city regions

- Develop vertical partnerships between cities, regions and the state, within the framework of an integrated and coherent approach to urban development.
- elaborate strategies co-ordinated at the level of agglomerations or urban networks in order to achieve critical mass and to address issues of globalisation.
- Management of the urban-rural interface especially in peri-urban areas. This means co-ordination between central and suburban authorities and rural and regional authorities. This is a two way process because urban areas provide a service to the wider region in terms of employment, public services, public spaces, social centres, sport and cultural facilities; and because in a similar way, rural areas provide services to wider society through the provision of rural amenities, recreational opportunities and environmental goods
- Build capacity to work in new forms of partnerships and develop skills in new areas – often working across traditional professional boundaries
- cities must be responsible throughout the process. This includes responsibility for the design and implementation of the subdelegated portion of the programme.

The main overall objective of this network is the elaboration of working programmes and policy recommendations for improving the cooperation between cities and their surrounding municipalities. The special issues that all of the network's partners would like to be addressed have been now clustered into two sub-themes and not three as described in the Declaration of Interest. All the partners agreed that the planning tools should be linked with the financing instruments because it is of utmost interest to also develop financing possibilities for projects of common interest. The interdisciplinary subject deals with processes of citizens' participation. The two sub-themes are:

1 Planning tools and financing instruments for a sustainable city-hinterland development with the focus on:

- Tools for efficient land use and against suburbanization
- Tools for an efficient public transport system between city and its region
- Tools for a sustainable economic development and the revitalization of the city-centers
- Tools for efficient environmental development
- Definition of criteria for projects of common interest and possibilities of financing them

2. Regional structures as basis for a successful cooperation with the focus on:

- Necessary regional structures for a successful city-hinterland (region) cooperation and methods of financing them
- Shared functions and tasks
- Special methodologies for cooperation between big city and smaller municipalities
- Strategies on the involvement of key players and key investors
- Legal preconditions for city-hinterland (region) cooperations

CITY REGIONS NET has illustrated its state of the art with examples of European city-hinterland cooperations including

- British city regions Birmingham and Greater Manchester illustrate how relatively informal arrangements for transport planning and other strategic areas can become stronger over time. The Association of Greater Manchester Authorities controls airports tram routes and is now recognised as a
- South Yorkshire has sought to create a Digital Region linking Sheffield, Rotherham Barnsley and Doncaster who all benefited from Objective 1 until 2006 and remain are now transitioning out of convergence.
- Lille VAL Automated Urban Metro, France
- Operational Programme for Hamburg 2007-2013 ERDF
- solarCity City/Region: Province Upper Austria/Capital City Linz, Pichling

- Germany illustrates the concept of the the socially integrative city Germany with two examples: Hamburg's , Altona and Lurup and Berlin Kreuzberg and KottbusserTor

Joining forces

The main focus of joining forces is on city region governance arrangements. They include within the partnership some very different forms of association. For example Lille has a panoply of supra municipal partnership arrangements including a statutory association of municipalities, involvement in the regional government and informal cooperation as well as reaction on national government policy on metropolitan government. It also has cross border arrangements with parts of Belgium that are adjacent. Brussels is a federal entity and Eindhoven is a delegated region. In contrast Bourgas in Bulgaria is only at this stage trying to develop informal co-operations.

The content of co-operations is also very different ranging from spatial planning, to joint organisations and financing of projects and managing city region scale provision of public services. In less formal settings it may just be an informal meeting of leaders.

Comparative actions are based on analyses of spatial functions, such as transport, solid waste management, water supply and protecting environment.

Projects in other poles are also active in the same theme and will be grouped in this cloud. LUMASEC is working to examine strategic land-use management as a means of intervention on a regional-city level particularly to address supra-local challenges such as land allocation for economic development impacting on the local level. NODUS is looking to develop appropriate planning tools and support effective integrated policy-making. NET TOPIC is examining how intermediate urban areas can seek to create a stronger identity in relation to their metropolitan core city. A classic example of this would be the relationship between Salford and Manchester. EGTC is focuses on how to develop efficient and effective governance models to face the particular challenge of managing cross-border metropolitan areas and has similar interests to JOINING FORCES but focuses on this one question whereas JF does this by looking at experience in relation to a range of delivery areas.

Europe is characterised by a polycentric structure of small, medium-size and large towns. Many of them form metropolitan areas while many others constitute the only urban centre in the region. Cities are home to most jobs, firms and institutes of higher education and their action is decisive in bringing about social cohesion. Cities are home to change based on innovation, spirit of enterprise and economic growth.

The Community Strategic Guidelines 2007-2013 pay particular attention to specific needs of certain zones, such as urban and rural areas. The guidelines encourage an

'integrated approach' to Cohesion Policy so that it encourages not only growth and jobs, but also pursues social and environmental objectives.

European cities attract investment and jobs. They have many tools at their disposal to strengthen their attractiveness..The challenges to be met vary from one city to the next. Some cities have to solve the problems caused by population growth, increase in property prices, lack of available land, traffic congestion, and overstretched public services. Other cities suffer from population loss, dereliction, too few jobs or low quality of life. At least four key issues require attention:

- Transport, accessibility and mobility
- Access to services and amenities
- Natural and physical environment
- Cultural issues

Joining forces has also carried out a very detailed analysis of work by other transnational European networks on the theme. See Table 3 for details

Analysis of Sub themes in metropolitan governance projects

Table 2 below analyses the sub themes of the two TP2 projects in this metropolitan governance pole against the ten projects in the pole

Table 2 Analysis of sub themes for Metropolitan Governance

		ACTIVE AGE	BHC	CITY REG-IONS NET	Co-net	JOINING FORCES	J 4 CITIES	MILE	MY GEN	REG GOV	SUITE
City Regions Net	Integrated approach (to planning)	x		xxx	x	xx	xx			x	x
	Managing across local government boundaries			xxx		xx	xx				
	New systems of governance (co operations)			xxx		xx	xx				
Joining Forces	Flexible forms of municipal cooperation		x	xx		xxx					x
	Cooperation between different levels of government		x	x	x	xxx	xx				
	Methods of stakeholders' involvement	x	x	xx	xx	xxx	x		x	xx	x
	Social linkages against exclusion and crises			x	xx	xxx		xx	xx	xx	x

Analysis of the sub themes of each network (see table above) reveals that there are some connections and synergies. Sub themes are shown with three x. Strong connections from other projects are shown with 2 x and indicate that there are close connections between Joining Forces and City Regions net in the field of Strategic and spatial planning, managing externalities, metropolitan governance and stakeholder involvement.

Sub themes for joint work in metropolitan governance

It is likely that a number of common themes will emerge from the work between the different projects focusing on metropolitan governance. There are many themes that could be addressed but strong areas would appear to be

- Governing at a higher spatial scale than the historic city and across regional/national boundaries
- Financial mechanisms for pooling resources and also working across sectors (commune of communes approaches, taxation, public private partnership)

- Managing negative externalities, edge effects and spill-over effects (e.g. solid waste and waste water, traffic, growth)
- Managing edge effects (e.g. distortions near to borders and boundaries)

Products and dissemination

Work on governance will be promoted by the partners at these events during 2009

- Peter attended the OECD partnerships meeting February 09 [hyperlink]
- Joining forces attended the Brasilia conference February (Thierry Baert)
- City Regions Net: Association of Austrian Cities in May 09
- Joining forces is planning a joint URBACT Citylab meeting with EGTC in February 2010 on the theme of metropolitan governance.

Bernd Gassler of City Regions Net is working on a hot topic paper titled 'City-hinterland cooperations - a challenge to accomplish in urban agglomerations made worse by the crisis'

Tamas Horvath of Joining forces is working on 'Instruments of governance at city-region scale'

Table 3 Previous transnational projects in Europe focusing on metropolitan governance (source Joining forces)

Nr	Project title/ ACRONYM	Lead partner	Duration Start date End date	Program type	Description
1	Socio-spatial differentiation in Metropolitan areas and its political consequences: Comparing Metropolises in new and old member states of enlarged European Union IMOPROJECT	Centre National De La Recherche Scientifique Paris France	2005-02-01 2006-01-31	Sixth Framework Programme	The project concentrates on the research on the political consequences of the development in the metropolitan areas. Its main goal is to study territorial differentiation and polarisation of political behaviour among citizens within metropolitan areas in the post-Communist East-Central Europe (Czech Republic, Hungary and Poland) in a comparison to current EU member states. Four main hypotheses have been tested: - Suburban population tends to participate less and are more disengaged from politics. - The sub-urbanisation leads to the growing geopolitical fragmentation of metropolitan areas, and, consequently to the more difficult governability of the metropolitan areas. - Metropolitan areas of capital cities are, due to their greater exposure to globalisation processes, increasingly different from the other observed metropolitan areas in the East-Central Europe both in terms of socio-spatial segregation, the scope of sub-urbanisation, and their influence to the spatial differences in political behaviour. - The development of metropolitan areas in the East-Central Europe still differ from patterns of metropolitan development in the West Europe and North America due to their different historical experience under Communism.
2	Growth poles in the metropolitan periphery and sustainable development METROPOLI-TAN PERIPHE	Institute Of Regional Geography Cities And Urban Regions	2001-03-01 2005-02-28	Fifth Framework Programme	Issues of sustainability of urban structures and urban development are of great importance in applied urban research. The research group "cities and urban regions" has a sound basis in the theoretic and empirical analysis of urban problems. In order to develop into a centre of competence for the urban periphery it seems necessary to include applied aspects into the research agenda. There is also a growing interest in issues of peripheral growth especially in cities in Central and Eastern Europe. Web page http://www.ifl-leipzig.com/272.0.html?&L=1
3	Accommodating Creative Knowledge: Competitiveness of European Metropolitan Regions Within the Enlarged Union ACRE	UNIVERSITEIT VAN AMSTERDAM Amsterdam Institute for Metropolitan and International Development Studies	2006-10-01 2010-09-30	Sixth Framework Programme	Aim of the project is to assess the impact of the emerging "creative class" and the rise of the "creative industries" on the competitiveness of EU metropolitan regions. While the traditional "hard" location factors that firms use will remain important for international competitiveness, new "soft" location factors that are mainly related to attracting the required "talent pool" would deserve increasing attention. The central research question addressed is: what are the conditions for creating or stimulating "creative knowledge regions" in the context of the extended European Union? The metropolitan regions in the ACRE project are: Amsterdam, Barcelona, Birmingham, Budapest, Dublin, Helsinki, Leipzig, Milan, Munich, Poznan, Riga, Sofia and Toulouse. With the results of this study the EU might seriously consider strengthening the profile of metropolitan regions within the EU area as regards creative knowledge branches and activities in the face of increasing competition with other growth regions in the world. The most important topic to consider is which metropolitan regions might develop as "creative knowledge regions", and which regions might not. This will depend on current positions in global and European networks and on historic development paths.

					Web page http://www2.fmg.uva.nl/acre/
4	Optimisation of Transport Systems For A Sustainable Citizen Mobility in Metropolitan Areas MOBILS	Autoritat Del Transport Metropolità España	2000-01-01 2001-12-31	Fifth Framework Programme	Increased mobility in European cities is supported mainly by the private vehicle. This has brought about a deterioration of the quality of life, due to an improper use of cars to the detriment of other better-suited modes. This increasing use of private vehicles in the urban environment is one of political leaders' main concerns. MOBILS will develop new, transferable strategies for sustainable transport systems and intermodality in a realistic framework, giving a response to the needs of citizens in metropolitan areas. Pilot experiences will make it possible to validate the strategies retained. Furthermore, an environmental and congestion balance will be produced to measure the results.
5	Integrated Environmental Monitoring, Forecasting and Warning systems in Metropolitan Areas EMMA	Institut International pour l'Innovation	1996-01-01 1998-06-30	Fourth Framework Programme	The final objective is to develop new approaches to the use of air quality and meteorological data for the improvement of life in metropolitan areas. This will involve the integration of existing technologies to enable responses to be made at the most appropriate time and at the most appropriate level. Particular emphasis is placed on forecasting over 24 and 48 hours and providing information to general public.
6	Urban Goods Transport	DG VII/E/2 BU Brussels BELGIQUE	1994-01-27 1997-01-26	International Cooperation	<p>The reduction of air pollution, noise and energy consumption by optimising the use of lorries in city traffic by the application of modern logistical devices and appropriate administrative measures. Administrative measures and logistical methods employed in the operation of lorry fleets will be examined to see which could best contribute to reducing environmental impact. The measures and methods will then be examined for economic efficiency and environmental benefits in demonstration projects, taking into account direct and indirect effects on traffic flow and the location of commercial activities. The demonstration of the economic efficiency of such logistical measures of vehicle fleet management should indicate how they can be applied more widely in the private sector.</p> <p>The project aims to use-pilot studies for scale-demonstration purposes, so that the work programme should be considered as a preliminary approach, whose results will serve, in particular, to:</p> <p>widen our knowledge, internationally, of the effects and acceptability of the measures; prepare the way for the introduction of appropriate measures in Europe as a whole, increase public awareness of the problems caused by urban goods traffic and the need for international co-operation in this field.</p> <p>A cross-sectorial survey of metropolitan areas was made in order to obtain information about measures already in place or planned, which has been followed by an overall economic and ecological evaluation. After collation and exchange of information of the state of the art in the different COST countries involved in the Action, a more detailed review of these measures and their effects in participating countries has been made.</p>
7	Multimedia Interaction With Regional And	Ingegneria C. Olivetti And C. Spa	1996-01-01 1997-12-31	Fourth Framework Programme	The aim of the project MIRTO is to define and experiment a new way of interaction between Public Administrations, Citizens, SMEs and Professionals of European metropolitan areas. The objective has been reached through the development, evaluation, test, and pilot of multimedia

	Transnational Organisations MIRTO	ITALIA			<p>telematics applications for the delivery of added-value information and transactional services, and the setting-up of demonstrators of these applications in four experimental sites: Brussels, Madrid, Marseille, and Rome.</p> <p>The services have been packaged using information taken from the information processing systems of the Public Authority Bodies (the Content Providers), while packaging, marketing, and delivery of the services will be handled by Service Centres that may be run by Information and Services Brokering Companies, created using both public and private capital, or by the local administrations themselves. The Users of the Service Centres will be end-users, i.e. Citizens and SMEs, the Content Providers, and Value-Added Information and Services Resellers.</p> <p>MIRTO made experiment, evaluate test, and pilot interconnection among SC's and Content Providers both at a regional and national level through metropolitan and national communication links. Broadband communication between the experimental sites will be used to test transborder access to common interest services across Europe.</p> <p>The project clarified the legal issues that regulate the establishment, nature and market role of Information and Services Brokering Companies, with reference to specific national situations; performed a comprehensive survey of the public information sources in the districts and countries of the four experimental sites; will define the organisational model and exploitation plan of the Information and Services Brokering Company. The possible problems related to regulations, information property rights, and management criteria will be identified and solved in advance, thus opening the way to the exploitation of the project results. The project is being presented by a consortium of private companies with the active participation of public administrations.</p>
8	Building new relationships in rural areas under urban pressure BUILDING RURBAN RELA	AGRICUL-TURAL ECONOMICS RESEARCH INSTITUTE NETHER-LANDS	2002-12-01 2005-11-30	Fifth Framework Programme	The aim of this research project is to help public and private actors in rural areas under urban pressure to develop strategies to provide Rural Goods and Services (RGS) related to the landscape and to get compensation payments for the use of open space. The results will be used to innovate the system and the content of the rural-urban relationships. The research conducted in Finland, France, Hungary, The Netherlands and Spain and based on case studies. In each country the research will be carried out in two study areas with rural areas lying respectively within metropolitan hinterlands and within touristy zones further away.
9	Urban areas as nodes in a polycentric development	Nordregio Sweden		ESPON Project 1.1.1.	The European urban system is a main territorial structure and the cities are key drivers in the development of regions and larger territories. The specific functionality and potentials of cities are being explored and a typology of the European urban reality developed. The ESDP highlighted the objective of a polycentric development in support of a balanced and harmonious European territory. The project display some options for territorial cooperation in terms of complementary and distance between urban functional regions that could support a polycentric pattern, in particular at European and transnational scale. In this respect the project addresses issues mentioned in the ESDP highlighting the special contribution that could be undertaken by cooperation on concepts of global integration zones, gateway cities and polycentric urban clusters as well as individual urban poles in support of territorial balance and cohesion.
10	Study on Urban Functions	IGEAT - Institut de Gestion de l'environnement et d'aménagement		ESPON Project 1.4.3	This study aims at taking forward the analysis on the European urban system developed by the ESPON project 1.4.3. In doing so it will consolidate the delimitation of functional urban areas in Europe and go further in measuring the functional socio-economic specialisation of urban areas. Based on these new research findings, the project will then update the typology on European urban areas developed within ESPON so far and propose future research on the European urban

		du territoire Free University of Brussels			system.
11	The modifiable areas unit problem	UMS 2414 RIATE (CNRS-DATAR-Université Paris 7) CNRS (Centre National de la Recherche Scientifique) – France		ESPON Project 3.4.3.	The Modifiable Areas Unit Problem (MAUP) has been recognized since the 1970s. The cartographical pattern of spatial distribution of variables or the level of correlation between two variables distributed in space can be completely modified according to the level of aggregation of spatial units or more generally the spatial grid used for collecting and presenting spatial information. The validation of the best solution to the MAUP is addressed in this ESPON Scientific Support Project and will be organized in a two-step approach. In the first step, methods applied to small parts of the European territory where it was possible to measure precisely the strengths or weaknesses of each solution. It is only in the second step, that the methods will be applied to the whole territory of the ESPON space. The aim of the study is thus to provide input for improving the spatial analysis in current ESPON studies and future research in the field. With regard to this, the key issue is the assessment of the possible policy acceptance of an improved spatial analysis
12	METROGOV	Birmingham City Council	2005-12 2007-05 completed	URBACT I	The aim of the METROGOV working group was to survey each others' experiences with territorial cooperation and to elaborate new ideas to improve the functioning of their city-regions in order to put forward ideas for European policies in this field.
13	CIVITAS	Generalitat de Catalunya Departament de Política Territorial i Obres Públiques	completed	URBACT I	The aim of the CIVITAS' project is to identify the keys for success in the planning, management and implementation of urban renewal policies at a supralocal level, identifying how supralocal policies can improve local action by offering support (technical, organisational or financial) and removing institutional obstacles that could prevent an optimum development of urban renewal programs. With this aim, the working group provided the exchange of experiences between partners of different nature, functions and territorial scopes, belonging to different member states. Common work allowed establishing a comparative analysis, the elaboration of case studies and the drawing of orientations and guidelines for the programming and implementation of urban regeneration policies at a supra-local level.
14	Connected Cities	Delft TU (Technical University)	Completed	INTERREG IIIC	CC focuses on the transformation of a lacking European practice integrating transport and land-use policies into a robust framework aimed stimulating sustainable mobility and transport of development areas. Members of CC exchange experiences and insights that derives from good practices in public transport, pedestrian oriented urban areas and Transport Development Areas (well designed, higher density, mixed-use areas situated around good public transport access points in urban areas). The partners share their experiences and insights through management and co-ordination, interregional showcase workshops, dissemination and communication and through a guide to good practice. Webpage: http://connectedcities.eu
15	Knowledge-Networks	City of Almere (NL)	completed	INTERREG IIIC	17 cities and 4 research institutes of 11 countries in Europe work together in the program "Knowledge Network, Governance in Action". Governance in Action is about shifting from government to governance, from working for the people to working with the people. Our

					intention is to work closer to the people and to work in equal partnership with civil society, inhabitants and enterprises. Web page: http://www.knowledge-network.org
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