



Metropolitan Areas as Drivers of Development in EU Policies

Warsaw, 20th October 2017



Integrated
Territorial Investments
for Greater Warsaw



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Foreword

We have become used to discussions about the crisis of the European Union and what has to be done about it. Here, at the third conference of the European Metropolitan Authorities, we meet in a set-up, which has something important to offer to Europe. We are a network of European Metropolitan Authorities and Cities. There are no tensions or conflicts between us. The fact that we belong to different nation states or regions does not divide us. Most of the issues which make discussions about the reform of the European Union so difficult are absent in our network.

Are we perhaps a better Europe? Professor Jan Zielonka from Oxford University argues that, within the European Union, we focus too much on the difficult integration of nation states. We underestimate the importance of a horizontal integration via networks. Such networks not only integrate such important players as the European Metropolitan Authorities and Cities, but also a multitude of other agents. They integrate Europeans.

These networks have an enormous influence on the well-functioning of the European Union and its development. They are the natural allies of European institutions, particularly the European Commission and the European Parliament, and all those who are committed to European integration.

Our pro-European commitment is based on the will of our voters. In all recent elections, including the most recent ones in Austria, in European metropolitan areas and cities, the pro-European votes are prevailing. But we still struggle to be fully discovered and taken as partners of the European, national and regional institutions – even though there has been substantial progress in the recent years, with initiatives like the EU Urban Agenda and the Pact of Amsterdam, the Integrated Territorial Investments (ITI) and Community-Led Local Development (CLLD) instruments for integrated urban development, the Urban Innovative Actions (UIA) programme and so on.

European metropolitan areas and cities are at the forefront of the main European challenges, like migrants and refugees, social inclusion, climate change, pollution, unemployment, digitalisation, innovation, demographic change etc. We, as presidents of metropolitan areas and mayors of metropolitan cities, are typical problem solvers, because this is our responsibility and passion. We are closest to the citizens. You hardly ever find us engaged in ideological discussions. As problem solvers, we are the

natural partners of the European, national and regional institutions. But we need appropriate governance solutions and sufficient funds to act efficiently as problem solvers.

As drivers of European development, European metropolitan areas and cities are in human and economic relations with smaller towns and rural areas. These relations are complementary because our potentials are complementary. We want to strengthen and develop these functional relations because they are an instrument to spread development. Here as well, we need appropriate governance solutions, instruments and funds in order to build some sort of development partnerships as we do it within our ITIs.

Hanna Gronkiewicz-Waltz
Mayor of Warsaw

From Barcelona's perspective, I would like to encourage you to work towards a better and fairer Europe. We have to do important things at the level of cities and metropolitan areas. The European Metropolitan Areas network works towards further integration of the metropolitan areas' needs in European policy-making. This means that we have to work together to achieve the acknowledgement and the official recognition of the European authorities. Acting together we can achieve a better funding for our metropolitan areas. We share the common way. The importance of metropolitan cities in Europe is growing consistently. It must be accepted and it must become part of the economic and the political settlement. We support the general cause of making cities better, more environmentally-friendly and better funded. Cities which offer better welfare and where citizens live better lives.

This is a timely moment to organise an EMA meeting, as the European Commission and other EU institutions have started the preparatory works on the future Cohesion Policy. Brexit and Euroscepticism will have an impact in the post-2020 EU budget. We need Europe more than ever and the Cohesion Policy is key for the development of our territories and for our citizens.

EU policies should integrate a metropolitan dimension. Several problems and challenges that our cities are suffering need a metropolitan approach to be more effective: Urban planning, fight against climate change, waste management, water management, housing, transport and mobility, employment, etc. We need to guarantee metropolitan governance through strong institutions and sound legal and financial frameworks. Solutions sought at metropolitan and urban level are often quicker and more effective than those discussed at a national and European sphere (i.e. response to economic crisis with local employment plans or cities mobilising for Syrian refugees).

The future Cohesion Policy must integrate this metropolitan dimension: In the EU we have around 50 metropolitan areas, which generate the highest levels of wealth, competitiveness, employment, innovation and education, but they also suffer problems linked to areas such as social exclusion, unemployment or housing.

We realise that the future European budget will not have the capacity to cover everything. The Cohesion Policy should finance very specific priorities, showing

European added value. These priorities could benefit the urban and metropolitan areas and also other territories (rural, mountain, peripheral). In AMB we believe that air quality and fight against air pollution, sustainable mobility and public transport, natural heritage, innovation and competitiveness, unemployment and social exclusion (youth unemployment, equal opportunities, integration of refugees and migrants), cohabitation, and city and metropolitan governance should be maintained as the core priorities of investment. Finally, European Territorial Cooperation Programmes (transnational projects) should be reinforced with more funds and priorities according to each of the territories.

Future negotiations cannot remain in the sphere of central governments. Metropolitan areas must play a role in the process of negotiation of these priorities and also in the preparation, management and evaluation of the future programmes. EMA is a relevant platform to work with this approach, and I guarantee the commitment of AMB in this process.

Alfred Bosch Pascual

Vice-president of Barcelona Metropolitan Area

Warsaw Declaration

Mayors, presidents, and political representatives of the European metropolitan cities and areas, gathered in Warsaw for the European Metropolitan Authorities (EMA) Forum 2017

After having discussed:

- the role of metropolitan areas in spreading development
- the role of metropolitan areas to achieve Cohesion Policy post-2020 goals
- the main challenges for metropolitan areas and their fields of activity

Are committed to:

- Support the continuation of the Cohesion Policy post-2020 for the whole territory of the EU
- Support a cohesion policy at the current levels of investment in relation to the overall EU budget
- Support a strong urban and metropolitan dimension within the Cohesion Policy post-2020
- Become partners in designing, implementing and delivering results of the Cohesion Policy post-2020

And declare that:

- 1.** Metropolitan areas are key drivers of development. This fact is increasingly recognised and supported at European (EU-Cohesion policy 2014-2020, Urban Agenda of the EU, Pact of Amsterdam), international (UN-Habitat New Urban Agenda, UN-Sustainable Development Goals, OECD) and also national level.
- 2.** Metropolitan areas are engines of growth and development, ensuring the economic and social strength of the EU, as shown by international research (OECD, ESPON etc.), because they attract talents, capital and investments, offer a supportive environment for local and transnational innovation and job creation and are centres of research, education and culture. They are at the forefront of smart solutions in information and service delivery, sharing and circular economy, resilience and environmental sustainability, improving energy efficiency, the use of renewable energy, air quality, and

ensuring sustainable mobility. They are fighting unemployment, particularly among young people, and provide housing and social inclusion along with the integration of migrants and refugees. In all these fields, metropolitan areas see their particular potential to act and treat them as their priorities. In doing this, they create a real European added value.

- 3.** Metropolitan areas and big cities are a particular effective scale when trying to respond to the challenges of the digital revolution, globalisation, demographic change and social inclusion, economic convergence and climate change.
- 4.** In particular, wherever the EU member states' commitments to fight and adapt to climate change in the framework of COP 21 are implemented, metropolitan areas are essential stakeholders: Over 70% of climate change mitigation measures and up to 90% of adaptation measures are taken up by sub-national levels of government.
- 5.** Therefore, metropolitan areas are key partners for the European institutions in the EU actions aimed at security, economic strength, sustainability and solidarity. This is why metropolitan areas should be enabled to fulfil the metropolitan priorities with a growing support in the framework of EU Policies and funding programmes post-2020.
- 6.** The Cohesion Policy 2014-2020, but also the Urban Agenda launched by the Pact of Amsterdam, have been an important positive step towards the recognition of the urban and metropolitan dimension of the EU. The EU Cohesion Policy gives a significant support to the development of metropolitan areas.
- 7.** The future Cohesion Policy should reinforce and scale up this achievement and, at least, keep the current level of investment in relation to the overall EU budget. Cities and metropolitan areas cooperating in the EMA network are

ready to contribute to the work of European institutions in order to reach this goal.

8. Metropolitan areas provide services and contribute to spreading development. They do it thanks to functional relations within their territory, but also with their closer and wider, often rural, surroundings. Therefore, it is crucial to strengthen those functional relations, through programmes and projects. This is the most efficient way of speeding up development, also in rural areas, achieving economic and social solidarity.
9. The driving role of metropolitan areas is of utmost importance throughout the whole territory of the EU, but particularly in its less developed parts which have to catch up the most. Everywhere – in less developed, transitioning and more developed regions – it remains important to improve accessibility by building and extending transport infrastructure and sustainable transport systems, energy transmission networks and high speed Internet. Such infrastructures are a precondition for strengthening functional relations between core cities of metropolitan areas and their closer and wider surroundings.
10. Strengthening functional relations also means to integrate or to reintegrate communities and individuals within metropolitan areas. Lively functional relations also build human bridges between metropolitan areas, smaller towns and rural areas, and best allow to invest in people. An increasing feeling of being left out and not belonging together is a main threat to the cohesion of European societies, the development of Europe and the existence of the EU. Programmes and projects (re-) integrating communities and individuals, including migrants and refugees, should be given priority within the framework of the Cohesion Policy post-2020 as an efficient sign of solidarity.
11. Successful examples of policies/projects fostering metropolitan cooperation have

been developed under the 2014-2020 Cohesion Policy, particularly through ITIs and other instruments, such as priority axes and Sustainable Urban Development strategies. These examples show the added value of using EU instruments in order to enhance and support cooperation between municipalities and third parties within a metropolitan area for its integrated development. They are also an essential tool to trigger innovation in metropolitan governance. Thereby, they effectively help to implement the EU 2020 goals. The instruments, fostering metropolitan cooperation, should be further developed within the framework of the EU- Cohesion Policy post-2020.

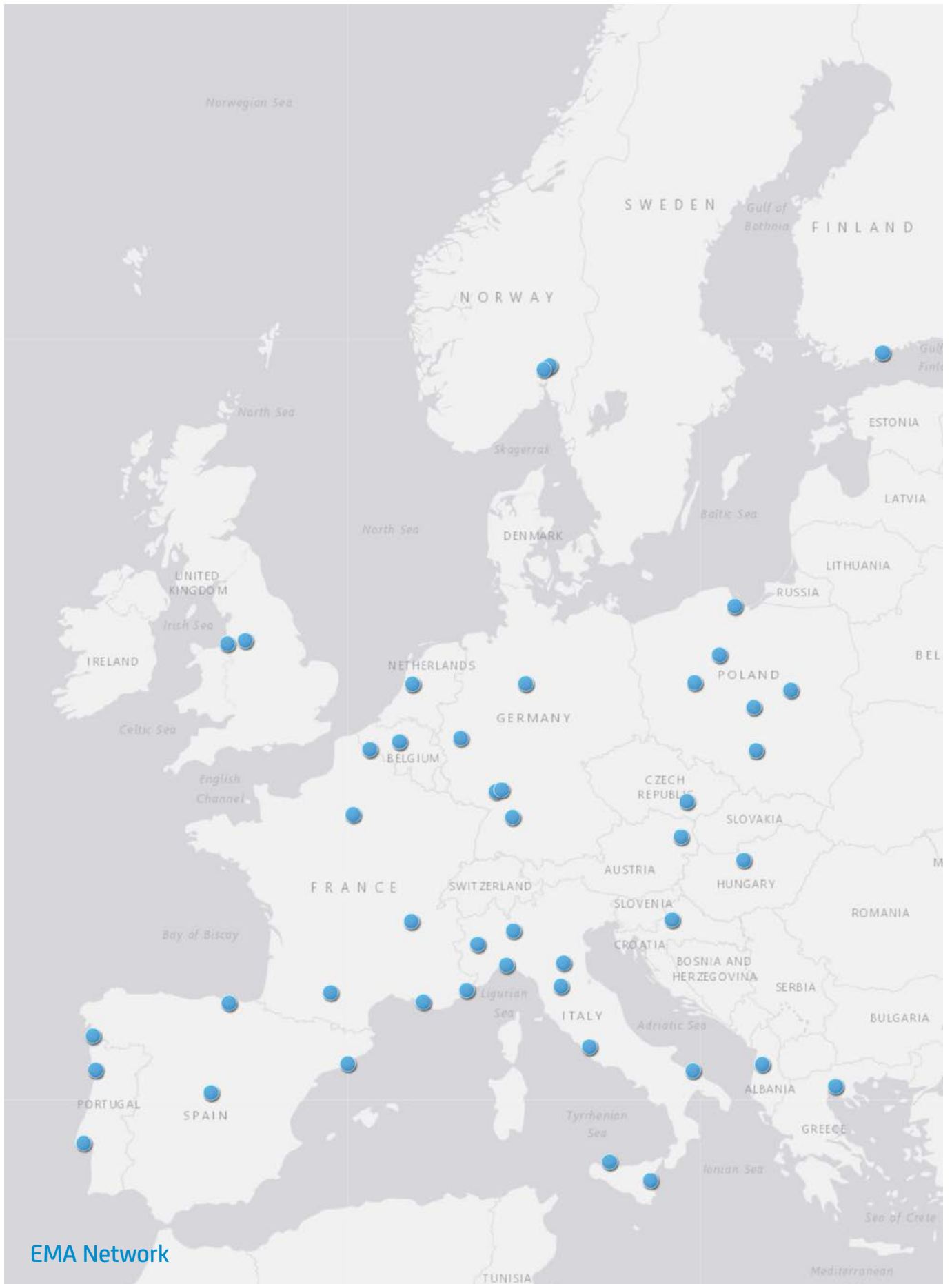
12. EU funds and instruments, including ITI, require simplification, especially in the case of combination of funds, if they cannot be merged. A single rulebook for funds would be very helpful. This would increase the efficiency of the use of funds and reduce administrative burden, costs and possible sources of error. Controls should be result oriented and proportionate to project volumes and to the efficiency of local management and control systems.
13. It is crucial to involve representatives of the metropolitan area level in the planning, management and evaluation of programmes and projects under the Cohesion Policy post-2020 for adjusting policy and programme priorities to the challenges, metropolitan areas face: any hub city (or cities), together with their partners, should be able to prepare and directly implement projects financed by Cohesion Policy funds targeting the metropolitan level.
14. Integrated, holistic approaches best allow to meet the needs of the inhabitants of metropolitan areas and to invest in people. Therefore, a significant increase of the percentage of EU funds earmarked for Integrated Urban Development seems necessary to implement a real integrated approach at the most appropriate level.

- 15.** The use of instruments for integrated urban development should be supported by incentives provided by the EU Commission. Such incentives, supporting structural reforms, could be offered for programmes and projects, when planned and realised at metropolitan area level, particularly if this has been done by formal metropolitan area governance authorities, which have been created on a voluntary basis. Support should be given in order to strengthen their administrative capacity.
- 16.** Programmes and projects aiming at the development of existing and potential functional relations between metropolitan areas and wider areas, lagging behind, and being in a different NUTS 2 area or different countries, should be supported particularly by the post-2020 Cohesion Policy.
- 17.** The topics of the partnerships, working under the European Urban Agenda, address particular important challenges for urban development in Europe. Many of them can be tackled more efficiently at metropolitan level than at city level. Therefore, metropolitan cooperation (governance across administrative boundaries and inter-municipal cooperation: urban-rural, urban-urban and cross-border cooperation) has been formulated in the Pact of Amsterdam as a horizontal, cross cutting issue for all partnerships. It is important that each partnership proposes appropriate organisational and governance solutions at metropolitan level for the topics it works on. The creation of an additional 13th partnership that focuses on metropolitan areas could be taken into consideration.
- 18.** Research, as done by ESPON, and statistical data collection at metropolitan area level, particularly data on flows showing functional relations, should be further developed. This would allow to plan projects at metropolitan area level more accurately, and to assess their effects.

- 19.** European Territorial Cooperation post-2020 should be reinforced with more funding. We support the continuation of the cross-border, transnational and interregional strands with a flexibility to adapt to specific needs. European Territorial Cooperation including URBACT should put a special focus on cooperation between metropolitan areas concerning appropriate governance solutions, the implementation of recommendations of the EU Urban Agenda Partnerships, and activities of metropolitan areas on a global level.
- 20.** Urban Innovative Actions, financed by ERDF, have proved to be a successful instrument in fostering innovation. We encourage the European Commission to continue this work and to extend it to other ESIF funds post-2020.

List of supporters

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METROPOLIS - World Association of the Major Metropolises



Executive Report EMA 2017



Executive Summary

On the 20th of October 2017, the city of Warsaw hosted the third edition of the European Metropolitan Authorities (EMA) Summit, where topics including metropolitan solidarity, the role of metropolitan areas in EU Cohesion Policy post-2020 were discussed, and good practices for collaboration between metropolitan areas were shared.

The EMA initiative has become a consolidated forum for dialogue between the political leaders of Europe's major metropolitan areas. This forum was founded in Barcelona in 2015, and has become a platform for political dialogue between metropolitan areas and cities, EU institutions and national governments.

This year's summit, hosted by the City of Warsaw, brought together mayors, presidents and elected representatives of Europe's major metropolitan areas and European cities, as well as the leaders of various institutions and networks. They stressed the role of metropolitan areas as engines for development in European policies and discussed their expectations and proposals for the post-2020 programming period.

The Mayor of Warsaw, Hanna Gronkiewicz-Waltz, welcomed the participants and representatives of European institutions, including MEP Jan Olbrycht, a member of the European Parliament's URBAN Intergroup, and Petr Osvald, President of the Commission for Territorial Cohesion Policy and EU Budget of the Committee of the Regions, and encouraged the participants to continue their work. Also at the event were representatives of leading European and global networks of metropolitan areas and cities, such as Metropolis, Metrex and Eurocities.

The event culminated with the signing of the Warsaw Declaration by all the participants. This document supports the continuity of the Cohesion Policy beyond 2020 and calls for a more prominent role of metropolitan areas.

EMA 2017 in numbers

Participants	105
Local government representatives	59
Networks and European organisations	9
European metropolitan areas	23
Supporters of the Warsaw Declaration	23

EU Support to Metropolitan Areas Now and After 2020

Petr Osvald

Chairman of the Commission for Territorial Cohesion Policy (COTER), European Committee of the Regions

Metropolitan areas act as development engines for all the neighbouring areas. As such, we take responsibility for our surroundings by providing services like education, healthcare, social care, employment and culture. Consequently, there are challenges ahead of us such as social problems, excluded areas, housing, heavy transport and transport in general. The latter is especially important because it enables communication between cities, metropolitan areas and their surroundings. Nowadays, we have ITIs which constitute a very important instrument for the future of the Cohesion Policy. In this field it is important to use a place-based approach, which translates into a system in which funding goes to the projects that are really needed in the specific area. To achieve it we need absolute flexibility. We also need to show Europe that we will fulfil our goals in the best possible way. At the same



We need an integrated, place-based territorial approach, flexibility and an overall simplification of Cohesion Policy.

time, our budget should be properly secured. Instead of relying on sector indicators, which can be difficult to implement, we should have one *multi-fund* combining all of the funds together to create synergies and bring added value to Europe. In the Committee of Regions, we put emphasis on the Cohesion Policy, but the issue with cohesion is not whether it will continue to exist (because it is permanently included in the Lisbon Treaty) but whether it will be a regional Cohesion Policy - we need an integrated, place-based territorial approach, flexibility in our activities and an overall simplification. It is important to show the Commission how strong and determined our community is. The European Commission perceives the Cohesion Policy as an instrument of redistribution of European funds between the member states, which is wrong. We have to prove that our large community needs to rely on the Cohesion Policy for a better future.

The Metropolitan Challenge in Europe

Iván Tosics

Director of the Metropolitan Institute, Budapest

The issue of metropolitan areas is very interesting because it is not directly visible but, at the same time, it has an important impact on our life. The benefits of metropolitan cooperation include avoiding the negative effects of competition, better integration of policies on a larger territory, defence against externalities and reaching the economies of scale. However, there are many different understandings of what a metropolitan area is. Worldwide organisations talk about metropolitan areas in the context of more than 1 million residents, while the OECD uses a lower number of 500,000. Residents usually have trouble understanding the concept. When asked, they identify it with the transport area or the housing market. Nowadays, the vision of this organisational unit is slightly changing. In the modern understanding, metropolitan areas are those



Metropolitan areas should be eligible to bid directly for EU Cohesion Policy money; the EU should give financial incentives and support metropolitan projects and planning.

which can be described as drivers of development via functional relationships. They represent economic and social flows, and exchanges in larger and smaller towns. Metropolitan areas are defined not merely on the basis of the population or area of the city, but also by taking into account geopolitical aspects. Among the most important issues handled at the metropolitan level are strategic planning, land use planning, mobility, infrastructure and housing development. In order to deal with these issues effectively, we should create a metropolitan governance structure or cooperation based on planning tools. Brexit gives us an opportunity to rethink the Cohesion Policy and how it can be improved. The EU should increase the weight of the territorial dimension with less thematic priorities, allowing larger choices for metropolitan areas, and implement

appropriate regulations concerning projects which are realised at the level of metropolitan areas. Metropolitan areas should be eligible to bid directly for EU Cohesion Policy money and the EU should give financial incentives to metropolitan level projects. The EU should support metropolitan level planning. There is also a dilemma between flexibility, simplification, and conditionality. It is impossible to make a European policy totally flexible and simple, because the metropolitan issue is in itself quite complex. In other words, there should be progress,

but not in the form of a mere simplification. A strong metropolitan dimension within the Cohesion Policy is an important idea not only in the core of European economies, but also at the peripheries which are still in need to be strengthened. It is also important to think about the link between metropolitan and rural areas, especially since rural areas are not the direct beneficiaries of the metropolitan policy. This makes it crucial to think about the mechanisms allowing metropolitan areas to reach out to them.

Panel Discussion I

Metropolitan Solidarity: Spreading Income and Inducing Development

- Investments
- Services
- Wealth



Octavi de la Varga
Secretary General of METROPOLIS

The metropolitan movement is one of the global trends around the world. In Europe, 80% of the population lives in urban areas and most of them in metropolitan areas, which is a challenge on the social, economic and political level. There is no single system or model of metropolitan areas or metropolitan structures. We sometimes focus too much on the structures and institutions, while we should be focusing on the needs, the vision and the

“ The future of European policy and metropolitan areas relies on their ability to enhance the economy, induce equity and balance, and ensue social cohesion.

reality of the territory. In fact, cities are becoming more and more complex, and their borders are no longer only the official administrative ones, which should be taken into consideration by the decision-makers. Any elected city politician should take into account the metropolitan space and realise that their decisions have an impact on the surrounding territory, as well as the multi-level perspective. All levels of administration should take the

metropolitan reality into account due to its political, economic and social consequences. Each time the subject of metropolitan areas comes up, we tend to think about it in terms of institutions, but the primary importance lies in the services and their delivery, and the actual needs of our cities. The future of European policy and metropolitan areas relies on the ability of metropolitan areas to enhance the economy as well as introduce equity and balance within the territories, while ensuring social cohesion within the metropolitan space and even beyond it. Many states do not have urban policies. They do not take into account the impact that big cities have in terms of social and political issues. The metropolitan issue is complex and diverse but, at the same time, it has

Erjon Veliaj
Mayor of Tirana

I was elected as the mayor of a city called Tirana two years ago. Although it goes by the same name as it did when my predecessor was in power, the city itself is 25 times larger. This is mostly because of the institutional reform based on the recognition that a small country of 3 million people cannot be divided into 400 communes and municipalities. It was inefficient - it would take 50 or 60 years of tax collection in one little commune in order to afford a road or any significant item of infrastructure. Hence, we decided to redesign the metropolitan area into this large institution where the mayor is elected, and then he or she appoints 24 administrators that run the smaller areas to offer services, but still with centralised decision-making. This is a trend which contrasts with the trend characteristic to the Eastern Bloc in the 1990s, when the main focus was on decentralisation. Nowadays, the city of Tirana constitutes 35% of the population and accounts for over 45% of the GDP. Every business hour, 70 people move into the city, which is why the biggest challenges have to do with demography, and how to be able to provide social services to a population “tsunami”. My philosophy with this overall situation is that I manage everybody’s plan B. Why is that? If you are living in province, plan A is to

a common core throughout Europe. Metropolitan areas face similar challenges and develop similar approaches; they need metropolitan policies in order to ensure efficiency and solidarity within their territory in terms of their impact on economy and social issues. In the case of Europe, it is interesting because the European continent, compared to other continents, is a network of cities. The EU, along with the national governments, should take into account that metropolitan areas in Europe are becoming engines of development while, at the same time, any crisis arising in major cities and metropolitan areas has greater consequences than in the case of other areas. This should be taken into consideration by major actors on the European political scene.



In a world where states are in conflict trying to set their score, cities will become even more relevant.

go abroad. If that fails, plan B is to move to the capital. What I have been observing is that, at least in Southern Europe, we are moving towards city states. Once there is a city that accounts for nearly half of the GDP, and which is inhabited by more than one third of the population, future tensions with the periphery seem inevitable. People in Tirana start to feel that their taxes are being used by other regions. On the positive side, rural areas or areas of the periphery, which otherwise were getting no attention at all, are benefitting from a larger planning scheme. We started thinking about the region as a whole in terms of infrastructure, agricultural policy, education system, as well as transport, social services and social housing. This is one of the ways in which we respond to this demographic tide that otherwise cannot be stopped. In general, European metropolitan areas face two major challenges. The first one is our resilience, especially in the context of global warming. The second challenge is especially important for the upcoming members of the EU. There seems to be this problem with *reinventing the wheel*; Europe learns too little from past experience and problems. I think that the EU could do a much better job and make sure that previous mistakes are not repeated.

Renaud George

Vice-President of the Lyon Metropolis

If I used terms from the field of IT, I would say that Lyon Metropolis works on “hardware” and “software”. By hardware, I mean urban planning, territory development housing, transport or public road maintenance. By software, I mean economic development, employment, tourism, education, culture or social action. Lyon Metropolis gathers 59 municipalities which have their own financial resources, make their own choices regarding local investment and development of politics on their territory, but also understand they can take advantage of sharing their vision of the development of the territory. We have to think of urban planning and housing environment in a global way. We need a common and coherent vision of the future of our territory for the next 15 years. We need to develop a multi-year investment plan, build infrastructure and public transport, gather public equipment and go even beyond. We want to work together on the implementation of our public policies. Our aim is to act in a more coordinated way, to produce public services in a more effective and efficient manner and lower the costs for everyone. This is why we have voted in favour of the Metropolitan Coherence Pact, an agreement which allows us to establish formal working patterns and processes to work together in a more effective way, adapting to each municipality’s specific needs and territory characteristics. Because providing public services in a big city or in

Kazimierz Karolczak

Chair of the Board of the Silesian Metropolitan Area

By the fact of establishing the Metropolitan Area of Silesia (Metropolis GZM), we have been given tools to solve the long-standing problems of the Silesian agglomeration of citizens. It has been truly natural for us to have a Metropolis in the middle of the Silesian Province. Like nowhere else in Poland, the cities’ borders were just marks on maps. To live, to work, to relax and to study in different places is a common habit in this Metropolis.

With a deep feeling of living and functioning in one urban unit, citizens considered administrative divisions as



Our priority is to work in accordance with the needs of our municipalities and find the right distribution of roles between them and the metropolis.

a little village in the countryside is quite different: sociology, geographical characteristics or distances can change the way the service should be delivered. Consequently, the priority in our metropolitan area is to work out a common way in accordance with each municipality’s situation and needs in order to find the right distribution of roles between the Lyon Metropolis and each individual city. We also believe that one of our main challenges for tomorrow lies in cross-fertilisation between different public policies. One of the examples is combining social actions and economic development. Instead of only providing allowance for the unemployed and helping developing businesses by providing premises, we can retrain the unemployed and offer competent staff to the companies. In this scenario, we facilitate reinsertion of people because we also facilitate economic development, which is beneficial to employers. Hence, the challenge is to have many competences and to be able to build new bridges between them for everyone’s benefit. However, we need help from the European level in order to enhance cross-fertilisation between different public policies, organise new partnerships with and between the municipalities, and with and between the metropolitan areas themselves. Europe can help us recognise that the metropolitan level plays a key role in Europe, a key role which is fully coherent with what Europe stands for.



We want to bring the development of the metropolis to the next level and become a strong partner for other urban and metropolitan units.

artificial problem-makers. Efforts to create the Metropolis in Silesia started over 10 years ago. It all began with the Upper Silesian Metropolitan Union which, in the absence of legal solutions, developed the foundations for its creation. At that time, this union was created by the 14 largest cities in Silesia and Zagłębie, an area that was inhabited by over 1.8 million people. Finally, the Metropolis in the Silesia Province functioned in an extended formula and combined 41 cities, towns and municipalities. It is currently inhabited by 2.3 million people; 240,000 companies produce 8% of Poland’s GDP, not only related to traditional, heavy

industries like mining or steel production, but also high-tech companies related to automotive, IT or medicine.

It is worth noting the fact that the Metropolis has been established thanks to a dedicated act of the Polish Government. It is the first and, until now, the only institution of this kind in Poland. That is why managing this Metropolis is such a challenging project for us. The Metropolitan Act has also defined unprecedented regulations regarding the financing of the union. Its source of income is primarily 5% tax revenues from natural persons who live in the Metropolis and membership fees of municipalities and cities forming the GZM.

Thus, the first fully financed metropolitan budget in 2018 amounts to over PLN 362 million (EUR 86.4 million). This first budget of the Metropolis makes 2018 a year of challenges and opportunities. The fact that the Assembly of all 41 mayors and presidents unanimously adopted the budget is really positive. One of the most important items in this year's budget was the establishment of the Solidarity Fund. Its aim is to ensure integrated and sustainable development of the municipalities and cities of the Metropolis. These economically stronger entities support the weaker ones in order to maximise the benefits associated with levelling the differences in the socio-economic development of individual members of the Metropolis.

Christian Tordo

Deputy Mayor of Nice, Metropolitan Councillor of the Nice Côte d'Azur Metropolis

Today, the metropolitan area of Nice Côte d'Azur is inhabited by around 540,000 people and consists of 49 municipalities spread on a territory of 1,400 km². It is important to mention that 80% of the territory is rural. We are responsible for economic development and urban regeneration, but also for everything that relates to waste management, public life, social inclusion and transport. We have managed to develop a sense of solidarity between municipalities working from two perspectives. First of all, we have prepared an institutional response to the law under which the Metropolis Council grants the majority of votes to the largest city. To counter that, we have created an additional body, the Assembly of Mayors, which consists of 49 mayors members of the Nice Côte d'Azur Metropolis, and where each mayor has exactly one

Co-funding in the first edition of this program received 122 projects worth almost PLN 100 million (EUR 23.8 million). It is worth adding that several of the largest and richest cities in the Metropolis have abandoned their part of the subsidy so that their neighbours could realise investments of greater value.

There are also intense activities ahead of us, such as facilitating mobility for passengers in public transport. From an outsider's perspective this problem may seem prosaic, but from the point of view of the inhabitants of the Metropolis it was rather significant. Before, different ticket tariffs were in force in the Metropolis - a specific ticket allowed passengers to travel by bus, tram or trolleybus managed only by a specific operator. In just three months of the Metropolis' operation, we managed to harmonise the price lists for various types of tickets, and passengers can now use public transport in an easier way. This is only the first stage of our communication revolution, because we strive for a full integration of the three existing public transport organisations into a metropolitan one.

We want to bring the development of the Metropolis to the next level through the activities we undertake to make the Metropolis a strong partner for other urban and metropolitan units in Poland and abroad.



In the metropolitan area of Nice Côte d'Azur we have managed to develop a sense of solidarity between municipalities.

vote. This way we can avoid the preference given to the mayor of the largest city in the Metropolis Council. Secondly, we have created the "Urban Solidarity Dotation", which grants each of the municipalities a part of the metropolitan budget. Every year we vote on a budget line for each of the 49 partners, which allows them to develop projects of particular interest to their municipality. Our metropolitan region is also diverse geographically (big cities on the coast and little villages of 100 inhabitants in the mountains). The seaside is the area where wealth is mainly created. The main difficulty is to find a mechanism to be able to bring wealth to the villages located high in the mountains. This requires a new economic development policy, which is more active than what we had in the past. Traditionally, this area is recognised as a residential

tourism area, which is advantageous but not sufficient to meet our objectives. We decided to stimulate economic development in a different direction, which can be spread to other budgets: innovation in mobility, risk management, environmental issues and energy and green technology. Yet another national interest operation has been launched in our region: “Nice Eco-Vallée” facilitates urban planning and the creation of new developed areas. The aim is to create

Xavier Tiana Casablanca

Head of International Relations of the Barcelona Metropolitan Area

The territory of the Barcelona Metropolitan Area (AMB) is diverse: 36 municipalities with 3.2 million inhabitants, with Barcelona as the capital with 1.6 million. Several of the metropolitan municipalities have less than 200,000 inhabitants; therefore each mayor has their own interests in mind. We still lack a more general metropolitan view. The Barcelona Metropolitan Area was created in 2010 under a law of the Catalan Parliament and merged different supralocal organisations, all of which delivered different services: waste management, water management, urban planning, economic and social development, housing and mobility and transport. However, there is still some confusion as to what the metropolitan area is in regards to the metropolitan region and the metropolitan institution. This is one of the challenges to approach in the future. Another important issue for the Barcelona Metropolitan Area is that we manage our own resources - our income comes from municipal transfers, we are not funded by the central or regional government.

Regarding governance, the Mayor of Barcelona, Ada Colau, is at the same time the President of the Barcelona Metropolitan Area. The latter is not a directly elected position – the president is appointed after local elections by the Metropolitan Plenary (36 mayors and 54 municipal councillors), which is why the institution gathers less attention than those which leaders are directly elected, meaning less pressure, but also less recognition from the citizens. The City of Barcelona transfers money to the rest of the municipalities, at the same time enjoying the benefits of this centrality. This is why this solidarity that we have with the rest of the municipalities is so clear. Obviously, Barcelona wants

about 4,400 residences and 25,000 jobs based on 2 major programmes: a business centre and an urban technopolis. These are the tools that we use to generate more wealth and share it with smaller municipalities within our metropolitan area. As far as our greatest challenges are concerned, improving cohesion in the territory is a priority in two aspects: First, resilience to natural risks (earthquakes, water flooding, and forest fires); second, the spreading of innovation.



AMB has reached an agreement to manage a portfolio of 30 M€ of ERDF funds for metropolitan projects, that could be an inspiration for other European metropolitan areas.

to play an important role, but we also see that the city clearly benefits from the cooperation with the rest of the municipalities with regard to workers, companies, tourists, citizens and students.

The Barcelona Metropolitan Area is an administration that has acted fast in answering the crisis and challenges of the last decade. We are investing in our economic districts, developing employment plans, covering energy bills for families that have problems with payments and investing in housing. We also have a financial plan which allows us to invest in local infrastructure: libraries, roads, bike lanes, sport facilities etc.

Approximately 10% of the Spanish GDP is concentrated in the territory of the Barcelona Metropolitan Area. We have well-developed infrastructures such as the airport, the port and universities, but in terms of European funding, we received the same treatment as a small village in the mountains. We conducted some research and realised that according to the size of our economy, according to the size of our population and the European funding received, there was an important mismatch. So we produced this study, we lobbied the region and in 2017 we reached an agreement with the region to manage a portfolio of EUR 30 million of ERDF for metropolitan projects for the period 2014-2020. There is no separate portfolio for each municipality, but a fund for metropolitan projects that will be managed at the metropolitan level. This is a great success and could be a good experience to show how important the role played by metropolitan areas in the future Cohesion Policy is, as well as an inspiration for other metropolitan areas around Europe.

In regards to the challenges that we face, I would make a distinction between local and global level. In terms of local challenges, in Barcelona, we need to reconsider our territory because there is a discrepancy between our administrative borders and the real territory. There is also the question of the metropolitan legitimacy, which we are lacking. We should consider a direct election of the president of the metropolitan area in the future in order to answer this problem. Another issue is the modernisation of the administration. If there is a possibility for metropolitan areas to become a leading level of government, we need to innovate and modernise, we need new staff and ways of funding, co-creation in terms of policy-making, as well as transparency. There is also not enough metropolitan dimension in our policies. We need to have a say in the field of the

large infrastructure items in our region, which are now managed at a central level, but which clearly affects us (the airport or the harbour). AMB should also invest in metropolitan projects in every political mandate, besides its role of redistributing financial resources in each of the 36 municipalities. As far as global challenges are concerned, for the last years we have seen that the current member states do not give clear answers to problems such as global warming. This is why cities and metropolitan areas have started to manage different policies in terms of climate adaptation, air quality, new buses using green energy, circular economy processes, etc. But giving a clear answer does not mean working only within the borders of the country. We need to work together, beyond borders, to define common strategies and influence the global agenda.



The Role of Metropolitan Areas in the Cohesion Policy post-2020

Jan Olbrycht

member of the European Parliament and President of the URBAN Intergroup

We are now in the middle of the Multiannual Financial Framework 2014-2020, and there are two problems with regard to the Cohesion Policy. Firstly, its level of implementation is very low, which, in consequence, leads to yearly cuts in the planned financing as well as poses a question of whether the policy is really needed. Secondly, there is the matter of the possible consequences of Brexit and the resulting gap. There are different possibilities in this scenario; however, the most probable is to introduce cuts in the policies, mainly agriculture and cohesion. This puts the debate about the future Cohesion Policy in a completely different context – how to treat it post-2020? What will its main purpose be? How deep should the intervention go?

The early debate around urban areas was difficult but resulted in the creation of some kind of action including cities and their surroundings. I had the honour to propose it, along with the notion of functional areas, to the European Commission, but the Commission refused it claiming that functional areas is not the right terminology when talking about urban and rural areas. In practice, this was and is a problem of different funds and different policies. However, at the end, we managed to have a proposal that we very popularly call ITI. From the very beginning, the idea was to use financial instruments to create cooperation between cities and their neighbouring areas, instead of concentrating solely on the former. Consequently, the idea was that when someone was ready to create a network, they could obtain funds under certain conditions. The first one was to establish an urban institution or authority, which stimulated a debate: Is a form of metropolitan governance necessary or are functional relations enough? A second condition was the development of a strategy by the urban institution: Only if it was created along with different partners, the money for the integrated action could start flowing. In other words, if you cooperate, you get money, if not, you don't.

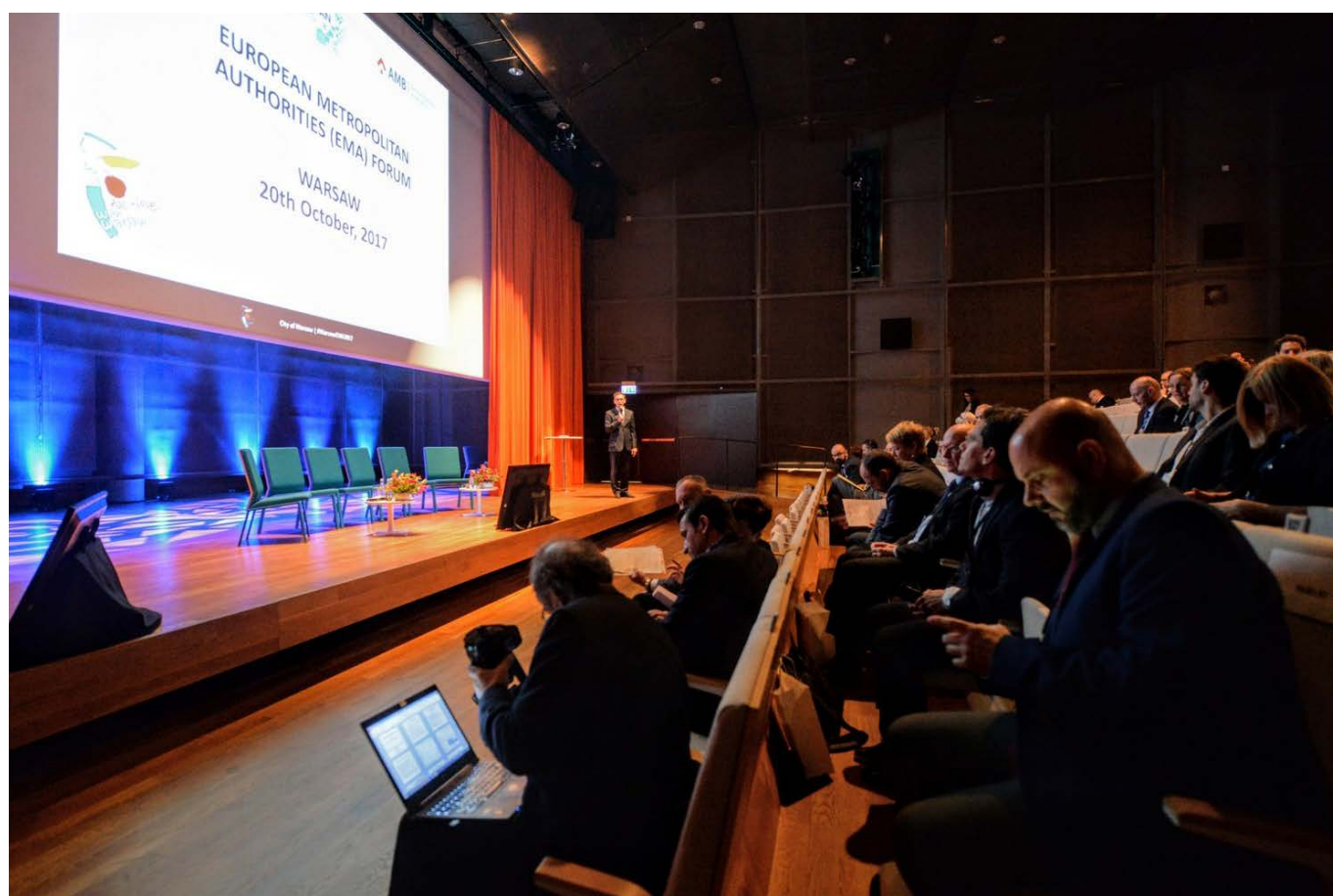
When the European Commission finally started promoting the concept, cities expressed their concerns for a change. In response, we included in the ERDF regulation the exclusive competence for the city and the surrounding area to choose the projects, not influenced



The metropolitan issue is still new, so there will be battle. In the upcoming years it will be visible in all EU policies.

by the regional or national authorities. It was a big step forward – a possibility, first, to reinforce cooperation and, secondly, to actually manage the funds at the metropolitan level. Today we are preparing for a Cohesion Policy reform. You can hear that metropolitan regions are the most successful in terms of competitiveness. However, apart from this recognition, we still lack some official decisions in this field. In part, it is a matter of terminology - metropolitan areas are very often identified (also in parliaments) as bigger cities, full stop. This scares away smaller cities. The terminology is not consistent, which is why it's important to underline everywhere that we are speaking about the way of working which creates synergy, the added value of being together and having functional relations. This is something which is absolutely on the line with the European policy, but it's important to change the language. What we all need now is to show that this is a partnership of different levels, but it should be translated into concrete actions. Apart from working on the proper language, we should also show how wide the spectrum of partners in reality is – national governments, regional governments, NGOs and cities, but also metropolitan areas. On the other hand, we should also focus on the definition of NUTS - should we stay at the NUTS 2 level? And, of course, the question is: How will it be counted? What is the limit for NUTS 1, NUTS 2, NUTS 3, etc.?

The metropolitan issue is still new, so there will be battle. In the upcoming years, the presence of cities, metropolitan areas and regions will be visible not only in the Cohesion Policy, but in all the EU policies. It is not coordinated inside of the European Commission yet, nevertheless, you can find urban dimension in environmental protection, transport, smart cities, and there is also an urban unit in DG REGIO. I suggest fighting and playing on different pianos at the same time, because urban authorities can benefit from different policies, not only the cohesion one. There is a question of whether we need an institutional approach or if a functional cooperation is enough. It works in different ways in different policies and different countries. However, if



metropolitan areas plan to play an important role in Europe, it seems significant to build an institutional framework and be present in terms of institutions. This is to be resolved on the national level, it cannot be done in Brussels. It is possible to work without these institutional frames, but I think we can do it better if we have them in some – even if not particularly strict – form. It is important because it will allow metropolitan areas to enter and profit from different debates. There is no “one size fits all” solution when it comes to metropolitan areas. There are two aspects of the problem:

first, whether metropolitan regions and metropolitan areas are recognised in the system of decision-making; second, whether national governments interpret the law according to the regulations that urban authorities have the exclusive competence to select realised projects. Either way, there are two solutions. One is what was done in Warsaw, going through the EU funds. The other one is to fight for a legal status and a place in the decision-making process, which is a long term strategy. All in all, it is a choice between counting on the good will of the partners and relying on the legal elements.

Panel Discussion II

The Role of Metropolitan Areas in Cohesion Policy post-2020

- Metropolitan Challenges
- Investment Priorities
- Tools and Instruments (ITI, Urban Agenda, etc.)

Michał Olszewski
Deputy Mayor of Warsaw

In Warsaw, in 2014, we started working on our metropolitan instruments, which originated from the idea of the ITIs and we set up our first programme, where residents were included in the whole process. So, there was this trigger to start cooperation, the launch of this 5% through ITIs in Poland. Thanks to this instrument, many Polish cities, not only Warsaw, began working together. The added value was not the money, which was all in all insufficient, but the fact that it triggered cooperation. Having worked out an agreement, we fulfilled one of the requirements – the second condition was to adopt a common strategy. There are two legal basis for the functioning of metropolitan areas in Poland. The first one is to go through a very complicated procedure just to adopt a special legal solution proposed recently by the national parliament (there is only one metropolitan area acknowledged within these legal frames in Poland –Silesia). The second legal solution is to use a standard way of cooperation which has already functioned in the legal system. In Warsaw, we decided to choose the second path and do it the softest possible way. Eventually, 39 communes with a total of 2.5 million inhabitants entered the agreement. The next step was to build a common strategy, on the basis of which we were able to select our projects and priorities implemented based on the regional operational programmes which are financed by the ERDF and ESF.

Another perk was that we gained the power to negotiate with the Polish government the possibility to have an impact on the distribution of the amount of money that we drew from the ITI instrument. Moreover, we gained the possibility of choosing investments financed by the Cohesion Fund or by the national government. This proved important for the development of the metropolitan area, and was the first such possibility in the history to use a bottom-up perspective in planning. The measure of our success is our contracting level which



As metropolitan authorities we have to learn how to build bridges between urban and rural areas to get the best of both.

is better than in other national and regional programmes. Our allocation on the ITI is now contracted at the level of 60%. The average in the country is 25%, so we are an example of a good implementation of the ITI instrument. Unfortunately, such positive results are not the rule in Poland. In some places contracting is on the level of 10%-15%. It depends on how cities cooperate with each other. One of the projects that we implemented in Warsaw is concerned with mobility. We decided to allocate funds to develop the network of cycle paths along with Park & Ride solutions in order to enhance low-carbon economy as well as enable people to commute better within the metropolitan area. At the moment, there are 26-27 ongoing projects, which are based on our ITI strategy. Within the next 3 years, we are going to double the number of parking places in the P&R system in our metropolitan area.

From our perspective, there are three kinds of challenges. The first one is that we should grow as a metropolitan area according to the new division of our region into two NUTS 2 level. After two full perspectives of the new Cohesion Policy, it became clear that there are two very different parts to our region: one is urbanised – Warsaw and the surrounding local communities, the second is much more rural. This fact still needs to be emphasised in the Cohesion Policy through the basic elements and instruments that are offered. The challenge for now is to create these metropolitan solutions at the NUTS 2 level as well as offer these solutions with a bottom-up approach and program new instruments after 2020 for the NUTS 2, based on our already elaborated model of cooperation within the metropolis. As metropolitan authorities, we have to understand that it is normal to have both urban and rural areas within one region. We also have to learn how to build bridges between them and how to get the best of both, discouraging urban sprawl.

The second challenge is concerned with how to continue the administrative model in regards to the future management model in metropolitan areas. What we have in Warsaw is a soft cooperation, which makes decision-making easier. If we decide to build a union of local communities or adopt a legal solution based on the recent governmental metropolitan act, decisions will no longer be this easy. The third challenge is how to avoid mistrust among local communities, especially in the case of the biggest city in the area which is often treated as a threat. Whenever there is a case of a small town and a 20 times bigger city, the former fears that the latter is going to absorb all the funds allocated to the metropolitan area and force their own decisions, which can be a source of

conflict. We do not work this way in Warsaw, we give priority to solving problems together through communication, never using our leading position against our neighbours.

For the next programming period we would like to at least keep the ITI mechanism in the present form, which proves to be working well under the national government's consent. However, our colleagues in the national government are sometimes less conscious about metropolitan issues than the politicians at the European level. This is why we lobby at the European level to influence the national policies, believing this might be the way to solve our metropolitan problems.

Anna Merlin

Political Advisor, Metropolitan City of Torino

The Metropolitan City of Torino is a second level major metropolis, the largest metropolis in Italy uniting 316 municipalities, many of which have a population of less than 5,000 inhabitants. It traces the boundaries of the former Province: the great extent and heterogeneity of the territory, about 6,800 km² half of which in mountainous territory.

The metropolitan area was created on the basis of a 2015 reform implemented by the central government which merged 10 provinces into one territorial unit. Being aware of the specificity of the area as a whole, we can provide legislation and drive the development of the region. We are located next to the border with France and Switzerland, and we cooperate well with both of these countries, e.g. in terms of the promotion of the territory in social and economic terms. One of the projects that we realise is Top Metro. It focuses on the peripheral areas and is worth EUR 40 million activating EUR 93 million worth of investment. In our opinion, peripheral areas are to some extent degraded and lagging behind, not only in the Metropolitan City of Torino, but also in other big cities. They are not as strong and powerful as we would like them to be. On the other hand, there are beautiful landscapes on the peripheries and in the suburbs, while small and middle-sized industry functions in rural areas. Top Metro is about boosting the strengths of these peripheral areas. Torino used to be famous for the production of Fiat, but now Fiat has left the city almost



We can create a strong metropolitan governance with high capacities, because such institutions are familiar with the entire territory.

completely. Consequently, it is a great challenge to renew and activate the post-industrial areas with abandoned Fiat production plants in order to prevent the city from degrading and enable the citizens to identify with the area again. While local identity is one issue, another is that the people who used to work in these factories deal with unemployment. This is why we have launched a project focusing on the peripheries. Other projects which we realise in those areas are concerned with reallocation, the issue of enhanced urban security, the vulnerable segments of the population and establishing enterprises. To achieve our goals, we collaborate with the private sector, banking foundations, SMEs, large corporations as well as real estate agencies.

Torino is a big city, the capital of the region with almost one million inhabitants. The difficulty arises from trying to enable the city to expand, while simultaneously protecting the rest of the territory which is rural. 52% of the territory of our metropolitan area is situated in the mountains, so there are huge discrepancies between urban and rural areas in regards to the accessibility of different services, including transport, as well as their attitude towards any change. What we can do is to create a strong metropolitan governance with high capacities, because such institution would be familiar with the situation of the entire area. The vision of the economically strong 2020 Europe will definitely determine the future Cohesion Policy. Other challenges

that we are facing are concerned with immigration and refugees, but also unemployment among young people. We should make the role of the central city important

Christian Specht

First Deputy Mayor of Mannheim

The Rhine-Neckar metropolitan region is not a typical metropolitan area with one big centre. Instead, nearly 60% of the 2.4 million residents live in small villages or rural areas, while the rest inhabits the three largest cities: Mannheim, with a population of 320,000, Heidelberg and Ludwigshafen. The founding reason for the Rhein-Neckar metropolitan region originated from two institutional conflicts in a federal system.

Firstly, how do we convince 180 mayors of small towns to work together with these three bigger cities in a metropolitan way? Although, we now have 12 years of experience with a number of successful projects, we were never able to create an ITI (Integrated Territorial Investment) due to the fact that at the higher level of administration, the so-called *Länder*, there is no political will to implement metropolitan solutions. This is partly due to the fact that most members of parliament in the *Länder* are politicians from rural areas. Therefore, it is difficult for metropolitan areas in Germany to gain importance and be crucial players. We realised that nevertheless, we are competing with other European and globalised regions. There are global companies in our region which can solve problems in the field of migration, transport or digital revolution, but which are neither willing nor able to talk to the 180 mayors of the region separately. They need one institution responsible. Consequently, we created the European Metropolitan Authority which works together with enterprises and universities. This is one obstacle that we have had on our way.

The second issue is that our interest as metropolitan area with its European dimension can be in conflict with federal policies. The conflict is visible, for instance, in the context of the EU policy of Corridor 24. Our region is in the middle of the Rhine-Alpine Corridor, which leads from Rotterdam to Genoa. All the cities and regions in this corridor have more or less the same interests in the field of transport, so they work together and create their

again in responding to these problems, giving those excluded equal access to all services. We must support small communities in what they are best at.



How do we convince 180 mayors of small towns to work together with three bigger cities in a metropolitan way?

own EGTC (European Grouping of Territorial Cooperation). However, the national government of Germany tries to stop this political initiative which originated from regions of different countries and, instead, gives priority to other infrastructural projects such as the harbours in Hamburg and Bremen. A cooperation at the European level could really solve these local problems. There is a real shift of policy dimensions but, at the same time, no clear solution has been found yet – especially because of national and regional governments are trying to prevent metropolitan areas from becoming established governance structures, able to acquire funds and participate in European programmes.

One idea for us is to combine policies that are still characterised by conflicting positions. It is important to bring spatial development and transport policies together, which can be a problem without a multi-purpose organisation. Our idea is to bring different topics together and to create a multi-purpose arena. Sometimes, we need to build a package of policies in order to create a win-win situation because in one policy we can win and in another one we can lose. It is important that the governance structure offers a political playing field where, for example, a small village can lose in a given topic but then wins in another one. We can show that Europe helps to bring us together. To conclude, I think it is important that all regions receive funds. Thanks to this kind of projects we can show that Europe is visible not only in big cities, but also in rural areas and that we are aware of their problems, for instance of those related to elderly population in small villages. In the case of public transport, examples could be building a bus stop or another element of transport infrastructure in rural areas with EU money. It gives more legitimacy to European policies and also more visibility to our cause. Our actions will be more reliable if we are able to say that we will continue after 2020. This is the main reason why we need more money for the Cohesion Policy as well as flexibility and the possibility to manage the funds on our own.

Sara Lobão

Member of the Executive Board of the Metropolitan Area of Porto

Metropolitan areas are divided by NUTS and in Portugal, when using this NUTS nomenclature, we are still in NUTS 3. The metropolitan area of Porto is composed of 17 municipalities: 3 big cities, and 14 small urban and rural municipalities. Our metropolitan area is inhabited by 1.7 million people comprising 7% of the population of Portugal. We have competences in education, economic development, mobility and transport. How do we use the EU funding? Now we are an intermediary body for EU funding, like many other metropolitan areas, which act as intermediary bodies. In January 2014, we started preparing the integrated territorial strategy, but the process is very long. Having less money, for some governments it is very difficult to put things in the field and start with the project. We are an intermediary body for the integrated sustainable urban development actions, which poses a problem since the municipalities of the metropolitan area have EUR 200 million for integrated sustainable urban development, but the metropolitan area only manages EUR 59 million. Why? Because our government does not consider us an urban authority in this regard. We have made an agreement with the municipalities and the municipalities are the passers of these competences, but only for the first part of the project. What do we learn with this process? It is a long process and it is necessary to start with the involvement of the metropolitan area on the preparation of partnership agreements with the European Commission. Giving priority of the regional funds established by the central government without the participation of the metropolitan areas does not make sense as we note what the people and our municipalities need. The metropolitan area was awarded a global grant for the management of ERDF, ESF, cohesion funds and the funds from the agriculture with a budget of EUR 139 million. In Portugal there are two levels: Governmental and regional. We don't have regions, but we have a regional programme from the EU funds. The regional



All the European metropolitan areas must be united and strong to be a voice in the EU in the future.

programme creates the axis and the priorities in the ITI. Some of these priorities are not the best suited for the municipalities and this poses a real problem. It was a process of municipality cooperation, which needed the involvement of all the stakeholders from the regions, municipalities' inhabitants and entrepreneurs. I think here, the real municipal cooperation can be seen. In EU funds, a metropolitan area does not have infrastructural projects, but we have projects where the cooperation among municipalities is very contemporary.

For the future, we want a strong and united metropolitan area of Porto. It is very important for us to get EU funding, as we have transportation issues: Our metro serves big cities, but it's very difficult for some of our municipalities, as smaller rural areas have no easy access to big cities. We also have employment problems. We need funding to help resolve these issues, maybe with an agreement with the entrepreneurs. Now in Portugal we have started to discuss centralisation and the way that we conceive metropolitan areas. It is a good way to influence the choice of the instruments and we need to address the economic and social change. It is also very important to have sufficient resources to solve some problems and to realise a new approach on an urban level, especially the collaborative dimension between different levels and taking into account the diversity of relevant stakeholders. The Cohesion Policy should continue to be the main EU instrument regarding the mobilisation of territorial assets. Then, different regions mitigate the territorial impact generated by the integration process. We think it is very important to continue with this Cohesion Policy. We are debating the importance of the metropolitan areas in the urban agenda, which is significant not only for the metropolis. In my country, we only have two metropolitan areas, but all the European multi-metropolitan areas must be united and strong to be a voice in the EU in the future.

Dr Nicola Schelling

Director of Verband Region Stuttgart, President of METREX

Metropolitan cooperation has a long history. METREX, the acronym for Metropolitan Exchange, was founded already 21 years ago. The network provides a platform for an exchange of knowledge, expertise, and experience of about 50 metropolitan regions and areas mainly from all over Europe, with observer regions from the USA and Asia. Apart from these mutual learning processes, we also offer our expertise to institutions like the EU and argue for better recognition of the metropolitan dimension in European affairs. The EU 2020 strategy seeks to foster Europe's position in the global competition for growth and jobs. As engines of innovation, growth and economic prosperity, metropolitan areas play a key role in shaping Europe's future. The metropolitan dimension and cooperation are becoming more and more important at the EU level. The best way to organise cooperation within and between metropolitan areas is a question of the right scale and right partners. Each metropolitan region has developed its own governance structure, from much institutionalised forms that contain elected authorities to less institutional forms that are based on voluntary cooperation. The Stuttgart Region is formed by the city of Stuttgart and 5 surrounding districts, 179 municipalities, with a total of 2.7 million inhabitants.



As engines of innovation, growth and economic prosperity, metropolitan areas play a key role in shaping Europe's future.

Its governance is a best practice of an institutionalised cooperation: The Verband Region Stuttgart acts as the political entity for the Stuttgart Region in the form of a public law corporation. Its founding in 1994 was triggered by the economic crisis of the 1990s, during which there was a call for a better regional coordination of key issues. Consequently, the essential tasks that required a regional scale, such as regional planning, public transport and business development were legally delegated to the Verband Region Stuttgart. The Stuttgart Region has a directly elected regional assembly which is quite unique and has reached a model character in terms of regional management: this unique governance ensures that we have regional discussions and actions, regional political thinking, regional strategies and the scrutiny of regional voters and citizens. As a result, we consider our region as well prepared for the future. Today's challenges such as the functioning of the urban transport system, air quality, the provision of building land and adequate infrastructure, digitalisation and affordable housing go beyond local authority boundaries. Apart from the example of the Stuttgart Region, METREX and its members provide many other best practices of cooperation within and networking among metropolitan areas.

Panel Discussion III

Best Practices of Cooperation and Networking among Metropolitan Areas

Peter Austin

Planning Advisor at the City of Oslo, member of METREX

In Oslo and its neighbouring Akershus a lot has been done so far. We have a joint organisation responsible for transport, financing, managing and investment. We have also developed a regional plan for the region and the 22 municipalities surrounding the city. The Norwegian national government has only recently agreed to dissolve the region of Akershus and replace it with a larger territorial unit, which meant a total reconstruction of the regional collaboration and a strong need to learn. For this, we need to look at the



We must find means to raise the role and recognition of metropolitan areas, making them the main players, making a difference.

continuing base of evidence and some key messages from other metropolitan areas in Europe. There is a dilemma between flexibility for each metropolitan area to determine their own agenda and priorities and conditionality which is an essential part of any mechanism within the EU – otherwise money could disappear without any control or influence on its spending. The question of communication and visibility is very important, and I think we need to learn the language of the EU perhaps even better to get it right.

Networks such as EUROCITIES work on this already, and we all need to do this as well. Despite the hardship of the times, it is important to face the reality and move on for a better future for Europe. There's a lot of uncertainty surrounding us but, personally, I am very optimistic when I see the

Jeroen van Spijk

Deputy Mayor of Haarlem, with Charlotte Hillbrand, Project Manager of the Amsterdam Metropolitan Area (MRA)

The metropolitan area of Amsterdam is a 15 years old voluntary body. At the moment, the cooperation is between 31 municipalities, with a transport region and two provinces that are directly surrounding Amsterdam. Especially throughout the last 3-4 years, we have managed to bring the metropolitan project to the next level – 36 local governments have worked together to give a boost to the whole initiative. For the last 15 years, we have been observing a growing intensity of relations between different parts of the region. Working on a voluntary basis has both its advantages and disadvantages. One of the advantages is that we work together, we come to a compromise, work from a joint agenda and try to bring the region to the next phase.

Our metropolitan area is very active, we are working very closely with the national government, sharing resources and trying to get our own agenda active. Our idea was to evaluate different issues and focus on the most important ones, such as economy, traffic, environment and housing. The key issues bring us together in our shared interest, stimulating discussions over the cooperation areas that we should prioritise in order to move forward. As a result, we have identified an action program composed of 57 elements which we discussed with all the members at the political level. We have already completed around 10-12 goals that we have set. Some actions are still in process, some are not going well, but it gives us the opportunity to evaluate why certain solutions fail and what should we change about them. Our region is composed of the big city, which is Amsterdam, a number of medium surrounding cities, such as Haarlem, and rural areas. They all set different paces and experience different problems, which we try to cope with, making sure that everybody has a role, big and small cities, urban and rural areas. We work together in action groups, both at the political and civil servant level, we support each other and lobby at the national

amount of enthusiasm and innovation we have at the level of metropolitan areas. There is an uphill struggle ahead of us now, and we need to find means to raise the role and recognition of metropolitan areas and regions, make them the main players, make a difference.



The metropolitan area of Amsterdam is a 15 year-old voluntary body; key issues bring us together in our shared interest, stimulating discussion and cooperation.

and European level trying to obtain resources. However, voluntary bodies such as our metropolitan areas are not recognised and obtaining funding remains a challenge.

The question is how can we meet our challenges choosing such an informal form of governance as we have in the Amsterdam Metropolitan Area. In the Netherlands, metropolitan areas drive the country's economic growth. But that is not enough. If we want to improve this economic position, we need to secure future accessibility, sufficient space for living and working, inclusiveness, affordability, sustainability and attractiveness. These are all very important factors that will determine our future. Therefore, to keep this leading position as the MRA we have defined two common objectives. The first one is to drive future economic development; the second is to realise a high-standard of quality of life within our metropolitan area. One of the biggest assets is the diversity of our region. We have historical cities such as Amsterdam and Haarlem which have grown into vibrant economic centres. These cities are surrounded by smaller bodies of water and forests, prosperous suburbs and new towns catering for young families. We have a high-tech agriculture, the international airport of Schiphol, the harbour of Amsterdam and beautiful beaches attracting millions of tourists every year. This is why we need to protect this diversity and use its full potential as the strength of each of the partners within the MRA. But to do that has proven to be quite a challenge. The pressure on the space in our area is really high due to the fact that each year 20,000 people are moving to the city. The housing prices in Amsterdam are very high. A large share of the new housing will have to be built without our own city limits. At the same time, we want to protect the surrounding countryside. The only way we can meet this challenge is by working together very closely with all the partners. In our region, we have to do it on a voluntary basis. It is a big challenge to find the right balance between

the densification in the city centre and limited sprawl near the new towns. We also want to protect the surrounding countryside from the ongoing pressures of urbanisation. Because of its beauty, it represents an important economic asset for the region's economic climate. It is also essential for the region's liveability. One of the main conclusions of the workshop that we recently organised with EUROCITIES and METREX was that metropolitan landscapes should

Carmine Pacente

Responsible for Policies and European Programming and LEAR of Metropolitan City of Milan; President of the Commission for European Affairs of the Milan City Council

The future of the Cohesion Policy and the urban policy is our priority. The Cohesion Policy and, in particular, the European urban policy means, for example, about EUR 60 million from the ERDF for the City of Milan. It means about EUR 20 million from the European Social Fund and EUR 40 million from a new programme, called NOP METROPOLITAN CITIES, directly managed by the City of Milan. All in all, it translates into more than EUR 100 million of investments for Milan. However, recent debates suggest that there will probably be a cut of the EU budget in the next period, affecting the Cohesion Policy and perhaps the European urban policy. This perspective

Adriana May

Manager of the Lombardy Region

The cases of Lombardy and Milano are a little bit different because the experience is not in one specific territory but of cooperation between different territories. We recognise 6 territorial systems in Lombardy: the mountains, the lakes, the metropolitan area, the agricultural plain and the river system. They don't have defined borders because they are partially overlapping. They are very different and, at the same time, they constitute the strength of our territory. The ability to cooperate between such different areas is our great advantage. The Lombardy case constitutes one of the experiences that we share within METREX, where we are coordinating an expert group about metropolitan governance. The objective of the expert group is to exchange experiences and to identify the factors that can help a better cooperation at metropolitan level.

be treated as a special category in regional, national and European policies. Urbanisation has an impact on our entire region and requires strong collaborative efforts to negotiate. We have decided to do this on a voluntary basis within the region, which means it might seem unworkable at first glance, but our experience is that whenever there is a common goal, cooperation is possible. Such attitude will help carry out the Cohesion Policy in our region.



Milan manages directly 40 million euros of Structural Funds from a new Operational Programme for Metropolitan cities.

is a big problem for the local authorities, regions, metropolitan areas, municipalities and big cities. We must work together to create a dialogue with the central governments. There is a need to create a real connection between Barcelona and Spain, Milan and Italy, Lyon and France etc., as well as with European institutions. We must work together now not only to gain more financial resources for the instruments, but to avoid a big reduction for territories, cities and metropolitan areas. We need central, local and regional financial resources, as well as European funding and instruments in order to overcome our challenge.



A strong, long-term political commitment, acknowledging the need for cooperation, is the first condition for a metropolitan area.

The basic two models of cooperation would be either top-down (e.g. Italian *Città Metropolitane*) or bottom-up, (e.g. German *Metropolregionen*) however, we should consider other models, as the integrated (e.g. Stuttgart) and the informal. In Stuttgart, there is a core area with a top-down model and mandatory regulations but, at the same time, there is also a larger area of cooperation which is based on a voluntary basis (e.g. in Poland). As for the informal ones, we have also encountered free associations between public administrations, where cooperation exists without a structural or legislative model, but it still works and produces very important results, even at cross-border level. Although the model can be different, the needs and factors are very similar. A strong, long-term political commitment, acknowledging the need for cooperation is the first condition; then

building trust through a fair decision-making process, involving all the relevant actors, where multilevel governance is a must. Here, identity matters, and that means getting citizens involved, taking into account history and culture. As for the operational aspects, a common strategy is needed, but it is better to engage only in initiatives shared by a large majority of the partners; also being flexible in the implementing phases

Jörg Saalbach

European Affairs Officer of the Verband Region Rhein-Neckar

The Rhein-Neckar region is located between two German rivers at the intersection of 3 German federal states. It is polycentric with 3 major cities (Mannheim, Heidelberg and Ludwigshafen) and a very strong network of surrounding dynamic growing mid-sized cities and towns in the region, with a total population of 2.4 million. Federal states in Germany are very powerful, especially when it comes to ERDF or cohesion funds, while Berlin is responsible for coordinating the National Strategic Plan. Being part of 3 different states means that we have to deal with 3 different operational programs, each of which is complicated and very diverse. Applying for a regional project, in this situation, is practically impossible because it would entail artificially rewriting a regional project into 3 application systems managed by 3 different authorities with 3 different procedures and 3 different possible outcomes. The region itself is rather young, but, interestingly, its territory is identical to the territory of the metropolitan area. This means that the regional council is responsible both for the regional development plan and the metropolitan area. Rhein-Neckar is a functional area divided by lots of administrative borders, out of which the *Länder* is of greatest importance. At the same time, it is an administrative unit itself, created by the 3 Prime Ministers of the federal states in a treaty which enumerates the region's own competencies and tasks. Rhein-Neckar is one of the 11 official metropolitan areas in Germany. As far as NUTS division is concerned, the area consists of 15 NUTS 3 regions and 3 NUTS 2 regions, however, some are only partially within our territory. Consequently, it is difficult to discuss the Cohesion Policy in regards to our region – due to the

and adapt to different needs. Regarding the instruments, they all recognise a need for a public operational structure – there are many different specific solutions, the general idea is that you need to have a body that has the legal and financial capacity to manage the desired actions. There are also agreements, pacts and different “soft” solutions that can facilitate negotiations and ensure the involvement of stakeholders and citizens.



The Metropolitan Region Rhein-Neckar was created with a legal frame in order to implement concrete projects.

administrative boundaries NUTS 2 constitutes a real problem. We have developed a joint vision for the year 2025 with an aim to make our region recognised as one of the most attractive and competitive regions in Europe. The strategy is largely based on three elements: economy, science and quality of life in harmony. As far as regional governance is concerned, there are 3 main bodies. First, the aforementioned regional council – a democratically legitimate planning authority created under public law. One of the most important tasks of the council is to decide on a regional land use plan which is legally binding for all 300 local and district authorities within our region. Second, we have created an association which gathers more than 800 individual members from economy, science, and politics. It's an interesting instrument to create identity for our regional tasks. Lastly, we have the Metropolitan Region Rhein-Neckar GmbH, created within the same legal frames as the council in order to implement concrete projects - not only directly concerned with regional planning, but also with e-government, labour market and so on. We have created a central hotline for the entire region and realised projects concerning economic and internal promotion, as well as rising awareness amongst our citizens etc. We have regional network for all kinds of different topics from energy efficiency to sports and culture involving thousands of citizens. We have a transport plan, as well as regional clusters and projects, including EU-funded cooperation projects. Unlike ERDF, our 3-*länder* region has no problem to apply for Horizon 2020. Finally, we are connected to European networks - METREX, ERRIN and the Airport Regions Conference.

Dr (LSE) Leonidas Makris

Political Scientist, Advisor to the Mayor of Thessaloniki

Greece is a small country with a population of 10.8 million. It is divided in thirteen regional authorities, one of which is Central Macedonia. Its capital is the city of Thessaloniki, the second largest city of Greece. Unfortunately, we don't have a real metropolitan authority responsible for the administration of the urban area of Thessaloniki. Instead, we managed to develop a kind of informal metropolitan network. European funds, including Integrated Territorial Investments (ITIs), are under control of the regional authority. Unfortunately, the perplexing and intricate legal framework related to local administration in Greece often creates frictions between regional authorities and municipalities. This entails that the cooperation between the different levels of local administration is not always smooth. However, we don't give up, despite the limitations. Since we are not allowed to participate in a coherent metropolitan system of governance, we have resorted to bilateral or multilateral efforts of collaboration among municipalities. We are, for example, developing certain transportation plans, like a project concerning coastal transportation. This is gradually realised between the municipality of Thessaloniki and three other municipalities and it involves the future participation of the private sector.

We have also been actively assisting refugees needing accommodation. On this issue we collaborate, not only with other municipalities, but also with the UN and civil society associations. Before securing another place or country for the refugees to live, we have already hosted more than eight-hundred families, keeping always in mind our goal to integrate people in the city rather than creating ghettos. We aim to extend this programme to one thousand five hundred more refugee families.

Another relevant initiative we took was to develop a strategic plan called 'Thessaloniki 2030'. In the process to forge the plan, we tried to involve the appropriate stakeholders and the civil society which eventually participated actively in its shaping. In addition, we launched initiatives of cultural and touristic nature which had a metropolitan character. We unified museums and established a touristic organisation which included all the stakeholders of the city. These and other initiatives



European metropolitan areas face significant problems such as environmental and economic challenges, and pressing needs related to increased waves of immigration and the refugee crisis.

like the 'diplomacy of the cities' which we contrived and advanced were aimed at re-branding the city's profile and history. The result was to improve remarkably the attractiveness of the entire metropolitan area as a touristic destination and boost the city's revenues by multiplying its visitors.

In Greece, some years ago, we used to have almost three thousand municipalities. Now there are three hundred and twenty five, something which could be considered as a striking progress from the central government's side. However, this is still short of the metropolitan governance which we urgently need. The municipality of Athens managed to partly bypass this problem by establishing an authority which can directly attract European funds. Thessaloniki was denied this option and failed to attract certain European funds, particularly due to the stringent limitations of the current legal framework. It needs to be emphasised that this very same framework is largely responsible for the intricate and at times problematic relations many municipalities have with regional authorities.

One option for Greece in order to obtain metropolitan administration for its large urban areas is to change its constitution, something which could be described as a long term strategy. For now, what we can do is to establish a voluntary association of municipalities, which is a feasible option able to function even under the current legal framework. We can additionally draw useful conclusions from the example of cities such as Amsterdam or Rotterdam, which also operate on the basis of voluntary associations. Like other metropolitan areas in Europe, we face significant problems which are closely related to the type of globalisation we are going through: challenges of environmental and economic nature, demanding and pressing needs which are related to an increased wave of immigration and the refugee crisis, etc. Regrettably, not only in Greece but at a global scale, the reaction to the above mentioned problems has been poor and fragmented at best.¹

¹ Lundestad, G., (2004), "Why Does Globalisation Encourage Fragmentation?" in *International Politics*, 2004, vol.41, pp.265-76. Palgrave Macmillan Ltd.

We urgently need to move to a different kind of governance which should develop at the same time towards two different directions: supranational and sub-national.² Supranational because nation-states do not deal with these challenges efficiently, and while sticking to the national needs is emotionally appealing, we should strengthen the European collaboration. One way to do it is to advance

² Garton Ash, T., (2016), *Free Speech: Ten Principles for a Connected World*. London: Atlantic Books.

simultaneously sub-national cooperation. Metropolitan areas can work together in order to unite instead of divide European societies. They host a lot of diversity and they could form a decisive network of cooperation which could mitigate the effect of the animosity instigated by the rivalry often developed between nation-states. We are convinced that it is of the utmost importance that metropolitan authorities should play a decisive role, rather than merely an advisory one. This is if we honestly want to advance peace and prosperity across our continent.

Conclusions



In the 1930s, one of the most famous biologists in history, Max Kleiber, defined a rule, which we now call Kleiber's law, which states that smaller mammals use proportionately more energy than larger mammals. In practice, this means that an elephant, which is much bigger than a mouse, will consume less energy per one kilogram of its mass. Another scientist, Geoffrey West, developed the theory further and observed that the rule applies also to cities. In his works, he states that when the size of a city grows by 200%, services per capita increase only by 15%. What it means from today's perspective is that cities concentrate a lot of assets, people, networks, companies, as well as capital but, at the same time, they face more problems and challenges –refugees, unemployment and different conflicts, including political ones. Consequently, even though cities struggle with a lot of problems, they can

also solve them more efficiently than in case of smaller territorial units. This is what we have learnt from our experience – for us, as cities and metropolitan areas, it is easier and better to solve our problems together with our neighbours. This is one element, and another is that we should work as a network of metropolitan areas and the larger the network, the easier it will be for us to deal with our issues and convince our European colleagues, who in turn can help convince our national colleagues, that the next programming period should prioritise the metropolitan perspective. At the same time, we should take responsibility not only for our citizens but also for rural areas in our territory.

Michał Olszewski
Deputy Mayor of Warsaw

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