



METREX Expert Group on  
Metropolitan Governance

## **Integrated Metropolitan Strategies**

Exploratory Discussion Note

June 2005

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## **Appendix**

**Detailed diagram showing the relationships that may require consideration in the preparation of an Integrated Strategy for a metropolitan region or area**

Note that this diagram has been prepared for printing at A3 size and may require printing in two A4 sections.

## **1 The importance of metropolitan regions and areas to Europe's future**

It is clear that Europe's metropolitan regions and areas have a key role to play in the economic, social, territorial and environmental future of the continent. The Lisbon Strategy, the Third Cohesion Report, the European Spatial Development Perspective and the Gothenburg Strategy all support this conclusion.

However, it is also clear from the experience of METREX, and through the experience of the InterMETREX project (Benchmark of effective spatial planning and development practice), that this role will not be achieved without effective metropolitan governance.

## **2 The importance of effective metropolitan governance**

Effective metropolitan governance means,

- 1 Having the competence to take the integrated strategic decisions necessary to secure the longer-term economic, social and territorial future of a metropolitan region or area, in terms of development and the provision of services.
- 2 It also means have the competences to ensure the implementation of such strategic decisions and to safeguard them thereafter.

Earlier stages in the work of the METREX Expert Group on Metropolitan Governance concluded that there seemed to be three basic models of governance in practical use in Europe.

- 1 Comprehensive - A statutorily elected metropolitan authority with a full portfolio of competences and the powers to use these effectively.
- 2 Selective - A statutorily elected, or appointed, authority or body with selective powers tailored to address the key strategic issues in the metropolitan region or area.
- 3 Voluntary - A voluntary grouping of authorities or bodies within a metropolitan region or area with limited or advisory powers only.

The governance arrangements that are chosen in any particular set of circumstances will depend on a common agreement by all the stakeholder interests in a metropolitan area on the key issues that have to be addressed. This process of agreeing the common objectives to be achieved through effective metropolitan governance will require political initiative and leadership.

The work of the European Spatial Planning Observatory Network (ESPON) has identified a number of Functional Urban Areas, which are urban areas and their hinterlands that have strong functional inter-relationships (journey to work areas, retail catchment areas, housing market areas etc.). A number of these have been identified as Metropolitan European Growth Areas (MEGA). In addition there are a number of polycentric clusters of metropolitan areas that, taken together, could also function as MEGA. The ESPON assessment is reflected in the conclusions of the Third Cohesion Report.

The ESPON assessment provides a useful basis from which the PolyMETREXplus project has been developed. The project seeks to provide a metropolitan strategic planning interpretation of how a better European urban balance (between the core London/Paris/Rhine/Ruhr area and the rest of urban Europe) might be achieved. Part of this would be the development of effective metropolitan governance of itself and, in addition, the governance of wider polycentric clusters or groupings of metropolitan areas.

### **3 Preparing Integrated Strategies for Metropolitan Regions and Areas**

It is in this context that this short exploratory Discussion Note has been developed. It sets out a template of the basic relationships that need to be considered when preparing an Integrated Metropolitan Strategy. These include,

- 1 The horizontal relationships between tiers of government, from the EU and Nation States to metropolitan regions and areas and the more local levels.
- 2 The horizontal relationships between sectoral functions, at these levels of government, including Corporate planning, Spatial planning, Social Services, Housing, Infrastructure, Waste, Business and the Environment.
- 3 The vertical relationships between sectoral functions within metropolitan regions and areas.

This approach is illustrated below.

Integrated Metropolitan Strategies	PUBLIC SECTOR		Integrated public/private planning		PRIVATE SECTOR	
	EUROPE	NATION STATES	METROPOLITAN REGIONS AND AREAS	LOCAL	BUSINESS SECTORS	MAJOR COMPANIES
<b>GOVERNANCE STAKEHOLDERS AND FUNCTIONS</b>  1-9 Possible vertical and horizontal strategic planning relationships			1 Integrated strategic planning			
<b>CORPORATE PLANNING</b>			2 Integrated Public Sector strategic planning			
<b>SPATIAL PLANNING</b>			3 Integrated public sector spatial planning			
<b>SOCIAL SERVICES</b>			4 Integrated sectoral planning			
<b>HOUSING</b>			5 Integrated sectoral planning			
<b>INFRASTRUCTURE</b>			6 Integrated sectoral planning			
<b>WASTE</b>			7 Integrated sectoral planning			
<b>BUSINESS</b>			8 Integrated sectoral planning			
<b>ENVIRONMENT</b>			9 Integrated sectoral strategic planning			

The above template sets out the relationships that should be considered in the formulation of integrated strategies at the level of the metropolitan region or area. They are set out in more detail in the attached Appendix.

The template can be used in either the comprehensive, selective or voluntary models of metropolitan governance set out on page 3.

The template has the following operational components.

#### Governance

- 1 An effective governance mechanism (Comprehensive, Selective, Voluntary or some variation of these) that is appropriate to the strategic issues that have to be addressed in the metropolitan region or area concerned

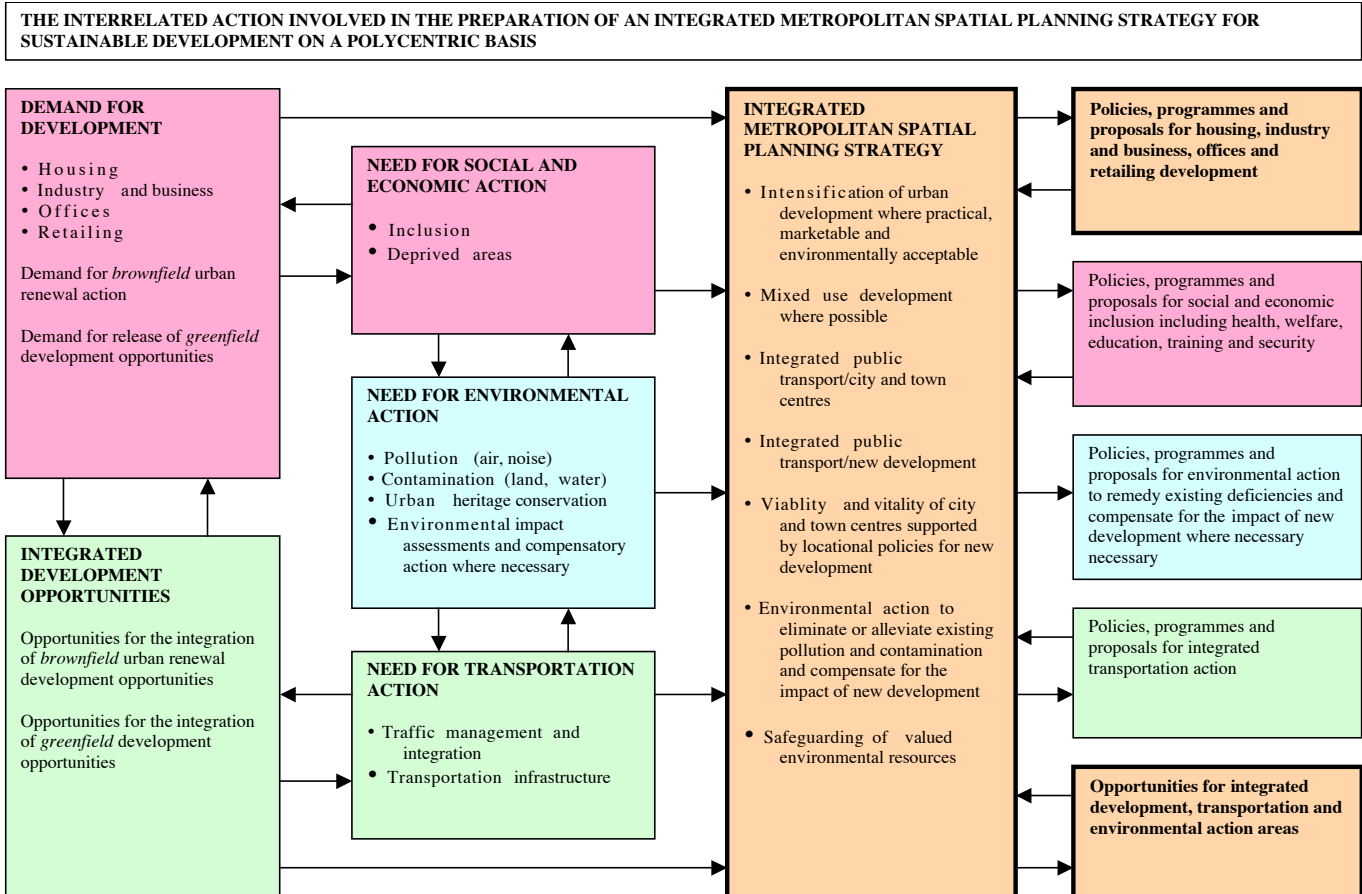
#### Integrated corporate strategic planning

- 2 A Corporate Planning process that facilitates the integrated public/private consideration of Strategies, forecasts, financial plans and budgets across the European, Nation State, Metropolitan and local levels of governance
- 3 A Spatial Planning process that facilitates the integrated public/private consideration of Strategies, sectoral plans, area plans and major projects

#### Integrated sectoral planning

- 4 An integrated Sectoral planning process for Social Services
- 5 An integrated Sectoral planning process for Housing
- 6 An integrated Sectoral planning process for Infrastructure (Water, Transport, Communications, Energy)
- 7 An integrated Sectoral planning process for Waste
- 8 An integrated Sectoral planning process for Business
- 9 An integrated Sectoral planning process for the Environment

These suggestions are only indicative of an approach and are not exhaustive. The key point is that effective metropolitan governance requires the capability for integrated corporate and spatial planning, together with integrated sectoral planning and that these components should be brought together through an Integrated Metropolitan Strategy. The process through which this can be done is set out in the InterMETREX Practice Benchmark, for Spatial Planning, but the same process can be applied to Corporate Planning (see the following diagram).



An integrated Corporate Strategy will be concerned with the balance of demand for, and supply of, services as well as the balance of supply and demand for development. However, the approach to an Integrated Spatial Planning Strategy, set out above, remains relevant to this process and to other functional sectors.

Integrated Metropolitan Strategies		PUBLIC SECTOR				PRIVATE SECTOR			
		EUROPE		NATION STATES		REGIONS AND METROPOLITAN AREAS		LOCAL	BUSINESS SECTORS MAJOR COMPANIES
<b>GOVERNANCE STAKEHOLDERS AND FUNCTIONS</b>		1- 8 Possible vertical and horizontal strategic planning						2 Integrated Public Sector strategic planning at the National/Regional-Metropolitan/Local levels having regard to EU contexts and relationships with the Private Sector	
<b>CORPORATE PLANNING</b>		Integrated Strategies Population forecasts Economic forecasts Client group forecasts Area forecasts Financial Plans and Budgets		Lisbon Strategy Göteborg Strategy Cohesion Strategy  National Lisbon Strategies  Structural economic change Labour supply/demand Social needs Social exclusion  National/Sectoral / Area budgets		Integrated Regional and Metropolitan Strategies  Structural economic change Labour supply/demand Social needs Deprived areas  Regional/Metropolitan budgets		Corporate partners    Local budgets	Economic partners Economic partners   Sectoral budgets Corporate budgets
<b>SPATIAL PLANNING</b>		Spatial Planning Strategies Sectoral plans Area plans Major projects		ESDP/Territorial Strategy International/Inter-regional Spatial visions  National Visions/ Frameworks		Spatial Strategies		Spatial Plans	Major programmes Major Projects Major programmes Major Projects
<b>SOCIAL SERVICES</b>		Health Primary Secondary  Education Tertiary Secondary Primary  Security Police Fire		Services  Universities		Hospitals  Colleges Schools  Services Services		Health centres  Schools	
<b>HOUSING</b>		Housing Public sector Private sector						Social housing	Home ownership housing Social housing Home ownership housing Social housing
<b>INFRASTRUCTURE</b>		Water Water Sewerage  Transport Road Bus services Rail Air Maritime  Communications Telecoms  Energy supply Electricity Gas Renewables		E Routes  HST Routes Corridors/routes Corridors/routes  Networks  Plants/Networks Plants/pipelines  Interchanges/ N Routes  Hubs/Networks Hubs/Airports/services Hubs/Ports/services  Networks  Plants/Networks Plants/pipelines Sources/Networks		Sources/services Plants/services  Interchanges/Networks Stations/services Stations/Networks Airports/services Ports/services  Networks  Plants/Networks Plants/pipelines Sources/Networks		Networks Services	Service Providers Service Providers  Service providers Interchanges/Networks Service providers Hubs/Networks Hubs/Airports/services Hubs/Ports/services  Service providers Networks  Service providers Service providers Service providers Sources/Networks
<b>WASTE</b>		Waste treatment and management							Service providers Plants
<b>BUSINESS</b>		Manufacturing  Services Business services Retailing Tourism  Minerals Coal Aggregates Other  Agriculture Extensive Intensive  Natural resources Forestry Wind farms		Economic support and partnership  Training Support for Innovation Support for R and D Support for Technology transfer  Provision of development opportunities Grants and allowances Support for SME's  Promotion and marketing		Economic support and partnership  Provision of development opportunities  Promotion and marketing		Industrial associations Major companies  Service providers Retail trade Tourism industry  Coal industry Aggregate industry  Agriculture industry  Forestry industry Renewables associations	Major companies Major companies
<b>ENVIRONMENT</b>		Natural resources Scenic areas Habitats Water resources Recreation areas Air quality  Built heritage Urban heritage Archaeology		Natura 2000 sites  National scenic areas  National Parks  World heritage sites  National heritage		Regional scenic areas  Regional Parks Pollution hot spots  Regional heritage		Local parks	Leisure provision