

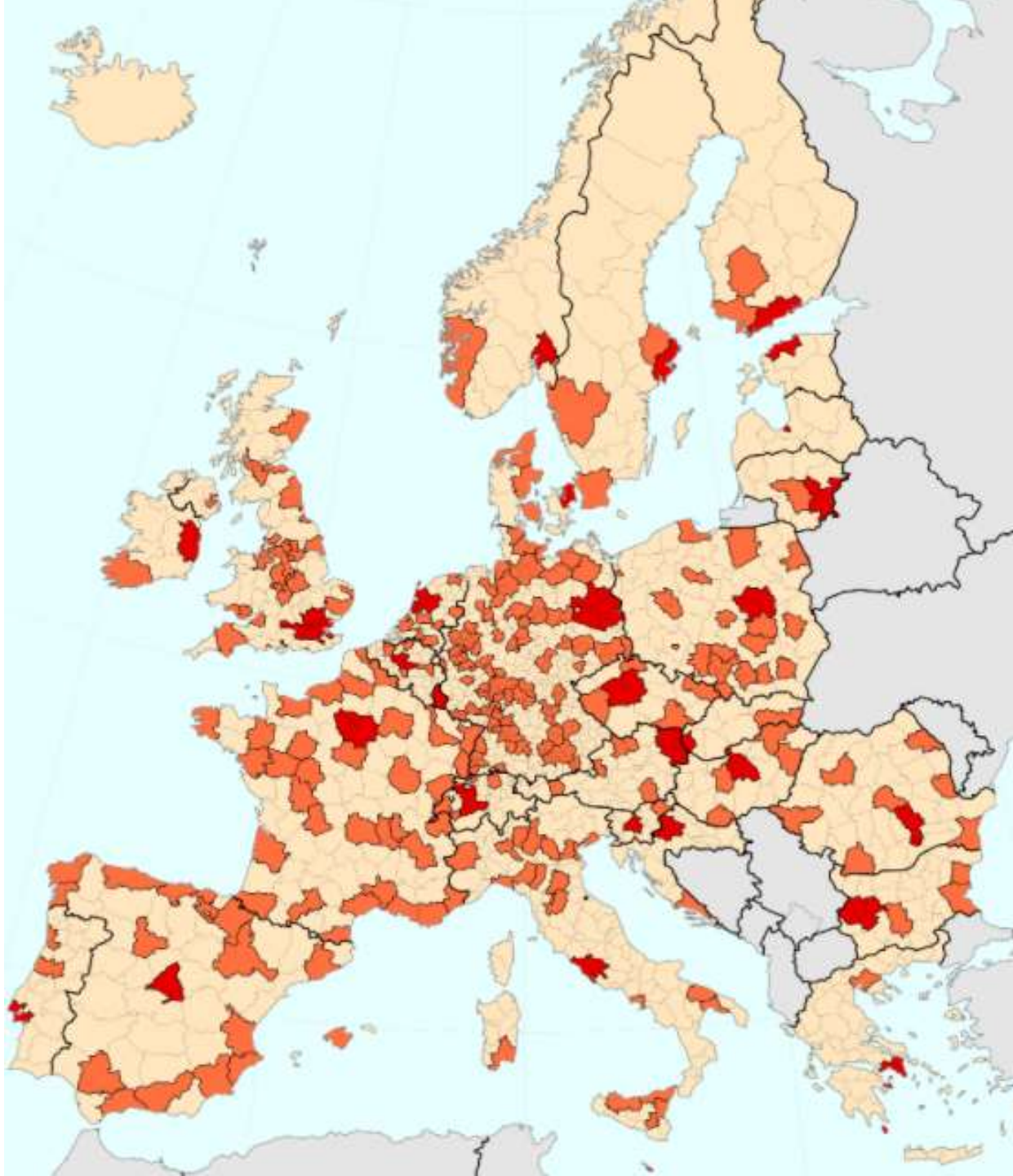
European Metropolitan Areas: Governance Systems, EU Policies and Post-Pandemic Futures

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1. What are metropolitan areas?

- **Many different definitions**, confusion between terms Functional urban areas, Metropolitan areas, Metropolitan regions
- **Eurostat**: metropolitan regions are NUTS 3 regions or a number of such regions that together form an agglomeration of at least 250 000 inhabitants
- Each agglomeration is represented by at least one NUTS 3 region. If in an **adjacent NUTS 3 region more than 50% of the population also lives within this agglomeration**, it is included in the metro.
- There are 300 million people living in these EU metropolitan regions, **60% of EU inhabitants**



- Capital metropolitan regions
- Metropolitan regions
- Non-metro regions

Source:
[https://ec.europa.eu/eurostat/
web/metropolitan-
regions/background](https://ec.europa.eu/eurostat/web/metropolitan-regions/background)

2. Governance of metropolitan areas

OECD Metropolitan Governance Survey, conducted in 2014 in 263 metropolitan areas with more than 500 thousand inhabitants, to explore what kind of governance arrangements exist.

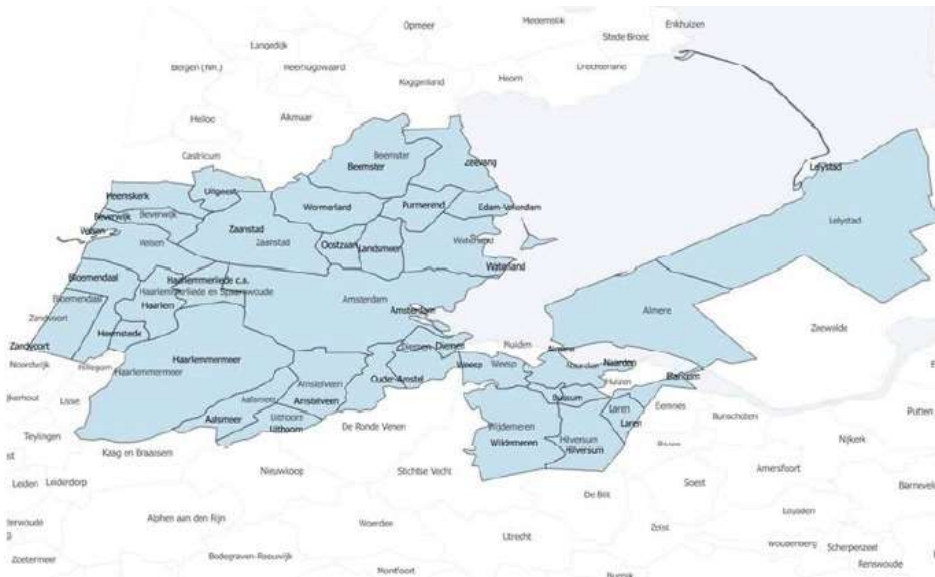
In OECD countries metropolitan areas can be classified into three, roughly equal categories:

1. **strong coordination** by inter-municipal authorities, supra-municipal authorities or metropolitan cities;
2. **weak** informal/soft coordination;
3. **no** coordination at all.

AMSTERDAM METROPOLITAN AREA

There are metropolitan formations with different spatial scale around Amsterdam. None of them fit precisely the OECD defined functional urban area: one is smaller with strong competencies in public transportation (**Transport Region**), another a bit smaller and still weak in fostering negotiations (**Metropolitan Area**), while one is substantially larger and concentrating on economic cooperation (**Randstad**).

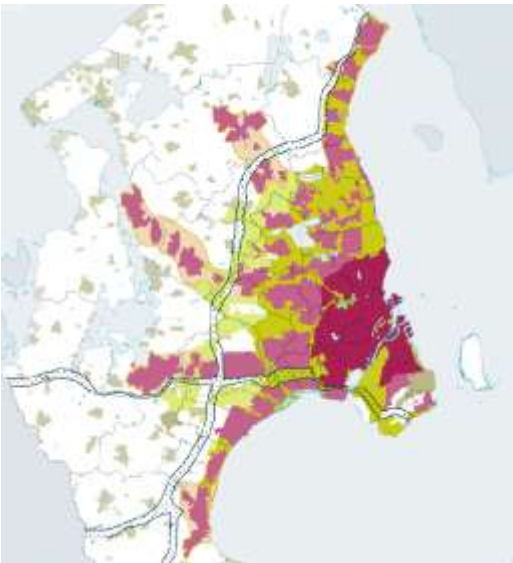
Metropolitan coordination has been formalized in 2017, based on 33 municipalities, 2 provinces and the transport authority signing a covenant, with loose institutional structure (**coordination team and bureaus**). The metropolitan level does not have any competencies, the strongest power (e.g. spatial planning, housing) is delegated to the municipal and provincial levels.



Since 2017, new energies are channelled into metropolitan cooperation: **housing, transport and economic** issues were selected to elaborate **action plans and formulate action groups**. The ideas were accepted by **33 municipalities and 800 politicians** in spring 2017. This fact generates hope for further interactions and coordinated planning.

COPENHAGEN METROPOLITAN AREA

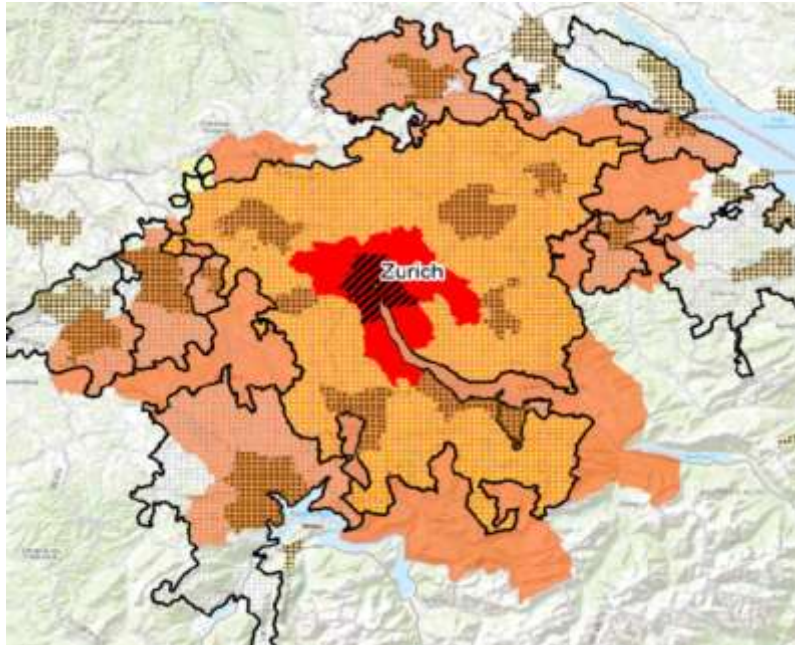
There is **no formal metropolitan level organisation** around Copenhagen: the Region (29 municipalities) is smaller than the metropolitan area (34 municipalities) and its competencies are practically limited to health care. After the government reform of 2007 there is **no governmental wish** for establishing metropolitan organisation. The coordination of metropolitan development is based on a **very strong spatial plan** (Finger Plan), elaborated by the central government, and this plan provides binding guidelines for local land-use plans. The metropolitan level cooperation happens under the auspices of the **compulsory metropolitan spatial plan** which defines the core, peripheral and green areas and also includes strong planning principles that the municipalities must keep: transport zones, growth areas, protection of green areas. This plan is able to protect the natural landscape and divert growth into areas where public transportation is well developed.



There are deficiencies of this model: the externalities of development (like socially vulnerable households migrating to Copenhagen and in **need of social housing**) may **not be properly distributed among the settlements**. In addition there are **no compensation methods** developed for areas that have less growth potential. Furthermore, there are **no tools to accelerate growth** in areas where it would be feasible but the settlements are reluctant to implement it.

ZÜRICH METROPOLITAN AREA

- Switzerland defined metro areas and **prescribed mandatory cooperation** within these
- Zürich (415 th) is center of the metro area (1,9 mill), including **8 cantons and 122 settlements**, which comprise the Zürich Metropolitan Association
- It took 7 years to build up cooperation, with **regulation of growth** and working out how to **compensate** those whose growth is limited.

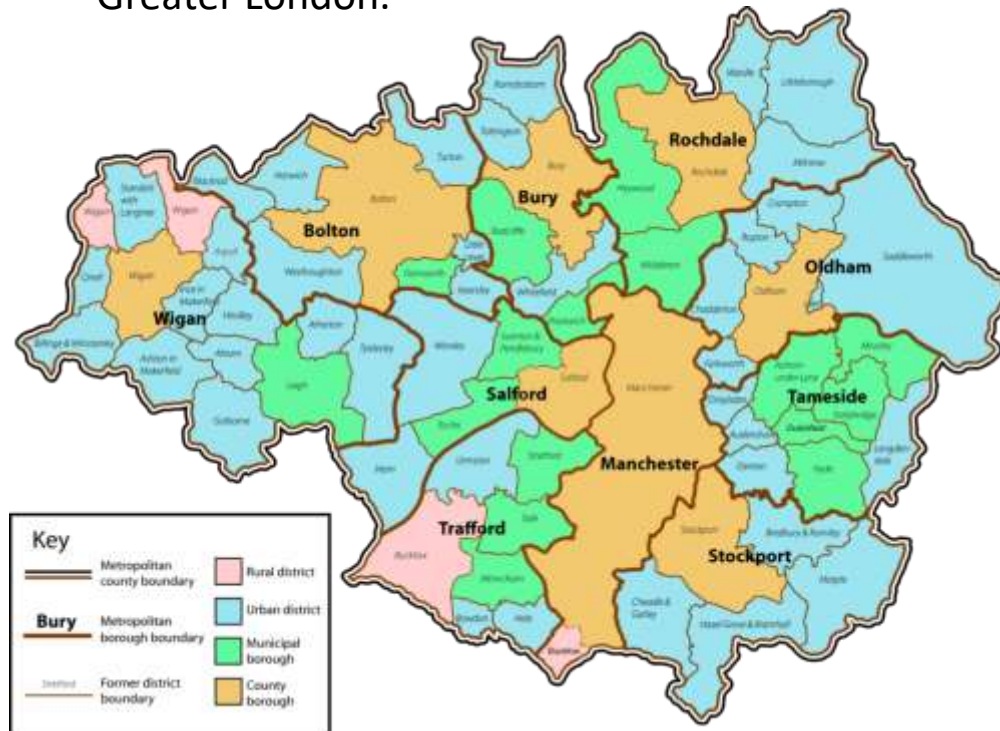


The agreement was achieved in the **informal level of planning conference**, the resolution of which is not binding but **will be gradually taken over by the 8 cantons** which make binding decisions.

At the initiative of the **national government** strategic spatial planning is used as **meta-governance tool**.

MANCHESTER METROPOLITAN AREA

Greater Manchester as a spatial term **has its own tradition**: since the early 1970s the area operated as a single entity, even after 1986 when the county council was abolished, the voluntary service cooperation remained close-knit. Organisational innovation came around in the recent years in the form of the **Combined Authority** (2011) which is expanding its competency over various new fields and competencies through city deals with the national government, and the introduction of a **directly elected mayor** (2017). By now, the Greater Manchester metropolitan cooperation has become the strongest combined authority after Greater London.

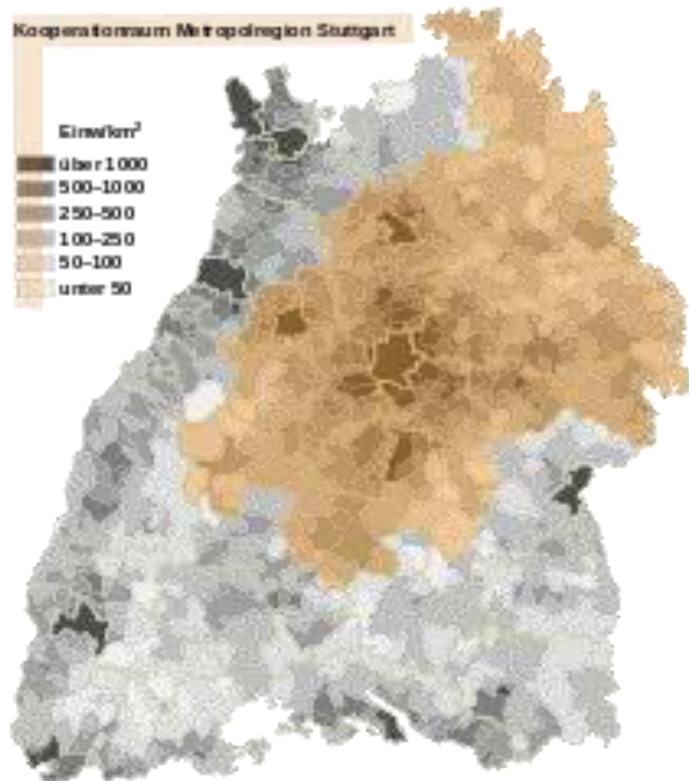


The GMCA has **strategic control over services provision** organisations in the area in transportation, waste management, police and fire protection. Besides, it **operates funds, creates strategies, and collects and disseminates information**. It is also becoming an integrator and coordinator of financial resources in the sphere of health services and disease prevention.

STUTTGART METROPOLITAN AREA

Verband Region Stuttgart is a public body for an area of 2.7 million inhabitants (around Stuttgart city having 630 th inhabitants). VRS has been officially established in **1994**. It comprises of **179 local municipalities** of varying sizes; a little less than one-fourth of its inhabitants are residents of Stuttgart itself.

The Stuttgart Region is the **only region in Baden-Württemberg with a directly elected assembly**. Voting happens the same time as the local and county elections do. The electorate votes for a party list.



Every five years the population decides who will represent their interests in the Regional Assembly. The members of the Regional Assembly are elected by proportional representation (lists). There are **87 delegates** in the current 5th Regional Assembly. There is a **regional director** elected, who represents the association and leads the Administration.

Verband Region Stuttgart derives its income mainly from two sources: **levies and other grants** (e.g. regional funds for the commuter rail system).

EUROPEAN METROPOLITAN AREAS: TWO MODELS

Two viable approaches exist to the handling of metropolitan challenges:

- **procedural**, i.e. striving for mechanisms and rules which allow for coordinated activities on a sufficiently large metropolitan territory, not necessarily in fixed territorial constellations (**Amsterdam, Copenhagen, Zürich**)
- **institutional**, i.e. the creation of a metropolitan organisation on a fixed territorial basis with sufficiently large range of competences (**Stuttgart, Greater Manchester, and also AMB**)

These two approaches are very different but not mutually exclusive.

The metropolitan scale according to the self-definition of the metropolitan actors

Amsterdam	Copenhagen	Zürich	Greater Manchester	Stuttgart	Barcelona
0.883 million	1.370 million	0.422 million	0.549 million	0.635 million	1.593 million
2.4 million inhabitants, 33 municipalities (2015)	2 million inhabitants, 34 municipalities one third of the national population	1.9 million inhabitants (2006), 238 municipalities one fifth of the national population	2.7 million inhabitants (2011), 10 boroughs	2.7 million inhabitants, 179 municipalities one quarter of the population of Baden-Württemberg	3.2 million inhabitants, 36 municipalities (AMB) 43% of the population of Catalonia

Type of representation on the metropolitan level

Amsterdam	Copenhagen	Zürich	Greater Manchester	Stuttgart	Barcelona
Informal, no representation worked out	No organisation	Each municipality + 8 cantons at the Metropolitan Conference , 8 representatives by the cantons and 8 by the municipalities: Metropolitan Council	Greater Manchester Combined Authority Councillors of the 10 boroughs are the council members + directly elected mayor	Region Stuttgart Directly elected members of the Assembly (election based on party lists)	AMB Àrea Metropolitana de Barcelona Metropolitan Council with 90 metropolitan councillors (weighted representation)

Functions exercised on the metropolitan level

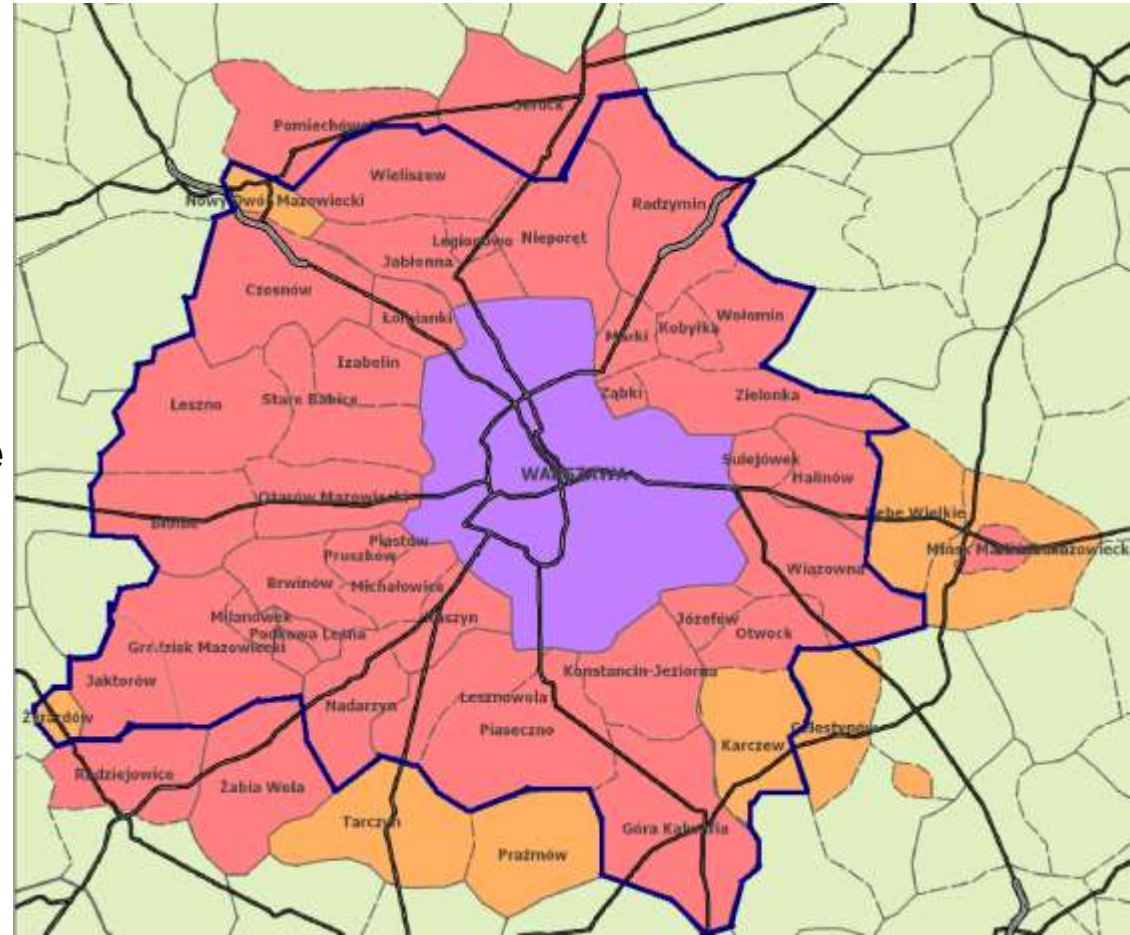
Amsterdam	Copenhagen	Zürich	Greater Manchester	Stuttgart	Barcelona
Forum for bi- and multi-lateral negotiations	Strong spatial plan (Finger Plan) elaborated on national level	Spatial planning. Lobbying towards the central government. Pilot projects with metropolitan relevance	Public transport and highways, spatial planning, economic development, police, waste management, health care coordination, funds in social and housing topics	Public transport. Spatial planning. Economic development. Branding	Public transport, territorial planning, urban planning. Common services: water, waste, environment, slightly social and housing issues

Scale of the budget on metropolitan level (annual)

Amsterdam	Copenhagen	Zürich	Greater Manchester	Stuttgart	Barcelona
No budget	No budget	Appr. 0.9 million EUR	Appr. 340 million EUR with direct competencies, about 2,2 billion EUR with all common services (in addition controls different funds and national sources)	Appr. 350 million EUR	684 million EUR for the metropolitan administration (AMB); 1,7 billion EUR with all the metropolitan companies and institutions

ITI – Teritorial definition of the Warsaw Functional Area

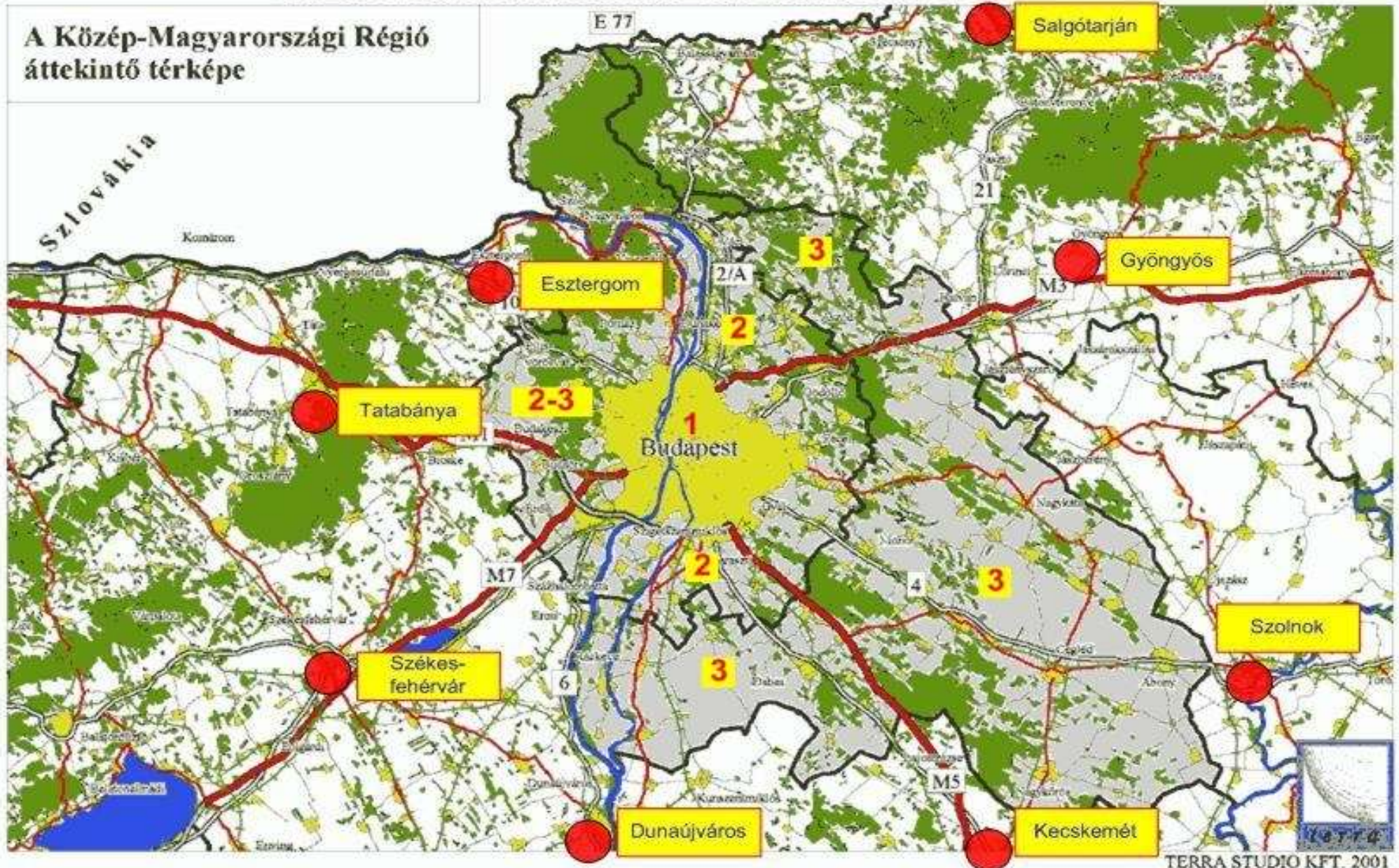
- surface: 2.932 sqkm.
(8% of the surface of the region)
- population:
2.656.917 inhabitants
(50,3% of the population of the region)
- **40 communes – including Warsaw**
(within 11 counties)



Budapest metropolitan area

KÖZÉP-MAGYARORSZÁGI RÉGIÓ STRATÉGIAI TERV

A Közép-Magyarországi Régió
áttekintő térképe



Innovations in the institutional model

- Strengthen the political leadership: adopt **direct election** of the council, or at least of the president of the metropolitan area
- Get **more functions** (at least coordinating) from higher tiers, get more delegated functions from below
- Increase the **financial resources** about which the institution can freely decide (more support from above, more transfers from below; introduce specific taxation revenue)
- Strengthen economic development **cooperation with the private sector** through boards, panels and committees
- Develop **strategic thinking capacity** on the metropolitan level
- Promote the **metropolitan identity** among the residents

Innovations in the procedural model

- Adopt **national directive defining the planning principles** for the metropolitan area to which the included municipalities must adhere (Danish government for Copenhagen)
- Adopt **higher level regulations enforcing cooperation** in an indirect way (Swiss government for Zürich, etc.)
- Encourage **bilateral cooperations** along a loosely defined strategic plan among the stakeholders through win-win Action Plans (Amsterdam)

Metropolitan cooperation can be achieved through collaboration and planning agreements within frameworks established by higher administrative levels (national or regional governments). Under such circumstances **even certain metropolitan planning bodies can be established**, with no further aim to develop this level into a strong administrative layer of government.

The process of metropolitanization

The procedural and institutional approaches are not exclusionary and **might even follow each other in time** in the development of metropolitan relations of given cities.

Moreover, tackling the problems of a metropolitan area might require **a combination of the different approaches** and the application of different tools at the same time.

- Illustration: Barcelona Metropolitan Area, where the problems of **functional deficiencies** and of **territorial mismatch** require the **combination of the two approaches**. In both the help of the regional level would be important.

Drivers of metropolitanization

- Besides the **cities themselves** it is the **national level** which has the most important role to play in strengthening the metropolitan cooperations around larger cities.
- The acceleration of metropolitan cooperation (whether in institutional or procedural form) **usually occurs as a reaction to crisis situations**. Local actors feel the need for more cooperation if they experience the loss of either economic or environmental competitiveness. Such circumstances may also convince the national level to act as a driver of metropolisation.

Thanks for your attention!



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