



Unlocking the metropolitan potential: the benefits of territorial partnerships



Photo: Marius Vasile

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Metropolitan Regions and Areas, what are they?

Towards a Metropolitan Observatory

Moderator

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Output from the METREX Members' Survey
and discussion with

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METREX Fellow 24-25

Update on Mapping METREX
with

Mariana Faver

Province of South Holland



METREX Members' Survey

Ioana Ivanov, METREX Bernd Steinacher Fellow

Contents



- Members' Survey interim results
- Additional evidence
- Reflections for a Metropolitan Observatory



Overview



Avg. population: 2,319,056
(244.920 – Oradea, RO; 12.420.000 -
Institut Paris Region)

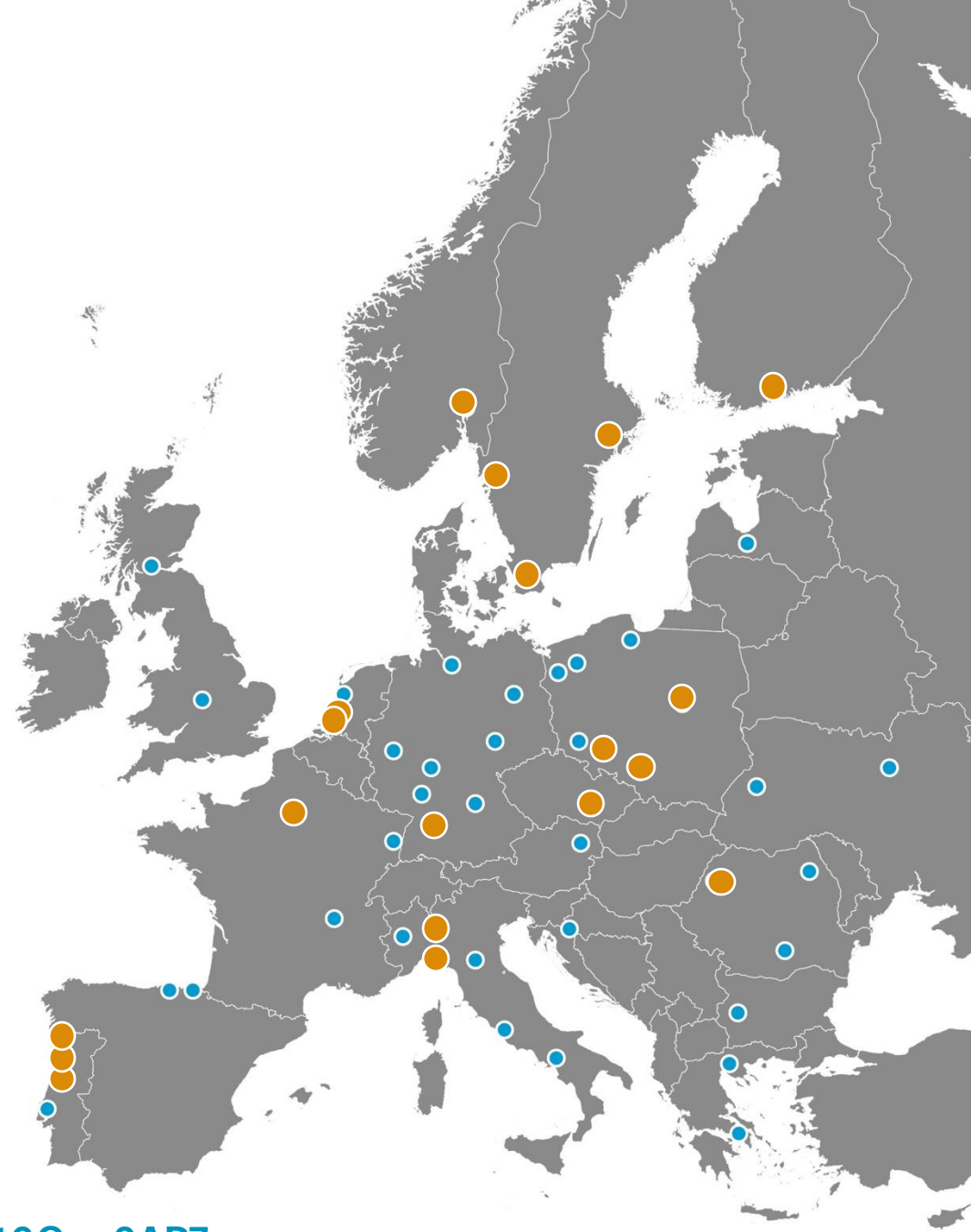


Avg. total annual budget: 3.8 bln. EUR
(209,302 EUR – Warsaw; 31.16 bln. EUR
- Institut Paris Region)*

**data for 12 out of 19 respondents*



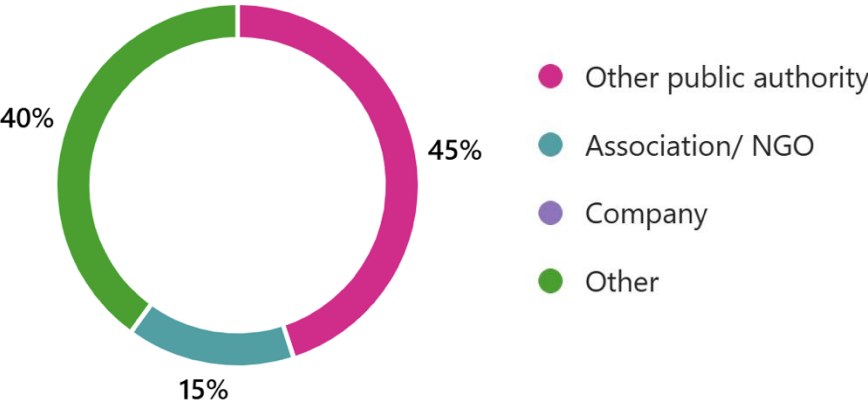
Between 5 and 45000 FTE
(to be further investigated)



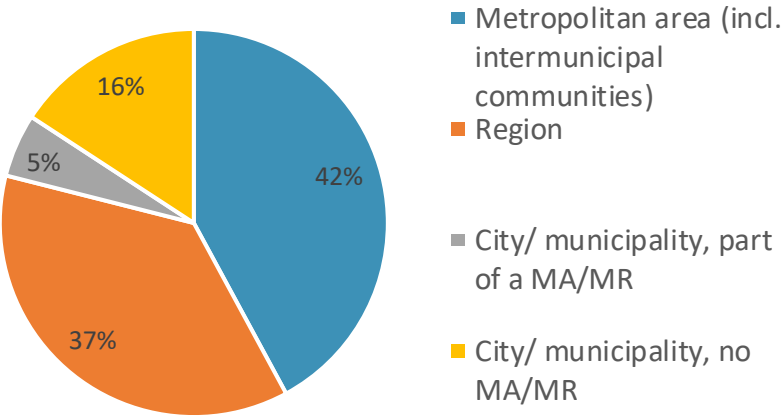
20 answers; the survey is open: <https://forms.office.com/e/Ft0Quc0AR7>

Governance

Legal status



Respondent typology



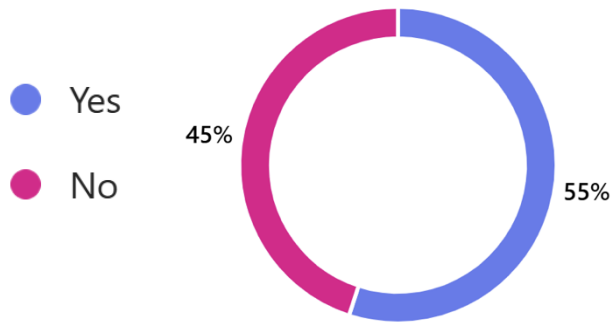
! no formal MA established = no budget assigned

	Metropolitan ORGANISATION: Members	Metropolitan TERRITORY: Municipalities/ jurisdictions covered
The City of Brno (Brno Metropolitan Area)	1 (incl. no formal MA established)	184
City of Helsinki	1	1
Helsinki Uusimaa Regional Council	3	26
Institut Paris Region	1	1337
Verband Region Stuttgart	179	179
Metropolitan City of Milan	1	134
Province of South-Holland	50	50
Municipality of The Hague	21	21
City of Oslo	2 (no formal MA established)	22
Warsaw Metropolis Association	79	79
Górnośląsko-Zagłębiowska Metropolia	41	41
Wrocław City Hall - Municipality Wrocław	1 (no formal MA established)	44*
CIM Cávado	6	6
Porto metropolitan area	17	17
Intermunicipal Community of Coimbra Region (CIM-RC)	19	19
Oradea Metropolitan Area (Romania)	12	12
Region Skåne	1	33
Region Stockholm	1	26
The Gothenburg Region (GR)	13	13

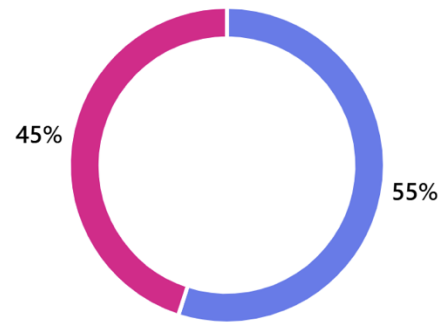


Governance (2)

Decision-making body directly elected



Legislative/ regulatory powers



Territorial overlap with other organisations serving the metropolitan level

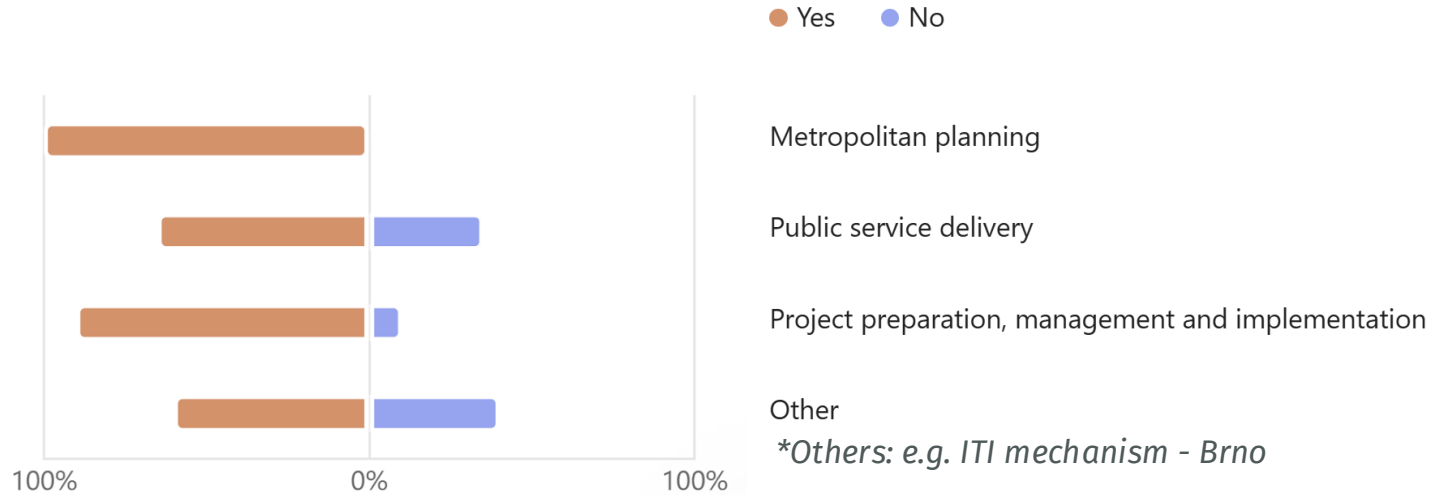
- Regional/ metropolitan transport authority/ association (e.g. Helsinki)
- Regional/ metropolitan environmental authority/ services (e.g. Helsinki)
- Urban/ metropolitan planning (e.g. Atelier Parisien d'urbanisme)
- Regional healthcare organisation/ consortium (e.g. HUS Helsinki University Hospital)
- Regional business/ economic development (e.g. Business Region Göteborg)



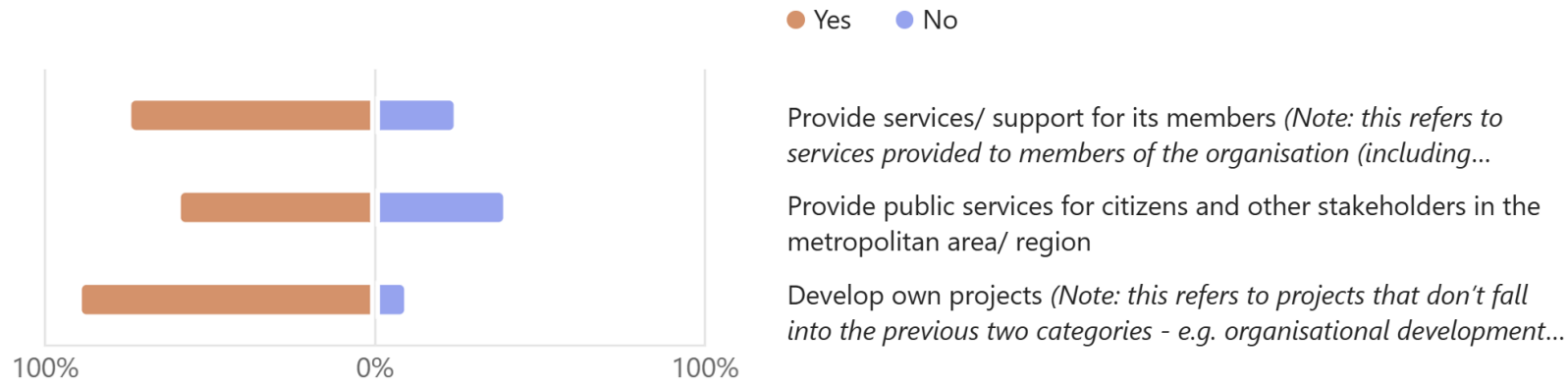
All respondent organisations are multi-purpose organisations (covering several topics related to metropolitan development); in the case of Oslo and Akershus, cooperation is based on a number of agreements and joint boards for collaboration.



Competences



- All respondent organisations are multi-purpose organisations (covering several topics related to metropolitan development);
- in the case of Oslo and Akershus, cooperation is based on a number of agreements and joint boards for collaboration.



Competences (2)

Services

Consulting and support: Guidance for the development and funding of projects, ITI implementation, interpreting regulations, technical studies

Data and analysis: Provision and management of regional/ metropolitan data

Funding: Economic development programs, procurement, National Recovery & Resilience Plan management.

Public Services: Public transport systems, energy clusters, PS management.

Training: Training for municipal staff, workshops on various topics.

Planning: Strategic planning, transport & SUM planning, spatial planning, sustainability plans.

Public Relations: Recruitment notices, cooperation with neighbouring municipalities, advocacy.



Own projects

Transnational and regional cooperation: Strengthening metropolitan governance in Europe, nature development, infrastructure, public transport.

Data and analyses: Studies on mobility, population, and food cooperation.

Thematic surveys/ analyses: Transport, infrastructure, green transition, cultural heritage.

Research Projects: e.g. on climate adaptation, economic development.

European Projects: Welfare, urban regeneration, student housing, cultural projects.

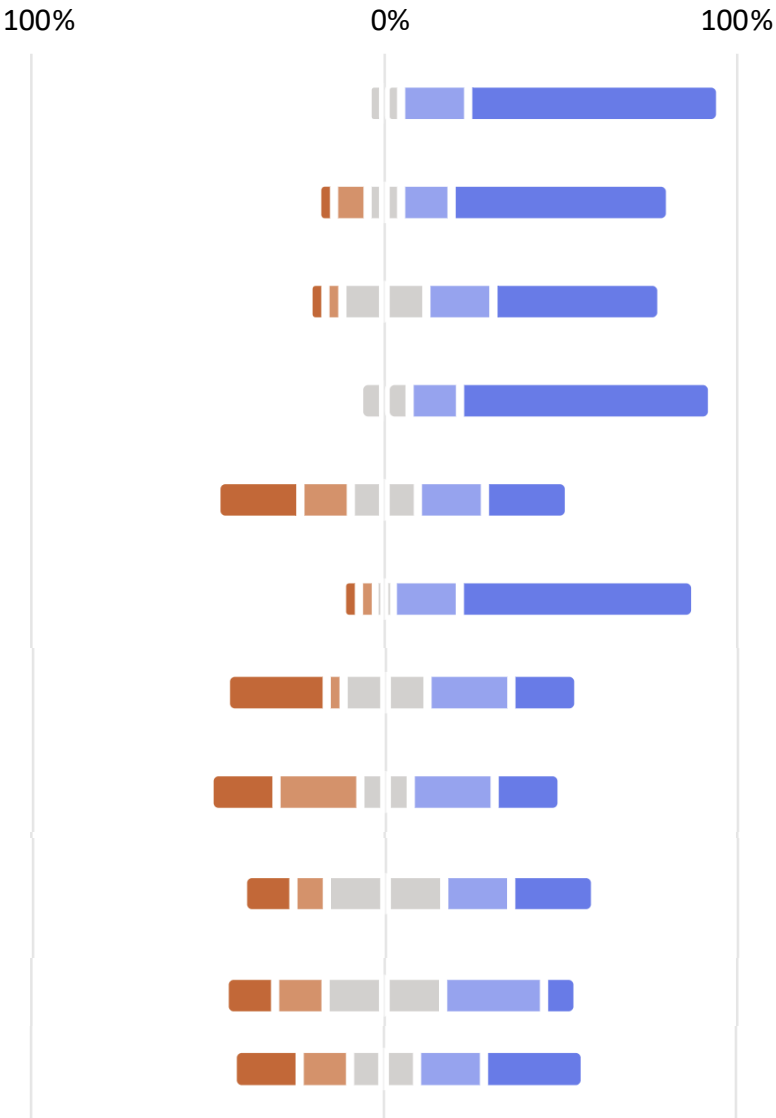
Strategic Planning: Integrated Territorial Investments, mobility plans.



Competences (3)

1 2 3 4 5

- Strategic planning
- Spatial planning
- Metropolitan databases and observatories
- Mobility/ transport planning
- Housing
- [Public] transport
- Education
- Tourism
- Infrastructure development (hard infrastructure)
- Energy
- Culture, Leisure



Topics with highest budget shares

Education (up to 50%)

Urban environment

Public transport (up to 90%)

Healthcare (up to 90%)

Transport infrastructure (roads, metro, tram)

Social affairs and welfare

Cultural and community development:
participation, heritage

Strategic and spatial planning

Technical studies

Economic development and regional growth.



A word cloud visualization of budget topics. The central and largest text is "transportbudget". Other prominent words include "growth approx", "funding", "krProject funding", "public transport", "Schools", "regional", "transport system", "transport approx", "mobility", "planning", "krUser fees", "urban environment", "shares are the following", "Oslo-Fornebu", and "package of investments". Smaller words include "Schools & education", "topics of projects", "Joint studies", and "transport system". The words are arranged in a circular pattern around the central "transportbudget" text.

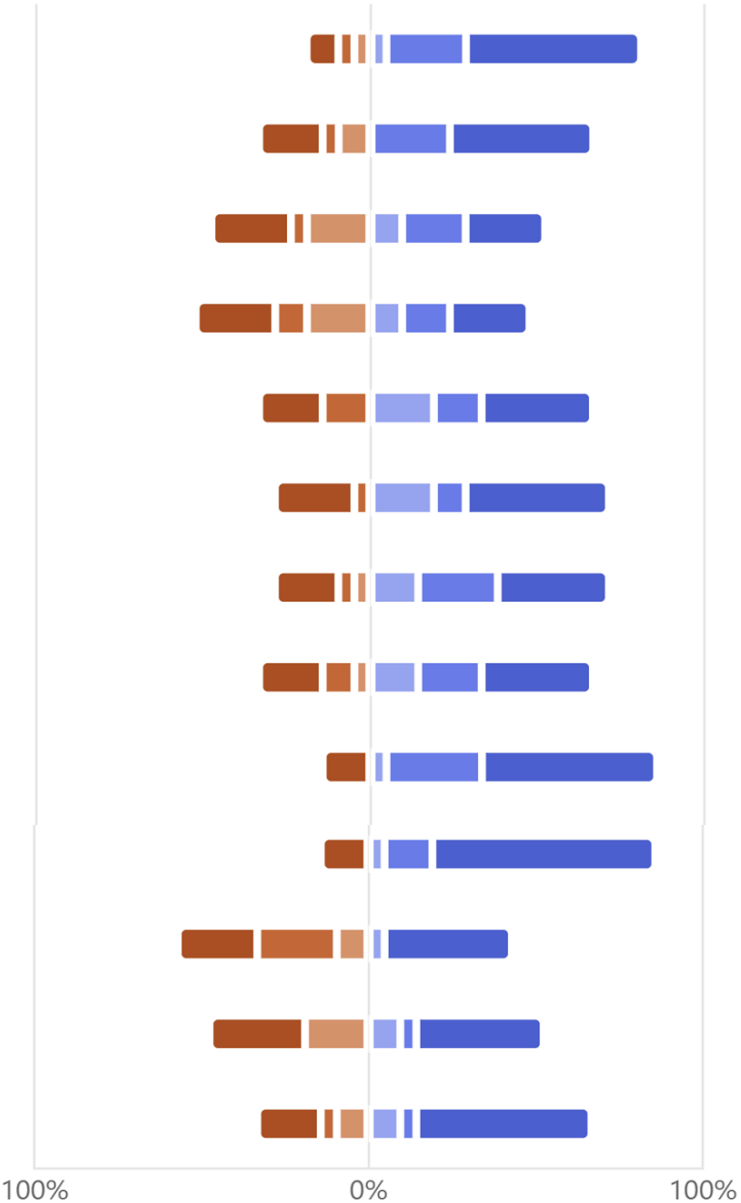


Revenue sources

1 2 3 4 5 Not applicable

- Membership fees
- European funds - Cohesion policy through the ITI mechanism
- European funds - Cohesion policy, except for ITI mechanism
- Other EU funds
- User fees and charges (e.g. associated to public services)
- Member fees and charges for specific services (i.e. charged for the provision of specific services, not related to the membership fee)
- General purpose (unconditional) intergovernmental transfers
- Specific purpose (conditional/ earmarked) intergovernmental transfers
- Taxes (for individuals)
- Business taxes
- Public-private partnerships
- Loans and other financial instruments
- Other

Other: Contracts and agreements with public or private entities, funding for joint projects from national government, selling an energy company



Challenges

GOVERNANCE

DECISION-MAKING

LEGITIMACY

MANDATE

CAPACITY

LONG-TERM VISION & PREDICTIBILITY

- Insufficient powers and/or no formal structure of some metropolitan areas
- The metropolitan level does not have decision-making powers (no administrative level), these powers remain in the constituent, elected bodies (city/ county/ region etc.) – consultation and coordination is sometimes difficult
- The functioning of activities on voluntary basis is uncertain on the long-term – e.g. dependence on political will
- Insufficient human resources to implement complex activities



Challenges

FUNDING & FINANCING FRAMEWORK

CAPACITY

FUNCTIONALITY & QUALITY

LONG-TERM VISION & PREDICTIBILITY

[FINANCIAL] SUSTAINABILITY

- Lack of funding for the MAs with no legal status/ depending on competences - a need for the institutionalization of the metropolitan cooperation and establishment of funding & financing mechanisms
- Insufficient funding compared to the responsibilities assigned from the national government, the needs of the territory, citizens and businesses
- Limited funding might cover basic needs, but raises the need for innovative approaches to funding and financing to attract additional resources to improve the quality and well-being of citizen



Additional evidence (OECD, 2014)

- The definition of metropolitan governance body makes no reference to the powers of an organisation. The spectrum of organisations that are considered governance bodies ranges from purely consultative ones to those that have extensive legal powers
- average population per metropolitan area is slightly below 2 million
- there are governance bodies in 68% of the 263 analysed MAs
- three topics stand out as particularly common fields of work, present in all countries analysed: regional development, transport and spatial planning.

Source: *The OECD Metropolitan Governance Survey: A Quantitative Description of Governance Structures in large Urban Agglomerations*

Figure 3. Number of Metropolitan Areas

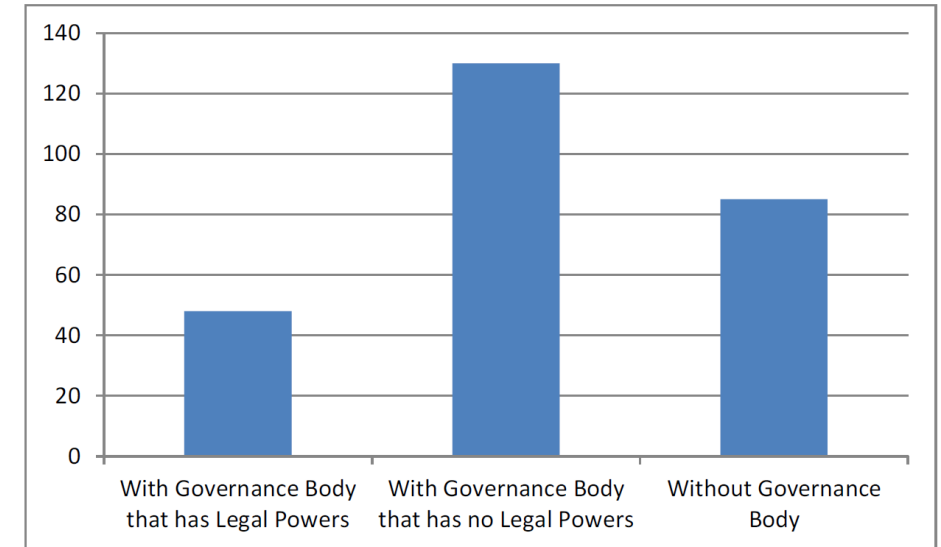
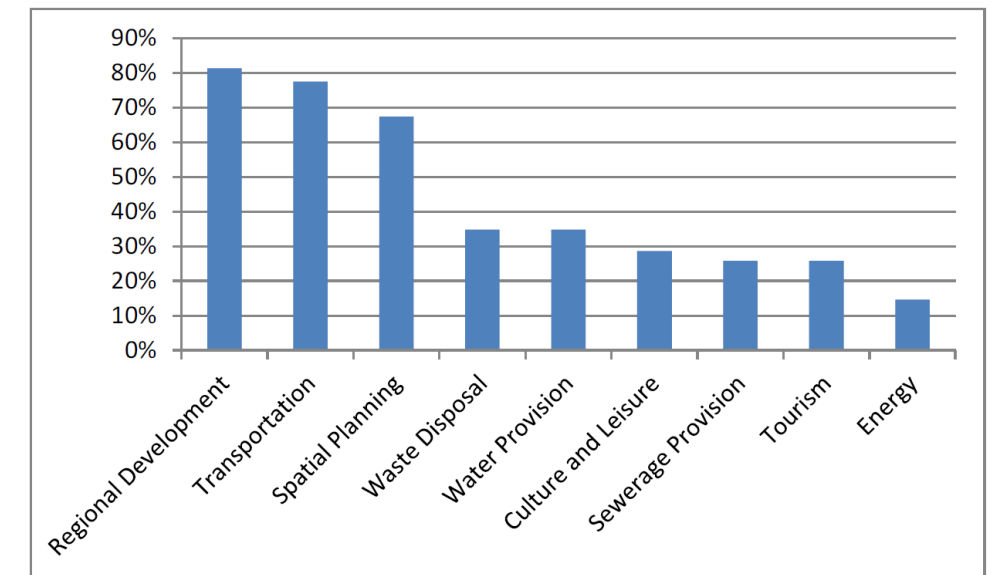


Figure 4. Share of Governance Bodies Active in Selected Fields



Additional evidence (OECD, 2014) (2)

- Per capita budgets are closely associated to the characteristics of the governance body - lower budgets for voluntary associations of governments that work through soft coordination, highest budgets for full local governments or inter-municipal associations with wide-ranging powers.
- Most commonly, bodies are made up of elected officials of the local governments whose territories they cover - are either appointed to the body by the local governments, or obtain a seat by virtue of their office
- Per capita GDP and the existence of metropolitan area governance bodies are positively correlated
- The existence of a governance body is strongly negatively correlated with the development of urban sprawl.

Source: *The OECD Metropolitan Governance Survey: A Quantitative Description of Governance Structures in large Urban Agglomerations*

Figure 6. Leadership of Governance Bodies

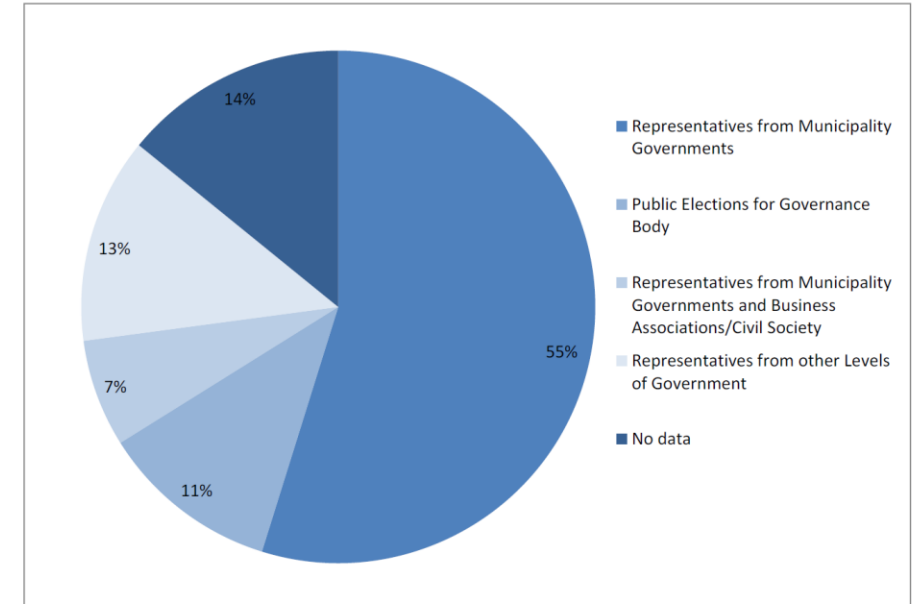
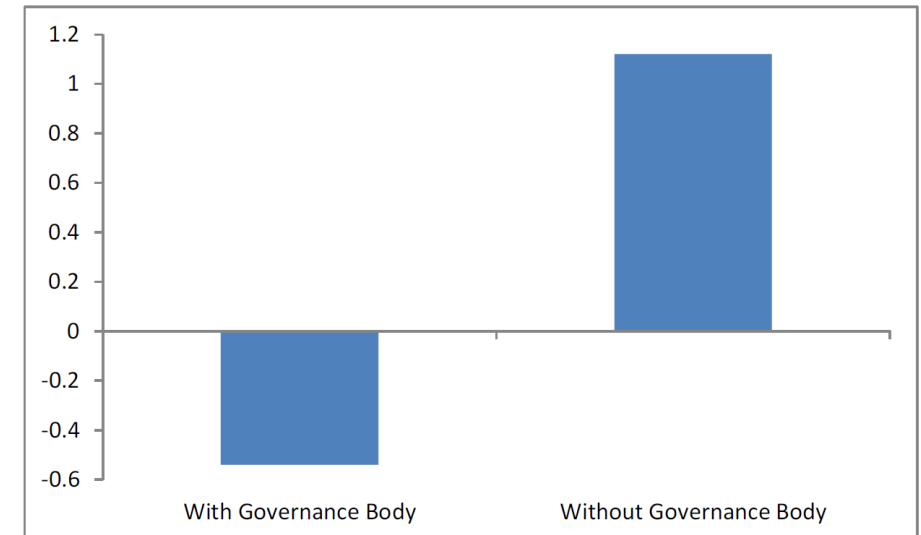
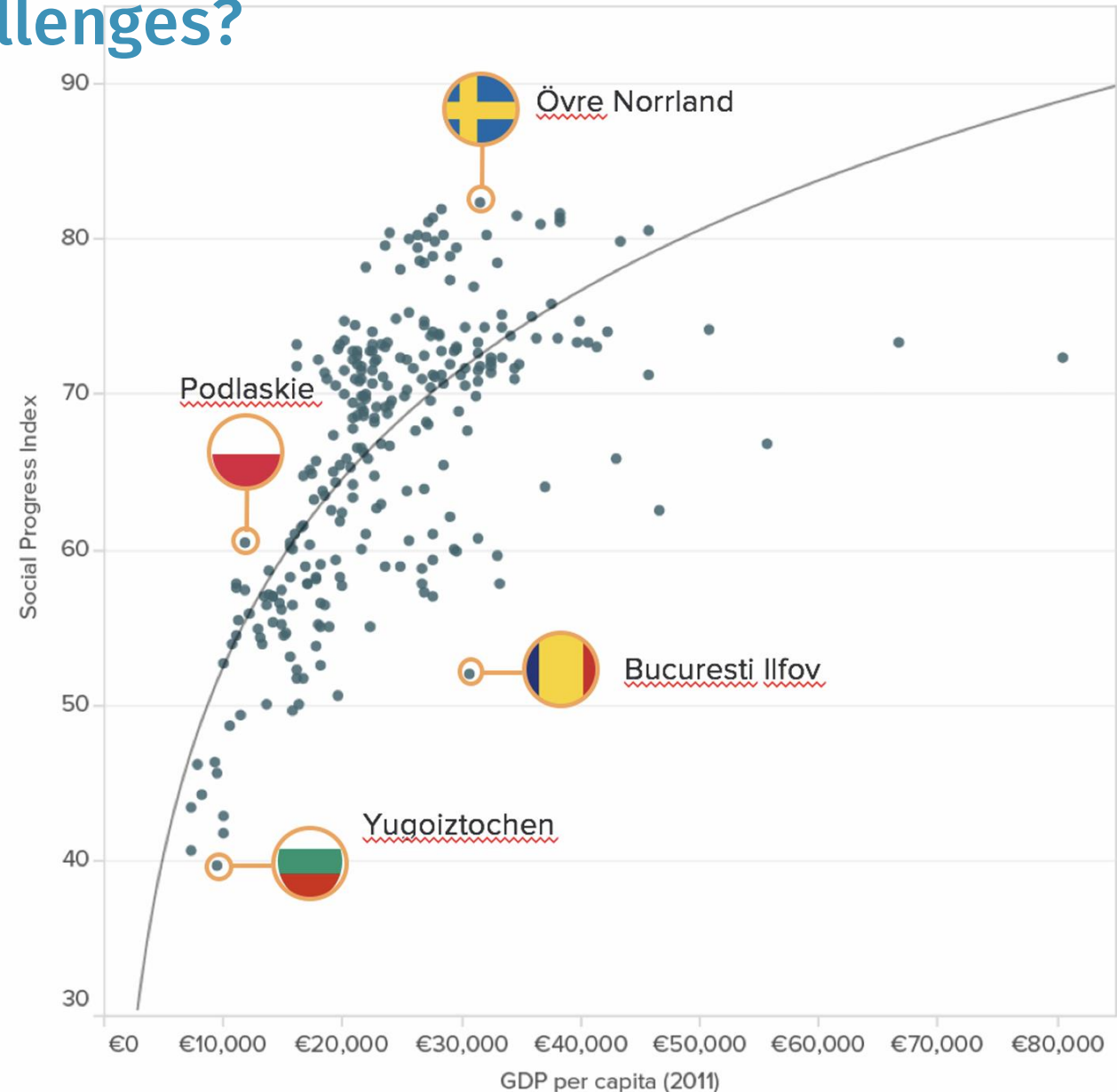


Figure 8. Change in Sprawl



How do we approach today's challenges?

- Economic performance is not the entire story: regions often achieve vastly different levels of social progress, while having the same level of GDP per capita.
- How do we support (**and measure**) wellbeing and opportunity?



Source: Social Progress Index: Subnational Insights, Social Progress Imperative

How do we approach today's challenges? (2)

- How do we support (**and measure**) wellbeing and opportunity? – e.g. Social Progress Index

Source: Social Progress Index: Subnational Insights, Social Progress Imperative

European Regional Social Progress Index Framework

Basic Human Needs

Nutrition and Basic Medical Care

1. Premature mortality (<65)
2. Infant mortality
3. Unmet medical needs
4. Insufficient food

Water and Sanitation

5. Satisfaction with water quality
6. Lack of toilet in dwelling
7. Uncollected sewage
8. Sewage treatment

Shelter

9. Burdensome cost of housing
10. Satisfaction with housing
11. Overcrowding
12. Lack of adequate heating

Personal Safety

13. Homicide rate
14. Safety at night
15. Traffic deaths

Foundations of Wellbeing

Access to Basic Knowledge

16. Upper-secondary enrolment rate
17. Lower secondary completion only
18. Early school leavers

Access to Information and Communications

19. Internet at home
20. Broadband at home
21. Online interaction with public authorities

Health and Wellness

22. Life expectancy
23. General health status
24. Standardized cancer death rate
25. Standardized heart disease death rate
26. Unmet dental needs
27. Satisfaction with air quality

Environmental Quality

28. Air pollution-pm10
29. Air pollution-pm2.5
30. Air pollution-ozone
31. Pollution or grime
32. Protected land (Natura 2000)

Opportunity

Personal Rights

33. Trust in the political system
34. Trust in the legal system
35. Trust in the police
36. Quality of public services

Personal Freedom and Choice

37. Freedom over life choices
38. Teenage pregnancy
39. Young people not in education, employment or training
40. Corruption index

Tolerance and Inclusion

41. Impartiality of government services
42. Tolerance for immigrants
43. Tolerance for minorities
44. Attitudes toward people with disabilities
45. Tolerance for homosexuals
46. Gender employment gap
47. Community safety net

Access to Advanced Education

48. Tertiary education attainment
49. Tertiary enrolment
50. Lifelong learning

Reflections

SpotaFriend

**Always
remember
that you
are unique.**

**Just like
everyone
else.**



Reflections

GOVERNANCE

TERRITORY

FLOWS

ADMINISTRATIVE POWERS

CAPACITY

LEGITIMACY & RELEVANCE

- Mapping organisations (and the territories they encompass), using a functional approach

FAs imply the existence of governance mechanisms, of a system of cooperative relationships resulting from a common goal and functional relationships, in which mobility and communications play a particularly important role (but are not exclusive!). (CEMAT)
- Differentiate between metropolitan organisations (areas/ regions etc.), metropolitan territory, FUA, metropolitan development
- Highlight the need for clear competences and avoiding overlaps with other territorial levels
- Financial sustainability and the ability to attract and diversify funding and financing sources/ mechanisms implies legal status and administrative powers
- Highlight MAs relevance at local, national and EU level



Reflections

METROPOLITAN
DEVELOPMENT
GOALS

INTEGRATION

CONCEPTUAL
FRAMEWORK

LONG-TERM
VISION

- Focus on outcomes, not inputs – descriptive approach vs. KPI-based approach (vision and objectives)
- Capture relevant dimensions in a balanced approach: competitiveness | wellbeing | resilience | climate neutrality
- Consider administrative and financial capacity (e.g. data on funding sources and mechanisms, incentives)
- Consider the integration with existing databases





Thank you!