Integrated urban development in European metropoles

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Metropolitan Conference

Warsaw - Mazovia

13 June 2011

Structure of presentation

- The complexity of challenges in the future development of European cities
- The present problems of urban development policies in European metropoles
- Integrated governance across territories, levels and functions: different examples of good practice
- Practical implementation of integrated metropolitan governance: a model

Challenges for urban development

- Cities face serious challenges:
    - collapse of the normal functioning of the climate
    - growing problems with fossil fuels
    - unmanageable problems of the ageing societies and of the potential migrant flows,
    - sharp conflicts due to growing inequalities between social and ethnic strata and/or different areas.
- The potential answers to address these problems one-by-one create conflicting interactions: **the easiest answer on any of the problems usually makes things worse regarding the others.**

The present problems of urban development policies in European metropoles

Scattered sectoral and territorial policies prevail to tackle the complex challenges

- one-by-one sectoral interventions
- area-based interventions
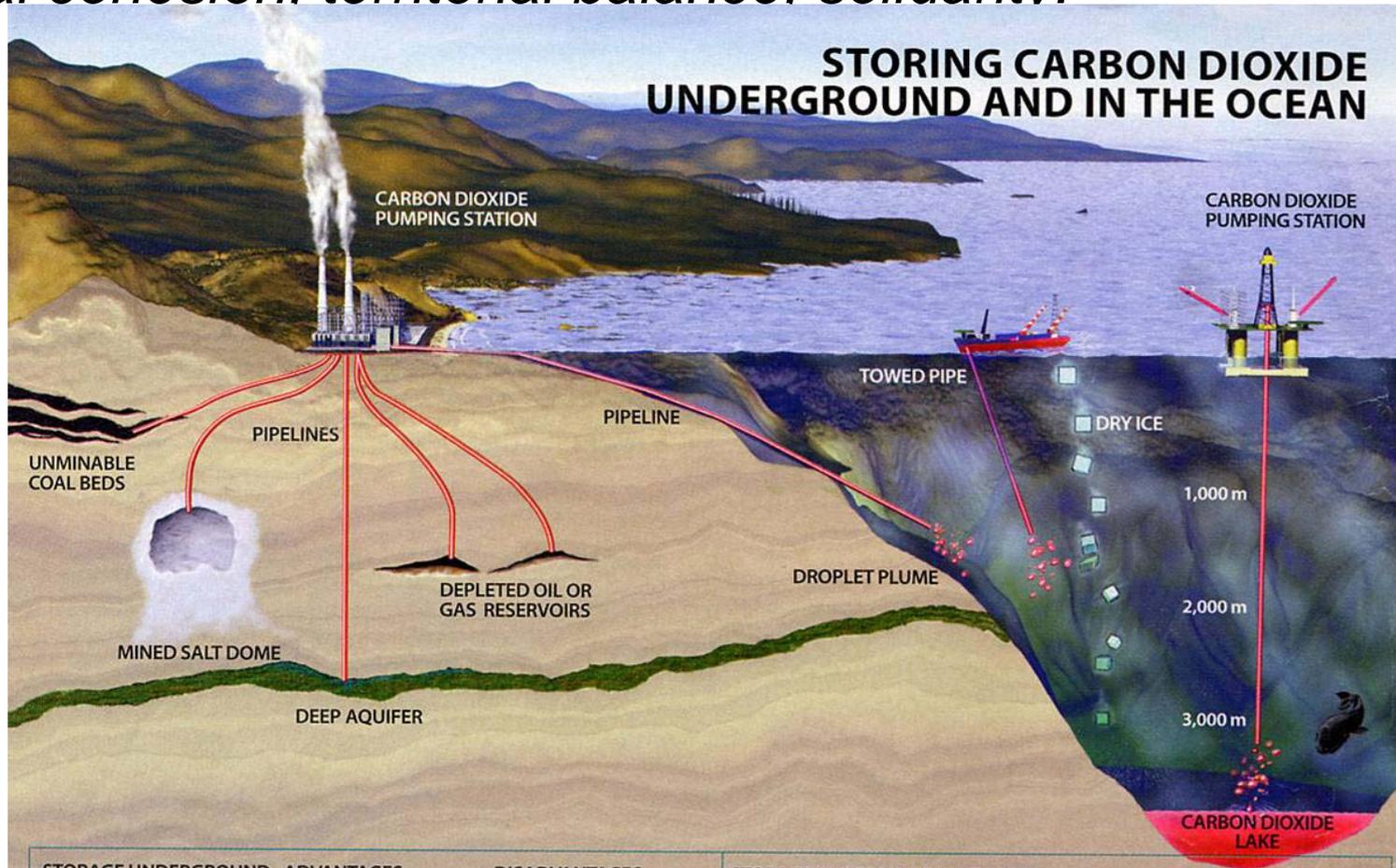- interventions limited only to the area of the municipality

All these policies have serious externalities, unwanted negative consequences

Externalities of one-by-one sectoral interventions

- Costly investments into CCS technologies or over-ambitious environmental aims might crowding out financial means for economic development and social inclusion.

- Zero-carbon new construction is many times more expensive than energy-saving through renewal of existing buildings.

- Concentration on affordable policies might lead to richer people leaving the cities. Improving living conditions within ghettoes or building new social housing leads in many cases to the final exclusion of the poor groups from the mainstream society.

Conflicting interactions between sectoral policies

Technical solutions against climate change are costly and threaten to financially crowd out the interventions towards social cohesion, territorial balance, solidarity.

STORING CARBON DIOXIDE UNDERGROUND AND IN THE OCEAN

Strong protection of un-built areas might lead to over-densification of already dense urban areas

Externalities of strictly area-based interventions

- Such „… approaches simply displace problems between different neighborhoods and do not add to the overall economic and social well-being of the city as a whole – they are the equivalent of rearranging the desk chairs of the Titanic…". „… the causes on the problems and the potential solutions … lie outside the excluded areas."
- Successful area based initiatives can have some perverse effects: it is easy to show results in one small area while the rest of the city might suffer from lack of attention and money.
- Therefore „… area-based policies have to go hand in hand with a radical and large-scale redistribution of work, schooling opportunities and purchasing power."
- Budapest example: in the Ferencváros renewal process the poorest families left to other poor districts and even to outside of Budapest
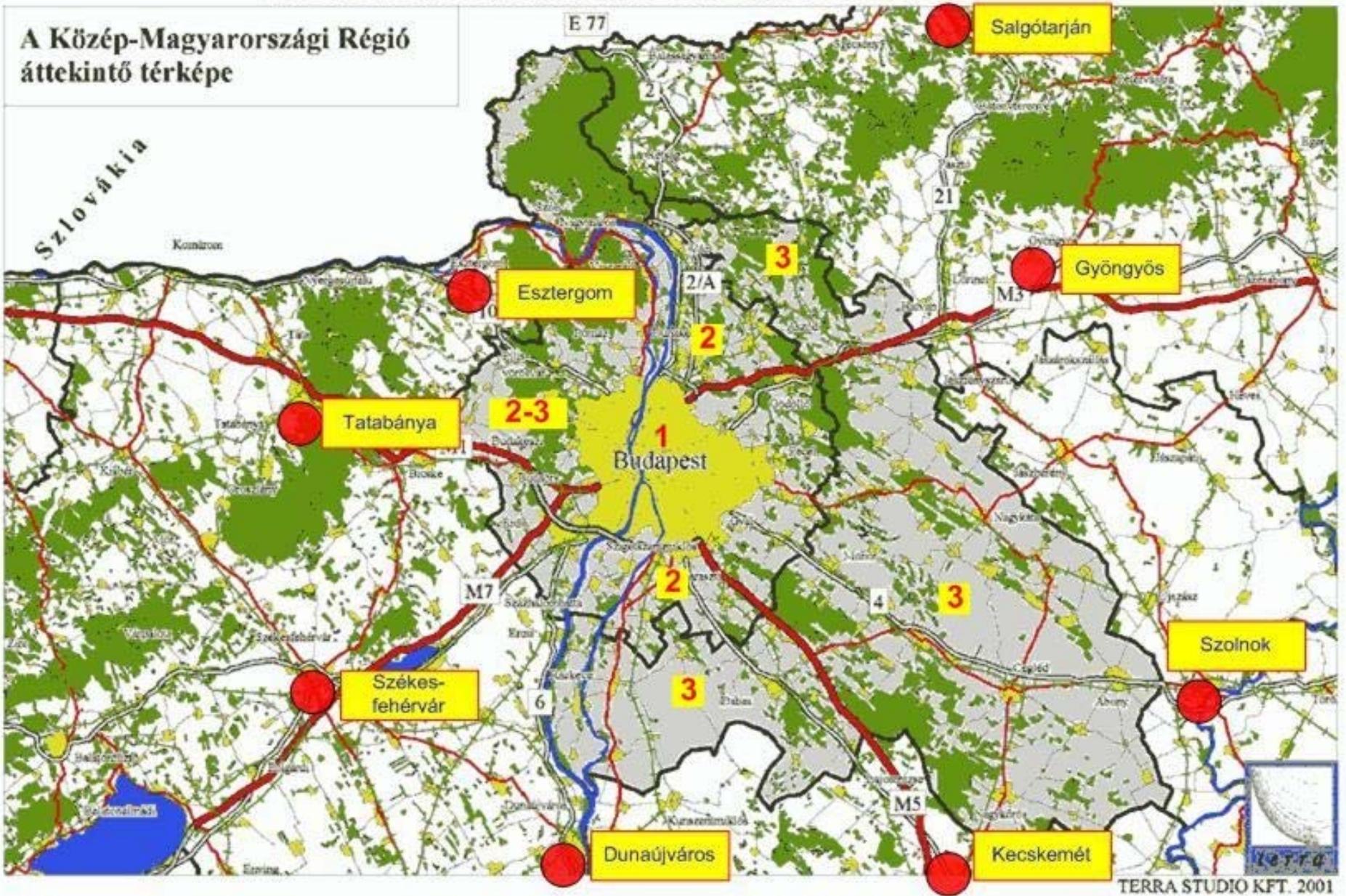
Externalities of within-the-municipality interventions

In the lack of territorial cooperation the core city has strong dis-incentives to perform sustainable policies
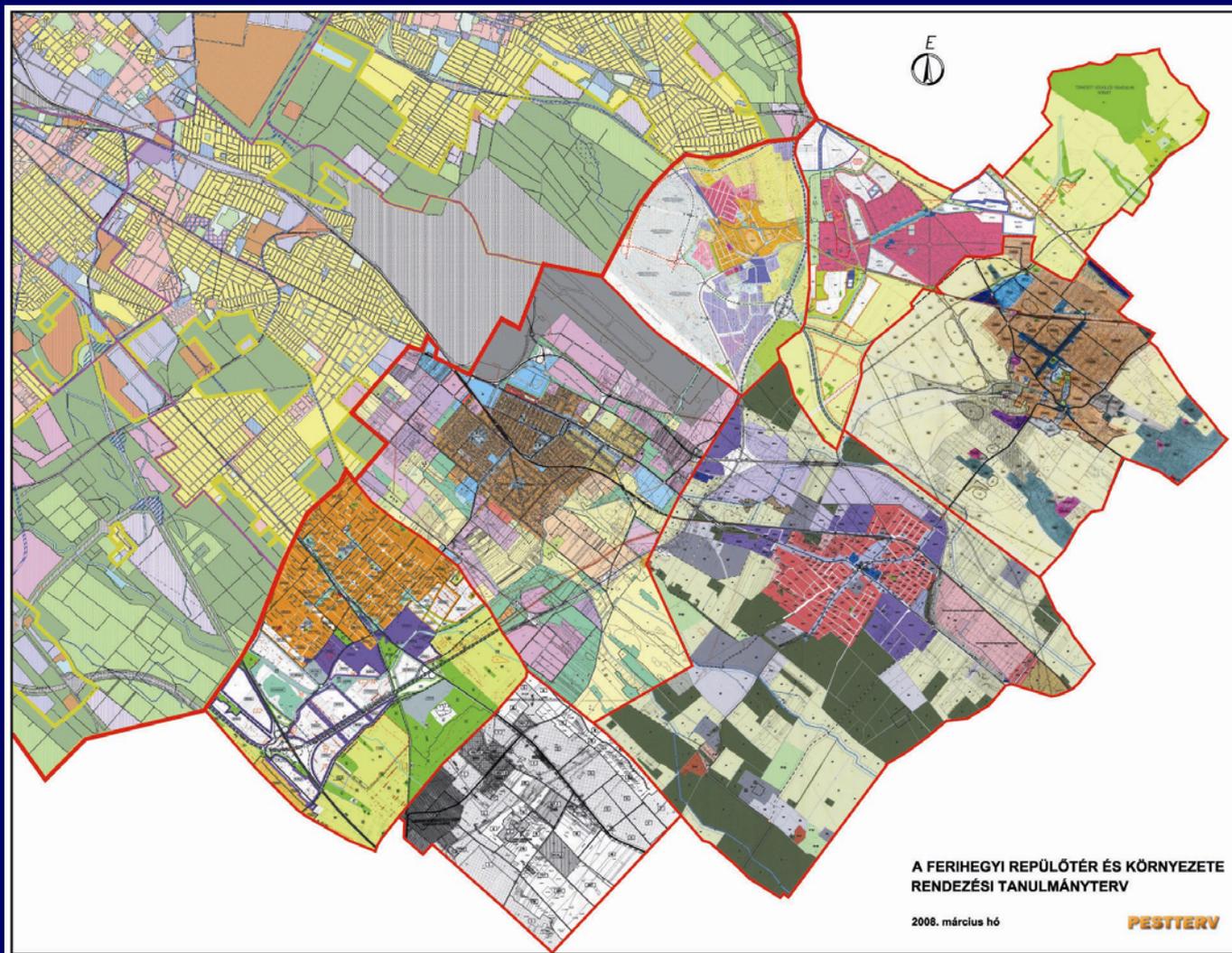
- Budapest: shopping centres regulation, green-field protection regulation,

- Suburban area around Budapest: tax competition, disinterest in P+R places outside of Budapest

- Ferihegy area: uncoordinated development

KÖZÉP-MAGYARORSZÁGI RÉGIÓ STRATÉGIAI TERV

A Közép-Magyarországi Régió áttekintő térképe

E 77

Szlovákia

Salgótarján

Esztergom

2/A

2

Gyöngyös

M3

21

3

Tatabánya

2-3

1
Budapest

2

M7

4

3

Székes-fehérvár

6

3

Szolnok

M5

Dunaújváros

Kecskemét

TERRA STUDIO KFT. 2001

terra

The area of Ferihegy Airport

A FERIHEGYI REPÜLŐTÉR ÉS KÖRNYEZETE
RENDEZÉSI TANULMÁNYTERV

2008. március hó

PESTTERV

TOWARDS BETTER INTEGRATED URBAN DEVELOPMENT POLICIES

- Economic, environmental and social challenges have to be addressed at once

- The present government and territorial system of municipalities is unfit for the needed integrated policies

- Europe has 21st century economy, 20th century governments, 19th century territorial systems. The latter have to be changed, innovative developments have to happen in the functional urban areas.

„America's metropolitan areas can no longer afford the crazy quilt of tiny, fragmented governments that they have inherited from the 19th century. …

The result is a fundamental mismatch between the real metro-scaled economy of innovative firms, risk-taking entrepreneurs and talented workers and the inefficient administrative geopgraphy of government." Katz, 2010

CITIES (million)	Admin city	MUA	MUA/city	FUA	FUA/city
London	7,43	8,27	*1,1*	13,71	*1,8*
Berlin	3,44	3,78	*1,1*	4,02	*1,2*
Madrid	3,26	4,96	*1,5*	5,26	*1,6*
Rome	2,55	2,53	*1,0*	3,19	*1,3*
Paris	2,18	9,59	**4,4**	11,18	**5,1**
Bucharest	1,93	2,06	*1,1*	2,06	*1,1*
Budapest	1,70	2,12	*1,2*	2,52	*1,5*
Warsaw	1,69	2,00	*1,2*	2,79	*1,7*
Vienna	1,60	1,67	*1,0*	2,58	*1,6*
Barcelona	1,58	3,66	*2,3*	4,25	*2,7*
Milan	1,30	3,70	*2,8*	4,09	*3,1*
Prague	1,17	1,18	*1,0*	1,67	*1,4*
Lisbon	0,53	2,32	**4,4**	2,59	**4,9**
Manchester	0,44	2,21	**5,0**	2,56	**5,8**
Liverpool	0,44	1,17	*2,7*	2,24	**5,1**
Bratislava	0,43	0,44	*1,0*	0,71	*1,7*
Katowice	0,32	2,28	**7,1**	3,03	**9,5**
Lille	0,23	0,95	**4,1**	2,59	**11,3**
AVERAGE			*1,7*		*2,3*

Different approaches to increase the significance of territorial cooperation

- Committee of the Regions: more power to the administrative regions!

- Metrex: more power to the functional urban regions!

- Creative governance: instead of unified definition to city regions with fixed boundaries, flexible arrangements (with guarantees for longer term commitment) create better ground for creativity, innovation.

Innovative practices to improve territorial governance in urban areas

A) Formal, **fixed boundary** metropolitan governance

- The French 'urban communities'

B) Informal, **flexible methods** of governance

- The German metropolitan regions

C) **Strategic spatial planning** as main governance tool
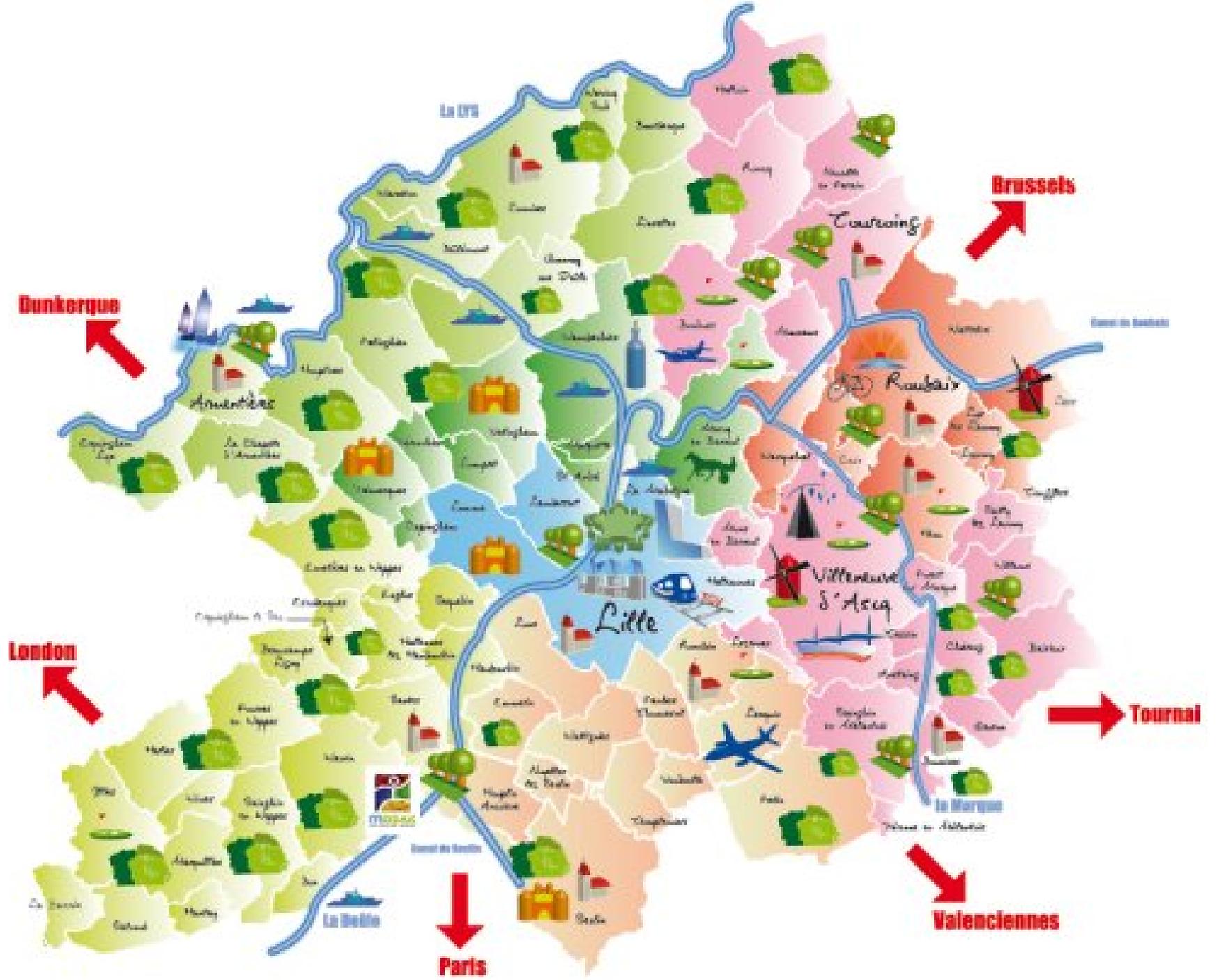
- The Romanian Growth Pole method

D) **Socially creative strategy** as integrative tool

- Hungarian Integrated Urban Development Program

A) Formal, fixed boundary metropolitan governance The French 'urban communities'

- Ccreated by the French Parliament in 1966 as compulsory settlement associations. Originally only metropolitan areas of Bordeaux, Lille, Lyon and Strasboug. 2009: 16 urban communities in France with a combined population of 7,5 million inhabitants. All urban areas in France over half million inhabitants are urban communities, except for Paris.

- Purpose: to achieve cooperation and joint administration between large cities and their independent suburbs.

- Urban communities are created in the country with the most fragmented settlement system in Europe, thus the created settlement associations are sometimes closer to the morphological area than to any broader meaning of city-regions.

Brussels

Dunkerque

Tourcoing

Roubaix

London

Armentières

Lille

Villeneuve d'Ascq

Tournai

Paris

Valenciennes

Top-down created cooperation

- On the level of the urban community a Council is formed, with **delegated members** from all municipalities (Lille 85, Lyon: 55). The council makes decisions and some **important functions** (planning, transport, housing) are compulsorily transfered to that level.

- Some years ago the **local business tax** has been **equalized** among settlements by law.

- As a step towards indirect democracy (democratizing the delegated system), **communal councillors** will be identified on the basis of **direct elections**, as people during normal elections have to identify which one candidate they want to see as representing the municipality in the urban community.

Formal governance solution: further example

Municipal amalgamations in Scandinavian countries

- Structural reforms have been taken place in Denmark (2007): the number of municipalities decreased from 275 to 98, while their average size increased from 19.500 to 56.500. The changes were even more drastic in Greenland, while a more modest and gradual change is taking place in Iceland, Finland and Faroe Islands.

- Danish national reform: top-down initiative with some flexibility. General principles about the size and number of new municipalities given by the central level and some time was allowed for the local settlements to come to an agreement how to amalgamate – if this did not happen within the given time limit, the changes were executed by the central level.

- The higher efficiency of public welfare services was valued higher than the loss in direct democracy.

B) Informal, flexible methods of governance: the German Metropolitan Regions

- **Applications approved by** the „Ministerkonferenz für Raumordnung"
- Aim: to **enhance economic development** of urban areas around large cities towards better European competitiveness
- Method: **more integrated development** in order to answer the globalization, climate and demographic challenges
- From 1997 first 7 regions, since 2005 the number increased to **11 approved regions**

Hamburg

Bremen/Oldenburg
im Nordwesten

Hannover-Braunschweig-Göttingen

Berlin-Brandenburg

Rhein-Ruhr

Halle/Leipzig/Sachsendreieck

Frankfurt/Rhein-Main

Nürnberg

Rhein-Neckar

Stuttgart

München

100 km

Functions of metropolitan regions

- **Decision-making and control function**, refering to the spatial concentration of political and economic centres, in which financial and information flows are being controlled.
- **Innovation and competition function**: high density of scientific as well as research and development facilities and the presence of creative milieus.
- **Gateway function**: good accessibility from international locations and multiple options for 'face-to-face contacts'. High quality traffic infrastructure network.

Flexibility and bottom-up character of metropolitan regions

- Metropolitan regions have to be understood as **regional alliances** with common responsibilities.
- **Spatial boundaries** of metropolitan regions can only be decided by its basic participants, i.e. local authorities and regional players. Only the common will of all municipalities within the metropolitan region to co-operate can result in stronger regional self-government.
- German metropolitan regions form an **informal working association** (Initiativkreis Europäische Metropolregionen in Deutschland), which has regular meetings and works also in six thematic groups.
- The 'governance' working group reports about a **wide vatiety of governance solution** across the 11 regions, from task-oriented associations till looser cross-border cooperation.

Evaluation of metropolitan regions

- Competition betwen the German metropolitan regions and the administrative Länder exists but is not decisive, as most of the metropolitan regions are far in size of the administrative Länder and will **never approach their political power.**

- German metropolitan regions are much larger and much more **oriented towards win-win type cooperations** than the French compulsory urban communities.

- German metropolitan regions are weak in political sense, **do not address everyday problems** and are not linked to the people of the area. They contribute to the further development of **already developed areas**.

- Even so, they fulfil important role in **marketing, solving traffic problems and increasing scientific-economic links**.

Informal, flexible methods of governance: further examples

Eindhoven knowledge region

- One of the voluntary regional associations allowed by the Dutch law. These regions have statutory policy competences, such as economic development, transport and environment (and previously also spatial planning).

- Eindhoven city-region: 21 municipalities decided voluntarily also to create a joint fund to strengthen the economic structure of the area. Brainport Foundation, leading also to cross-border strategic cooperation with knowledge-based industries in Belgium, Germany and France.

Katowice: bottom-up city-region building

- Metropolitan Association of Upper Silesia has been established, concentrating Katowice and 13 other cities

- Voluntary association, assembly, board

C) Strategic spatial planning as major governance tool The Romanian Growth Pole method

REGIONAL OPERATIONAL PROGRAMME OF ROMANIA 2007-2013
"Support to sustainable development of urban growth poles"
Allocated funds: 1.4 bill. Euro (30% in ROP financial allocation)
Objective: to increase the quality of life and to create new jobs in cities

Key area of intervention: *Integrated Urban Development Plans* implemented through projects addressing the following issues:

- Rehabilitation of the urban infrastructure and improvement of urban services, including urban transport;

- Development of sustainable business environment;

- Rehabilitation of social infrastructure, including social housing and improvement of social services.
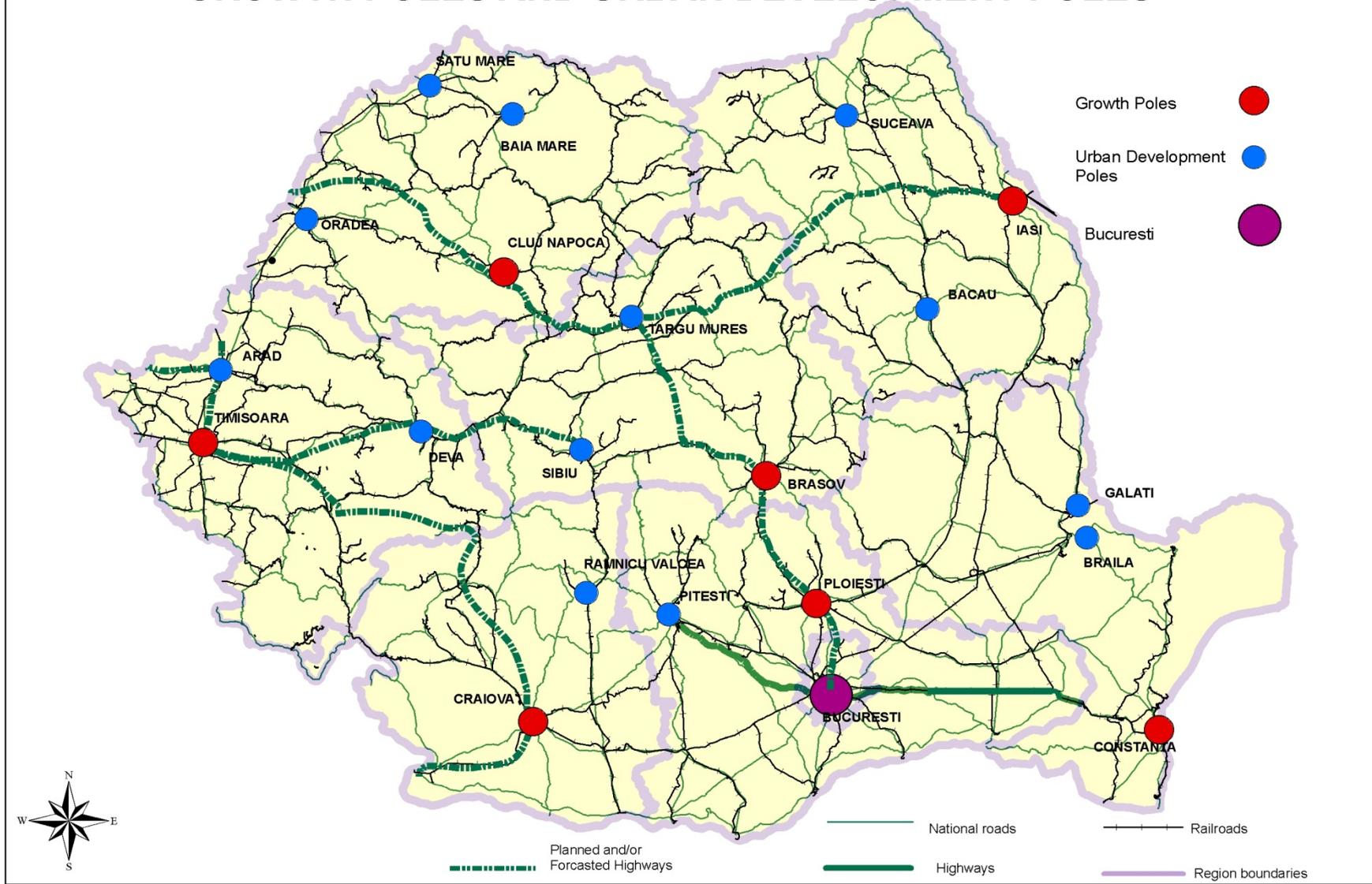
"Support to sustainable development of urban growth poles"

Three types of urban growth poles identified:

- **Growth poles** - 7 large urban centers and their hinterland, designated by the Government: Iasi, Constanța, Ploieşti, Craiova, Timişoara, Cluj-Napoca, Braşov;

- **Urban development poles** – 13 cities, designated by Government Decision: Suceava, Bacău, Brăila, Galați, Piteşti, Râmnicu Vâlcea, Arad, Deva, Satu Mare, Baia Mare, Oradea, Sibiu and Târgu Mureş;

- **Urban centers** - towns over 10.000 inhabitants, other than growth poles and urban development poles.

GROWTH POLES AND URBAN DEVELOPMENT POLES

Legend:
- Growth Poles (red)
- Urban Development Poles (blue)
- Bucuresti (purple)

Map labels: SATU MARE, BAIA MARE, SUCEAVA, ORADEA, CLUJ NAPOCA, IASI, BACAU, TARGU MURES, ARAD, TIMISOARA, DEVA, SIBIU, BRASOV, GALATI, RAMNICU VALCEA, PITESTI, PLOIESTI, BRAILA, CRAIOVA, BUCURESTI, CONSTANTA

National roads · Railroads · Planned and/or Forcasted Highways · Highways · Region boundaries

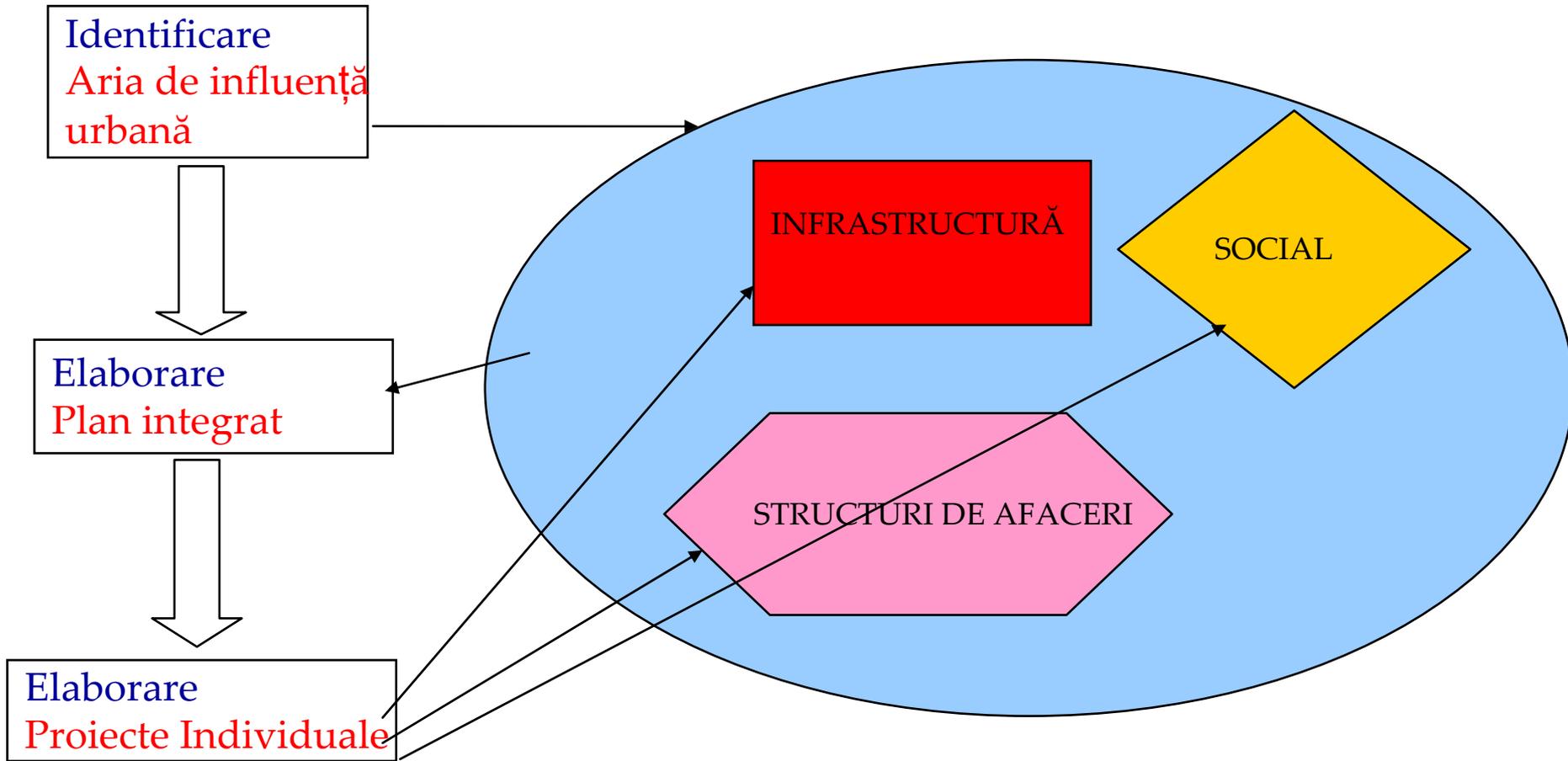# Support to sustainable development of urban growth poles

Association for Intercommunity Development (AID) has to be created for each growth pole; it comprises the city identified as urban core of growth poles and **territorial administrative units in their hinterlands** (towns, communes). County Councils may also be members of this Association
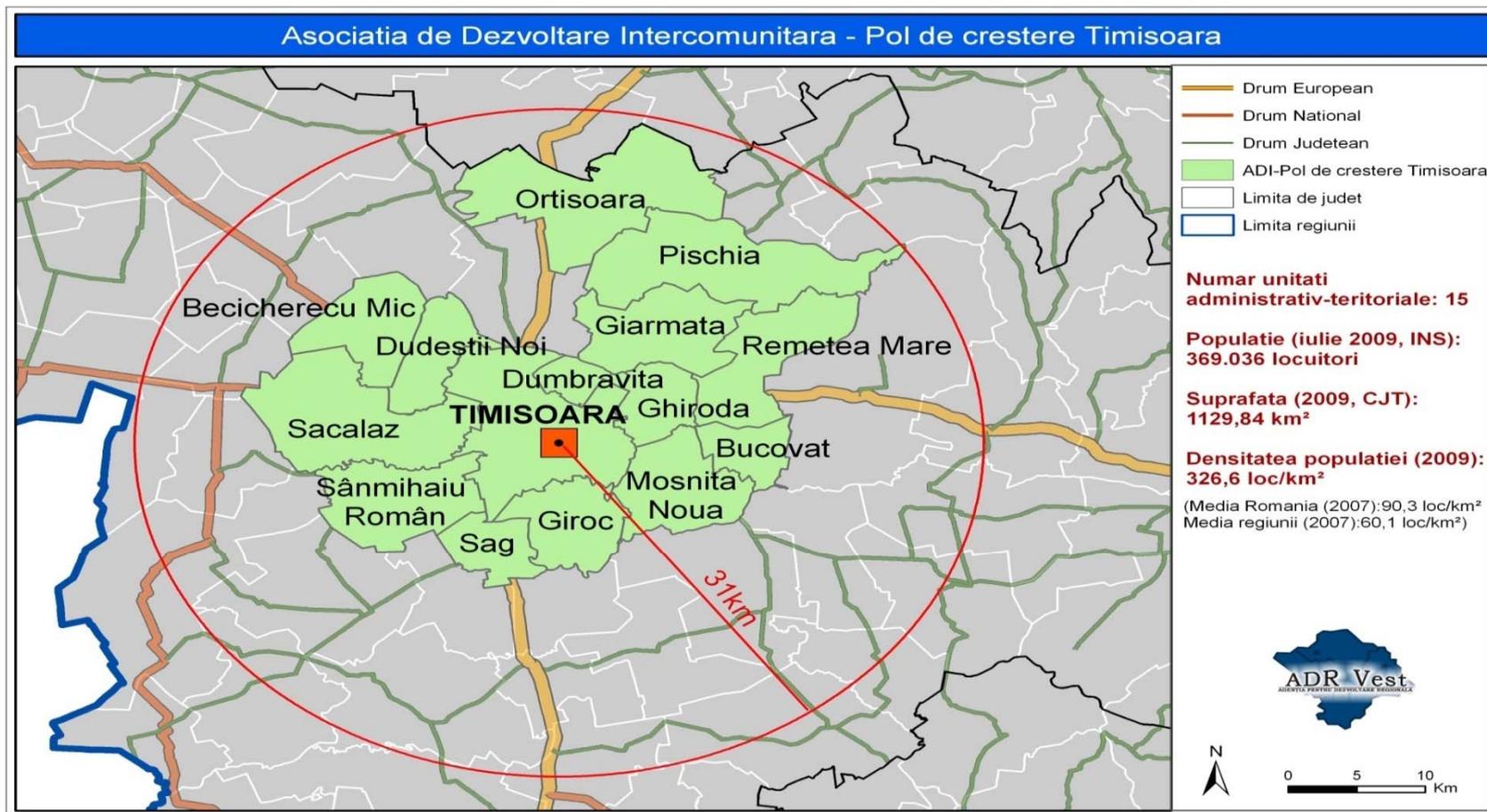
The role of the AID:

- **Establishes the geographical area of the growth pole;**

- **Ensure the setting up** of **the technical team(s) of experts** at the level of each growth pole, having the task to elaborate, monitore and implement the Integrated Urban Development Plan;

- **Set up the decision-making mechanisms** for each growth pole;

- **Agree the Integrated Development Plans**, including an action plan containing a list of projects set up by AIDs

Finanțarea polilor de creştere

Polul de creştere Timişoara - componenţa

Strategic spatial planning: further examples

SCOT in Montpellier

- Plan of the urban community, subordinating all the development activities of 31 settlements to the forward looking strategic plan, taking all aspects of integrated development (especially public transport) into account.

The Hague Region: integrated planning

- Regional Structure Plan of The Hague Region, aiming for open, green, accessible and high quality peri-urban spaces in the whole of the daily urban system area around the city.

- The Plan stimulates for a joint steering of area development and for a joint policy implementation. Specific platforms are established as alliances between government bodies, community based organizations, private partners.

D) Socially creative strategies
Hungarian Integrated Urban Development Plans

Hungarian ROP 2007-2013 – the IUDS is compulsory requirement for all larger cities

- Based on **long-term goals** (for 15-20 years, with outlook for the city-region)
- The IUDS is a **medium term (7-8 years) strategic document for the city**, with sectoral and territorial aims, oriented to implementation
- Necessary to revise every 3-5 years
- To be discussed and approved by a resolution of the municipal assembly to ensure legitimacy
- An anti-segregation plan has to be prepared and counter-signed by an independent social mentor

Anti-segregation plan (horizontal)

Status assessment (included in the IUDS):

- Delimitation of segregated areas and areas threatened by deterioration and segregation (indicators)
- Status assessment of the delimited areas
- Assessment of the segregational impacts of envisaged developments and individual sectoral policies

Anti-segregation programmes (interventions)

- Defines a vision for the degraded area whether it will be eliminated or will be integrated into the urban fabric by way of rehabilitation, determines the main directions of interventions
- Objectives: decreasing the degree of segregation and avoid increase of it somewhere else as a result of intervention
- Complex system of tools: housing, education, social care, health care (soft programmes)
- Mobilisation programme: elaboration of guidelines

Socially creative strategies: further examples

Berlin: neighbourhood programme (Soziale Stadt)

- first 10, later 34 areas of interventions were selected. In these districts with special development needs 390 th inhabitants were living who got decisive role in the spending of the dedicated financial means.

- new experiment: how to modernize the Soziale Stadt approach, how to apply the lessons learnt in the deprived areas to the case of the whole of the city? The target-group specific scope is extended to include territorial reference with a focus on the social situation. This should lead to the expansion of the neighborhood approach, beyond the most deprived areas.

Summary of innovative solutions
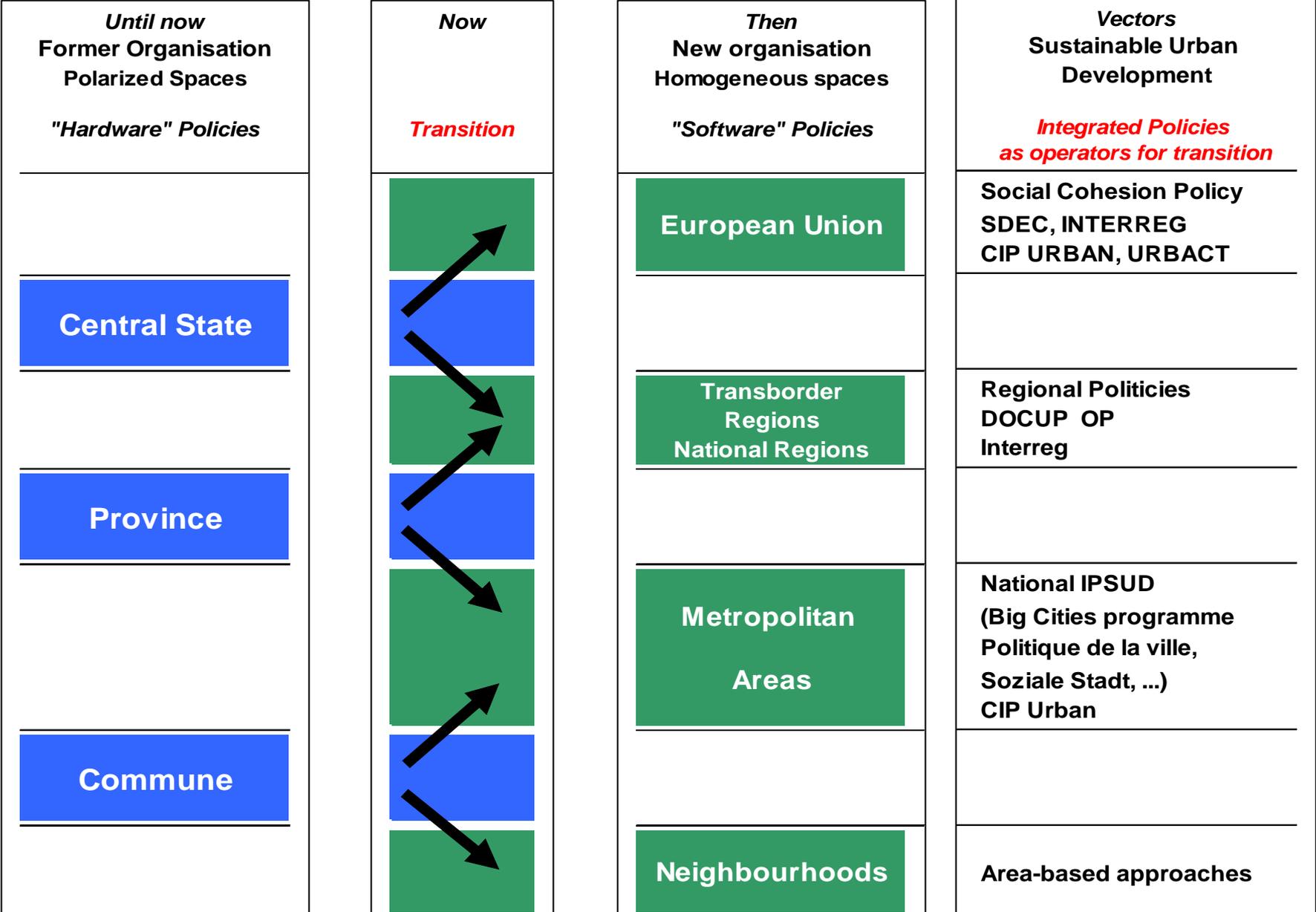
- The French Urban Communities: to assign functional area for compulsory cooperation
- The German Metropolitan Regions: to launch additional, 'weak' level for win-win economic cooperation
- The Romanian Growth Pole method: to delimit metropolitan area in which integrated planning is required
- The Hungarian Integrated Urban Development Plans: to include social aspect into integrated planning

Towards a new model of territorial governance

- It is not the artificially bordered cities but the **metropolitan areas** where integration of the different policies (which all have several externalities) can best be achieved. On the other hand, some of the socially creative strategies work the best in small neighbourhoods. Metropolitan areas and neighbourhoods are **functional levels** where usually no elected governments exist.

- To create new administrative institutions on these functional levels would be **difficult** and these functional areas **change in time** anyway.

- Functional geographies (metropolitan areas, neighbourhoods) **should be kept as flexible levels**, where creative governance, strategic spatial planning and socially creative strategies are performed in less formal ways.

JACQUIER: Multilevel : yesterday, today and may be tomorrow
A building process : the role of urban and regional policies

Until now **Former Organisation** **Polarized Spaces** *"Hardware" Policies*	*Now* *Transition*	*Then* **New organisation** **Homogeneous spaces** *"Software" Policies*	*Vectors* **Sustainable Urban** **Development** *Integrated Policies* *as operators for transition*
		European Union	**Social Cohesion Policy** **SDEC, INTERREG** **CIP URBAN, URBACT**
Central State			
		Transborder **Regions** **National Regions**	**Regional Politicies** **DOCUP OP** **Interreg**
Province			
		Metropolitan **Areas**	**National IPSUD** **(Big Cities programme** **Politique de la ville,** **Soziale Stadt, ...)** **CIP Urban**
Commune			
		Neighbourhoods	**Area-based approaches**

44

Functional and administrative levels

- The functional area logic does not substitute the fixed area governments logic. These two hierarchies **can and should exist at the same time** as they have different tasks and legitimations.

- As the entities of the functional logic do not turn into fully institutionalized forms, they have **better chances to get accepted** by the administrative levels.

- On the new functional levels the **capacities for integrated planning** and monitoring can be developed and the more open, **participatory governance processes** can be applied.

- One basic question remains: how can it be assured that the plans, ideas developed in creative ways on the new functional levels **get finally officially, formally accepted by the existing administrative structures**?

National and EU tasks

- To create the double hierarchy of administrative and functional levels and organize their interrelations - **to assure that plans developed on functional levels are accepted by the administrative levels -** is a public task, both in the national and European interest.

- The modernisation of the administrative-functional governance systems is the task of the **national governments** (as conditions vary across Europe). The conditions for cross-sectoral metropolitan cooperation have to be improved by a MLG framework (voluntary schemes work only with serious limitations).

- The **tools can be diverse**, as the four selected examples have shown:
  - to regulate the **area** (directly or only as suggestion)
  - to introduce **planning** framework.

EU level: integrated urban development in the next Cohesion policy

The EU should **initiate national governments towards integrated urban policies**. This should become core of next Cohesion Policy, as strong territorial dimension of EU2020

A) Based on Structural Funds means

- Make Integrated Urban Action compulsory (some % of ERDF)
- Create a new Community Initiative

B) Make integration as a general condition

- Integration as a condition for SF means (Hungarian IUDP)
- Introduce Urban OMC

Thanks for your attention!

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