

# Invitation 14 April 2011

## Efficient Metropolitan Governance - Functioning Urban-Rural Relations

EUROPEAN PARLIAMENT BRUSSELS  
ROOM ASP A3G-2 9.00 - 13.00

The European Parliament's Urban Intergroup and METREX - the Network of European Metropolitan Regions and Areas - proudly invite you to a joint meeting in the European Parliament.

*The meeting will showcase efficient models of Metropolitan Governance and Urban-Rural Relations in the context of the new Cohesion Policy.*

The meeting is jointly organized with EUROCITIES and PURPLE.

See page two for the full programme.

### WELCOME!

Jan Olbrycht  
MEP  
Chair of the Urban Intergroup

Hannu Penttilä  
Deputy Mayor of Helsinki  
President of METREX



Registrations are welcome and should be made online at:  
<https://elomake.helsinki.fi/lomakkeet/26865/lomake.html>



programme

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European Parliament

Brussels

room ASP A3G-2

# Efficient Metropolitan Governance - Functioning Urban-Rural Relations

JOINT MEETING OF URBAN INTERGROUP AND METREX, IN COOPERATION WITH EUROCITIES AND PURPLE

## welcoming words

Jan Olbrycht  
Chair of Urban Intergroup  
Jeanette Wopperer  
Vice-President of METREX

## keynote speech

Olaf Merk  
Senior Policy Analyst OECD

## introduction

Peter Simon  
Vice-Chair of Urban Intergroup

## four case studies of good models of Metropolitan Governance and Urban-Rural Relations

Jeanette Wopperer, Regional Director, Verband Region Stuttgart  
Hilary Lawson, PURPLE Secretary and Juliane Kürschner, Town and Regional Planner, Amsterdam  
Thierry Baert, Lille Metropole  
Franz Thun, Senior Advisor, City of Warsaw

## panel discussion

including Members of the European Parliament, as well as: Hannu Penttilä, President of METREX; Olaf Merk, Senior Policy Analyst, OECD; Wladyslaw Piskorz, Head of Unit, European Commission; Prof. Dr. Jörg Knieling, HafenCity University Hamburg; Vanda Knowles, Policy Director, EUROCITIES

## conclusions

Moderator: Jacki Davis

coffee and refreshments will be served during the meeting

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Please find all the seminar presentations on the website:

<http://www.helsinki.eu/index.php?id=1519>



# **Welcome in the European Parliament**

## **Jan Olbrycht, MEP, Chairman of the URBAN Intergroup of the European Parliament**

Ladies and Gentlemen,

Please let me present to you the URBAN Intergroup which hosts this meeting, jointly organized with the networks METREX, EUROCITIES and PURPLE

The URBAN Intergroup concentrates on concrete topics and fields. It does not act political.

The Intergroup represents three political families and joins more than 70 partners like the networks, regional representations and associations.

Our way of working consists mainly in monitoring the policy of the EU bodies and in proposing new solutions. Here we focus on cross-cut areas like territorial policy, housing and urban matters. We also focus on knowledge transfer to our partners whom we invite to our regular meetings in Strasbourg and to whom we disseminate our newsletters. Via our Intergroup we can better channel the arguments from our partners to the political decision makers. The exchange of views and knowledge is organized in an optimized way. In this sense we use the positive side of lobbying.

I wish to this conference all success.

## **Welcome note from the networks**

### **Jeannette Wopperer, Vice-President of Metrex**

Dear Vice-Presidents, Chairpersons and Members of the European Parliament, dear Members of the European Commission, dear Representatives of International Organizations, Excellencies, Ladies and Gentlemen.

I'm very pleased to welcome you to this Conference today. My name is Jeannette Wopperer, I'm Executive Director of the Greater Stuttgart Region and Vice President of Metrex, the network of European Metropolitan Regions and Areas.

Metrex as a network represents at least 50 of the about 120 existing metropolitan regions and areas in Europe, dealing with urban-rural activities since long, like environmental friendly land use or the gestion of public transportation networks. Within Metrex, the members exchange knowledge on functioning linkages between the core cities and their conurbations, also the members experience and jointly organize actions on issues of common interest – like this conference today, which is jointly organized by the Brussels

Metrex antenna and the URBAN Intergroup of the European Parliament with the friendly support of the networks EUROCITIES and PURPLE.

It is quite obvious that cities as well as metropolitan areas are strong economic centers. However, they would be unable to function, if they would act in isolation. Instead, and ever more frequent, cities depend on their openness towards their conurbation or their rural "Umlands". In order to function well, providing housing, transport connections, industrial and commercial space and recreational opportunities to the people working in the cities they have to work together. To highlight it: **The functional urban areas are the most dynamic spaces for activity and territorial interdependencies. They deserve our attention more than ever. Their good governance models should become subject of an Urban and Metropolitan Agenda in Europe as well as of the European Cohesion Policy.**

In the Stuttgart Region, where I come from and which I'll present to you in more detail later, the interdependency of the city of Stuttgart and its Umland reflects itself in commuter streams: 75% percent of all people living in the Stuttgart region have to commute to work. Metrex has long ago realized that it is important to take account of urban-rural relations when discussing and shaping European policy. Therefore, it has founded an own working group that deals with urban-rural relations in metropolitan regions. The first EU projects in the programmes "Interreg" and "ESPO" dealing with best practice examples of urban-rural relations were just submitted by this group.

Moreover, METREX strongly supports the RURBAN initiative which the "RURAL-URBAN"-element bears in its title and which was launched as a preparatory action in this House. Meanwhile RURBAN is commissioned to the URBAN Unit in the Directorate General for Regional Policy of the European Commission where a study is prepared.

Today's Conference lies fully in line with these actions for a better territorial cohesion. Good Metropolitan Governance, integrating the urban and the rural areas, may be seen as a prerequisite to bring territorial cohesion ahead. I am therefore looking forward to an inspiring event and lively discussions today. Thank you for your attention!

## Keynote Speech: Olaf Merk, senior analyst, OECD

### „Efficient metropolitan governance“

The speaker highlighted six fields of „uniqueness“ of metropolitan areas and regions, pointing to the fact that their economic, political and cultural potential is not reflected in institutional strength. Though growing global importance of metropolitan regions their institutional fragmentation is prevailing. Metropolitan Areas are determined by distinctive metropolitan functions:



#### They are

- Hubs for globalisation (high value added creation, 80 % of all European patents come from metropolitan areas/ but: strong competition among the hubs. Governance needs of orchestrated cooperation between global, national and regional actors, involving immigrants).
- Drivers of national economic growth (Metropolises are richer, more productive, more innovative – benefits of agglomeration and spill-over effects . Governance needs of sufficient autonomy of metropolises in terms of responsibilities and instruments. Metropolises encompass local and regional government functions. They apply instruments like expenditure assignments or taxation power, they have partly legislative rights. Instruments and powers are assigned very differently from metropole to metropole. Amsterdam can spend 7.000 Euro p.a. per capita, Madrid spends 600 Euro p.a. per capita. 50% of Amsterdam’s revenues come from local fees, Vienna only has 20 % of local fees and local taxes as parts of income.
- Crossroads of diverse lifestyles: Diversity of styles, jobs and services – Fragmented coordination and very diverse patterns among metropolises: As in Vienna and Budapest more than 70 % of the population lives in the core city; in Copenhagen, Athens and Paris it is only 20 %. The other population lives in the metropolitan conurbation. This causes very different governance needs. A metropolitan governance „layer“ should be added or at least functional bodies for i.e. transport, etc.
- Logic of opportunity/inequality. Fiscal equalization schemes have to be implemented – on national and metropolitan level
- Concentration of creativity – neighborhoods grow important, civil society participation, local democracy models arise.
- Organising chaos: Need for strategic metropolitan planning / room for experiments and room for the unexpected

## Introduction: Peter Simon, MEP, Germany

### „Innovative Structures as the key for the organization of Metropolitan Regions – Joint development in the Rhine–Neckar Metropolitan Region“

**Abstract:** In Germany eleven Metropolitan Regions are officially recognized by the Federal Ministry of Transport and Spatial Planning in Berlin; The Rhine-Neckar Metropolitan Region became recognized in 2005. It shows a polycentric structure with larger cities like Mannheim, Heidelberg and Ludwigshafen and rural areas, covering a territory on three different German normative regions, the „Laenders“. The speaker therefore advocated for an own ERDF Operational Programme for Metropolitan Regions or a „dedicated quota“ in the future Structural Funds regulations.



The Rhine Neckar Region comprises 2,4 million inhabitants on a territory of 5637 sq kilometers. Its main feature is a logistic hub, being a „German leader“ in terms of central position and accessibility by road, rail, air and water together with the Rhine-Main Region. Another feature is the high export quota of 57 % in processing industry and a gross domestic product of 31 000 Euro per capita. Outstanding scientific institutions with more than 83 000 students and 21 universities and colleges.

The regional key institutions are

- „Verband Region Rhine Neckar“, (regional authority)
- „Verein Zukunft Metropolregion Rhine Neckar e.V.“ (700 members from business, science, politics and society)
- „GmbH Metropolregion Rhine Neckar GmbH“ (economic regional development, projects and marketing)
- Chambers of Industry and Commers; Chambers of Handicrafts
- The institutions jointly develop the region by strategic dialogue and operational regional development, cooperation with different regional networks and clusters



In 2005 the regional alliance across three different Laender administrations was confirmed by a novel of the „Rhine Neckar State Treaty“,

A „Vision 2025“ was proclaimed,

Two of the outstanding biotechnology and bioenergy clusters were rewarded the German label „Clusters of Excellence“.

# Case Study 1: Jeanette Wopperer Executive Director, Stuttgart Region

## „The Stuttgart Region: An Example of Good Metropolitan Governance“

**Abstract:** The Greater Stuttgart Region was assigned the status of a public entity in 1994 with core competences and a Governance Model defined by law. The region is composed of 179 municipalities, including the core-city of Stuttgart and many smaller and middle-sized towns. A directly elected Regional Assembly with urban lists and rural lists ensures local democracy. Constant cooperation of urban and rural parts of the region in transport and economic issues establishes the urban-rural linkages for mutual benefit.

Three core competences in and for Stuttgart Region are tackled by the regional entity „Verband Region Stuttgart“:

- Regional Land Use Planning
- Public Transport
- Economic Development (commissioned to the Economic Development Corporation: Wirtschaftsförderung Region Stuttgart, wrs, GmbH)
- Financed, among others, by transport revenues and mandatory contributions of the 179 municipalities.

**Regional Land Use planning** has as its goal to ensure sustainable development in the Greater Stuttgart Region, i.e. to prevent urban sprawl, to protect open spaces as well as to display locations for renewable energies (transport axis, green corridors are designed by framework plans, landscape parks and spatial land use planning)

**Public Transport Development** aims at continuously improving mobility whilst reducing CO<sub>2</sub>-emissions and retaining costs at acceptable levels (extending the suburban railway network, employing more urban trains and night busses, supporting the large railway project Stuttgart 21, regional transport planning, etc.)

**Economic Development** aims at attracting investors, supporting SME and managing Clusters and Networks by i.e. commercial space management, recruiting or qualifying skilled labour force, organizing start-up networks, founding and/or running 12 Thematic Competence Centers („triple helix structures“ from business, science and public service). The Competence Centers are spread over the whole territory.

### A best practise example of good urban-rural linkages: The „DeSK“ Case

„DeSK“ is the Stuttgart Region Competence Center for Satellite Communication, joining actors from satellite firms and space science. The Center is located in the city of Backnang, in a rural part of Stuttgart Region. Firms are suffering from a lack of young engineers in „unattractive“ rural locations; „DeSK“ managed to run parts of the Space Masterclass in the City University of Stuttgart and thus established new bridges between rural firms and the university. By including the firms in the studies the students could meet future possible employers and get latest practical know-how from the satellite field. The rural firms get to know possible future engineers and could enhance the necessary knowledge-transfer between academia and practitioners and enrich university curricula.



## Case Study 2 – part A: Hillary Lawson, Secretary General, PURPLE network

### “Peri-urban experiences – shared competencies”

#### Abstract:

The speaker defined the peri-urban areas as functional areas which link urban and rural features. Both characteristics co-exist in their spaces: Farmland is mixed with airport fields and business zones; modern transport networks operate from dense inner cities until remote natural recreation zones. PURPLE comprises 15 city regions or polycentric city networks ranging from the Swedish Stockholm Region until Catalunya in Spain, from the Dublin Region in Ireland to the Polish Mazovia Region.



#### Speaking Notes:

##### What is PURPLE?

„PURPLE is a network of 15 large regional authorities each with a strong interest in peri-urban issues. The peri-urban areas are multi-functional, complex and crowded and we have identified some distinct ‘peri-urban’ angles – challenges, threats and opportunities across a number of policy areas. PURPLE is working to increase understanding of peri-urban (including its assets and what it looks like), on knowledge exchange about peri-urban, and most importantly on better recognition of peri-urban, for example in policy instruments.

##### What is peri-urban?

If we are going to talk about functioning urban –rural relations then we have to take peri-urban into account as urban and rural features *already co-exist* in peri-urban areas. That mix is for PURPLE the essential feature of our regions and areas. What typifies peri-urban? Well, here is where suburban development encroaches onto farmland, where airports, business hubs, reservoirs, energy storage and waste facilities are juxtaposed with open space, woodlands, natural parks and popular landscapes and cultural attractions. They can cover wide areas incorporating towns and cities (think of Flanders, the Rhône valley, Frankfurt Reih-Main). We all know and recognise them surely, even if we don’t, yet, necessarily think of the name ‘peri-urban’ to describe them. These areas are dynamic and successful - people are attracted to them because of this mix – after all everything that you might need is on your doorstep. So they are popular and convenient for living and working with a perceived high quality of life, and PURPLE members want to capitalise on all this. And although crowded areas present a real challenge for governance and sustainability, they also present huge opportunities for growth, jobs, and better lifestyles; where urban can really meet and greet rural.

So, peri-urban areas are not just the 'in-between' areas, but *central*, and well-placed to work with their neighbours both in the core cities as well as the peripheries of metropolitan regions.

### **Urban/peri-urban/rural need to work together**

We know that there are big challenges for cities and large urban zones arising from the pressures they impose on peri-urban space and resources. These urban pressures can and do inflict negative impacts on quality of life and the natural world so it is imperative that urban and peri-urban work together constructively to achieve balanced development in these areas.



Good relations can bring mutual benefits to cities and urban areas and their peri-urban hinterlands and there are many areas to explore: creating new markets and production chains for agricultural, horticultural and forestry production near to large populations; green energy generation initiatives; improving resilience to climate change; collaboration on sustainable and integrated public transport links; promoting smarter use of space for new development and discouraging sprawl and soil sealing; managing and sharing finite resources such as water. There is indeed lots of potential. Urban does not stop - and rural start - on the edge of cities. Please fit peri-urban into your thinking, and consider practical ways for urban authorities to get involved with their peri-urban neighbours for fruitful collaboration in the long term.

## **Case Study 2 – Part B: Juliane Kuerschner, Urban Planner, City of Amsterdam, Department of Spatial Planning**

### **“The Amsterdam Food strategy”**

**Abstract:** Amsterdam has just approved a 2040-vision called “The metropolitan landscape”. It comprises strategies for rural, peri-urban and urban areas in a wider metropolitan region. Amsterdam participates in PURPLE as part of the Randstad Holland network and is the only city. Purple links to the more rural aspects of the metropolitan policy. One example of shaping working relations within this metropolitan landscape is the Amsterdam regional food strategy.

#### Speaking notes:

The strategy was launched five years ago as a multi level governance approach in cooperation with the national government, the regional government and our neighbouring city Zaanstad. It has got three major objectives that cut across existing policy sectors. The food strategy addresses to:

- 1) the relationships between urban consumers and the neighbouring rural areas with their farmers and



now it is the market player that takes over the concept and contributes to metropolitan landscapes.

Regional economy: One of the motivations for the food strategy came from the food processing sector in Zaanstad. They were **lacking motivated and skilled workers** in the sector, also because there were no adapted trainings. So very quickly the involved companies took the initiatives to develop the **house of food**, with one of the three new vocational trainings for the food sector of the region is situated in collaboration with the regional college. In Amsterdam we have the ambition to concentrate actual food whole sale, knowledge exchange and innovation for the urban market in the new Amsterdam Food Center as a urban food hub.

Structural vision: **What is the benefit of having a Food Strategy for Amsterdam?**  
-It gives a **common vision** to these initiatives through **clear objectives** that serve as umbrella.

- And it adds a **regional dimension** and enables the communication and knowledge exchange within the different layers government (different municipalities, region and national level) and the different market players and civil society.

- It serves as a **platform which** brings together new **actors** in the food chain and creates conditions to make bottom up initiatives a success with incentives and publicity.

### **Any other fields of cooperation in the Amsterdam Region?**

In this development vision, we added for the first time the **regional dimension:** other surrounding municipalities and the regional government actively helped improve the Amsterdam Vision for the metropolitan area.

And we have pursued with the idea of a platform and face-to-face interaction for having the citizens participate. Virtually via internet and physically in round table debates called Free State of Amsterdam, in which groups varied as homeless, architects and children debated over the future of their city and region. This new approach has been rewarded with the Eurocities prize for participation.

Amsterdam principles: I'd like to close with the **Amsterdam principles** that probably best summarize our bottom up approach in cooperating. Based on our principles the mayor Van der Laan is now engaging in a new responsible relationship with peripheral regions of the Netherlands and is adding another dimension to urban and rural cooperation.

- Start small
- Do not exclude others
- Leave your weapons
- Focus on the content
- Share stories
- No power points
- Curb your passions
- Be curious
- Hold on!



## Case Study 3: Thierry Baert, Director of Studies, Lille Métropole

### „ Metropolitan governance & urban-rural relationships in the Lille region“

**Abstract:** Lille is a cross-border region with parts in France and Belgium. It merges two governance landscapes: the specific centralised French model with the specific centralised Belgium model. Lille métropole is a „communaute urbaine“ with its historic competences and new competences. The cross border matters are organized in a European Grouping of Territorial Competence, EGCT.



#### The administrative dimension:

In the public sector the Lille Region belongs to the French „communautés urbaine“ which were assigned a formal body, enforced by law in 1966 (other examples in France are Lyon, Marseille, etc.). They are in charge of „organizing the territory by providing services and facilities“- There are „historic“ competences as roads, waste, water, sewage, transport, urban development. The „new“ competences are: housing, economic development, green and natural spaces, environment, sport/ culture and research. A Regional Assembly is elected for six years within the local councils, sending 170 members to the Assembly.

The Lille metropolitan region comprises 85 municipalities, 1,2 Million inhabitants. Half of the communes have less than 5000 citizens, but approx. 40 % of the total population lives in four cities ( Lille, Roubaix, Tourcoing, Villeneuve d’ascq). There are three scales of metropolitan governance in a complex institutional landscape: 2 countries, 3 regions, 2 departments, 2 provinces. Functionally the region is linked by former coal mining. Eurometropole Lille-Kortrijk-Tournai with 2 Million inhabitants on 3500 km<sup>2</sup>. The European Grouping has 10 Belgian partners and 4 French ones. They cooperate by promoting dialogue, ensuring concertation, realizing projects and facilitating the daily life of the inhabitants. 2007 a new organization was created: Association Aire métropolitaine de Lille – Developing the city region by implementing projects and increasing economic opportunities

#### The urban-rural dimension:

To mismatch the „agricultural metropolitan area“ a masterplan was developed.

Goals: to preserve agriculture, to develop recreational spaces, to build a city on the city and to limit urban sprawl.

A big question remains: How to finance the city region? Communautés urbaines get global grants from the national governments to fulfill basic tasks. Additionally they share local business taxes. Open questions remain: how to finance the new „meta-structures“ and how to cooperate efficiently without transferring competences from one level to the other? Solution lies in dialogue and sharing visions from bottom-up and top-down.

## Case Study 4: Franz Thun, Mayor's Office, City of Warsaw, Poland

### „ City-Region – An example from Poland: Warsaw“

**Abstract:** Warsaw city-region covers a huge catchment area of worker commuting. This ranges 100 km around the core city. Warsaw pays most to have a functional transport system in order to serve the 29 municipalities around and the inner city to shape communication axis for the commuters.



Warsaw is the initiator and organizer of a joint metropolitan transport ticket which constitutes the most important element for the functioning of a metropolitan area.

To this end in 2008 by civil law contracts between the Warsaw Transport Board ZTM, the mazovian railway company KM and the Warsaw suburban railway WKD were closed. Additionally bilateral agreements between the core city and the 29 municipalities around were closed in order to find a scheme for cost sharing.

A best practice in unfavourable conditions emerged: Whereas Warsaw pays 275 Euro per inhabitant to subsidize the ticket, the municipalities pay 15 Euro per inhabitant to finance the ticket. Goal for 2010 was to extend the transport network and to reach 40% co-financing by the municipalities. Still lacking is a joint Board.

Currently the situation in Poland is marked by a lack of administrative structures for the metropolitan areas and a lack of incentives for actions and projects on metropolitan level. Voluntary spatial plans exist, new urban policy visions are under preparation.

Wishful: EU incentives like in Romania where seven growth poles were defined and initiated by the European Commission. EU projects gave incentives for an integrated development planning.

The speaker asked: „Doesn't some of this sound like a dream to many parts in Europe?“

## Discussion with the case study presentators

The moderator **Jacki Davis** had four questions to the presentators of the case studies:

- Despite the different governance models for Metropolitan Regions across Europe – are there common lessons that can be learnt from the best practice examples?
- What do you see as the common challenges for all Metropolitan Regions – and how can they best be met?
- How best can EU and national policy-makers help Metropolitan Regions meet these challenges and make maximum use of their assets?
- If you had to identify just one priority for action in an Urban-Metropolitan Agenda for Europe, what would it be?



The case studies show a wide variety of different means and methods to tackle the specific challenges facing metropolitan areas including the urban-rural relations. **Jeanette Wopperer, Stuttgart Region**, stated that there are however four or five common key elements in the organization of this special relation; important sectors to take into consideration when planning the functions of metropolitan areas are transportation, nature protection, energy supply, health and economy. Furthermore all need some competences and money. Without some formal powers and without means Metropolitan Regions will not work.

**Thierry Baert, Lille métropole**, pointed out that there are academic challenges and political challenges in organization the urban – rural linkages, which are complex on many level. The main problem seems to lie in the definition of the common interest. Case studies bring forward that for the improvement of metropolitan areas it is also necessary to recognize a real partnership between urban and rural areas, raise the two parties as well as the peri-urban area to an equal position and see that working together can be a win-win situation where knowledge is shared and developed together. It is essential to understand the common interests and functionalities of all the areas concerned. **Juliane Kuerschner, City of Amsterdam**, confirmed the need of partnership regulations in the metropolitan area. The Amsterdam example furthermore demonstrates the principle of “flexible geography” in the functional area: Projects are done with a variety of partners which may change from project to project.

According to all case study presentators, metropolitan areas should avoid drawing too strict borders as it is more useful to address a region to fit to the problem at hand. Flexibility is often needed and regional and even national administrative borders crossed.

**Hillary Lawson, PURPLE network**, confirmed the peri-urban situation as something “in-between”- sometimes urban, sometimes rural. But, according to her experience it works best, to have the principle to take what it gets – “you use or you lose”. Mutual trust and a long-term vision are the key factors for the peri-urban stakeholders. She welcomed the European Commission’s *RURBAN* initiative where best practice examples could lead to common lessons in order to draw in something and possibly giving best answers to mixed situations.

The speakers agreed that it is crucial to have a long-term vision as metropolitan areas are complex and multifunctional entities which need to be developed in a long period of time, often with some top-down help especially in bigger projects.

**Franz Thun, City of Warsaw**, told from his experience with a joint metropolitan ticket that covers the commuting catchment area of Warsaw. It were the citizens who had to push civil servants for the realization of the common action. Civil servants tend to think in traditional borders, whereas metropolitan areas go beyond and develop dynamically. Therefore it is necessary to work in variable geography. However, national frameworks and “top-down-pressure” are needed to advance and to overcome the hindering fragmentations in metropolitan regions and areas.

Metropolitan areas are also a part of a larger picture where the European Union’s support gives an added value. Many participants in the discussion saw a problem in the usual “EU play” with the argument of “subsidiarity” denying the metropolitan areas and bigger cities some real support. As a common denominator to organize successful metropolitan areas are seen: rules, financial contribution and behaviour. EU should give some incentives if national governments wish to create greater frameworks and put efforts in certain functional areas which often are high-ranking in the national economical development and provide flexibility in the regional planning. All speakers agreed in a conclusion for top priorities given by **Thierry Baert, Lille métropole**: multilevel governance, partnership, mutual trust, working together with several stakeholders – those are key factors in the future’s positive development of metropolitan areas. An urban agenda on EU level was very welcomed.

**Jeanette Wopperer, Stuttgart Region, and Juliane Kuerschner, City of Amsterdam**, asked for a real acknowledgement of the contributions of Metropolitan Regions which organize linkages and build bridges to the rural areas. To reward this cohesion work, the EU should ringfence some money for the metropolitan areas. **Franz Thun, City of Warsaw**, additionally asked for an EU-view on metropolitan areas, delivering a framework. As it is not only a national question, metropolitan areas need European answers. And, mutually, the EU needs these economic driving actors to succeed in its EU 2020 strategy. Therefore some EU funds should be given with priority to metropolitan areas. A global grant to implement a variety of complex coordination tasks would suit best.





## Speaking points: Wladyslaw Piskorz, head of unit, DG Regional Policy

1<sup>st</sup> message: Regional policy is about bringing the European Union and its policies to specific places

The 5th report on Economic, Social and Territorial Cohesion presented broad orientations on the future of cohesion policy post 2013.

Generally:

- cohesion policy for all regions should remain
- strong concentration on Europe 2020 objectives, possibly also with conditionality.



Important new element to be considered with future cohesion policy: It is necessary to integrate a "territorial cohesion dimension" into the next generation of programming.

This means that we want to develop

- An ambitious urban agenda, including an identification of financial means for urban development, possibly special actions for deprived urban areas, and an clearer for cities in the implementation of the policy;
- A stronger focus on functional geographies, e.g. for metropolitan areas and wider agglomerations, for urban-rural relations and for areas which share territorial features – network of cities, pluri-regional OPs;
- A closer coordination of local development approaches with similar actions supported under rural development and maritime policies;
- An special focus on areas facing specific geographical or demographic problems
- A special role for macro-regional strategies: cross-sectoral, integrated problem-solving strategies in a functional territory (sea basin for the Baltic region, river basin in the Danube area) where certain issues were locked in traditional administrative systems.

2<sup>nd</sup> message: Coordination of different policy layers and co-operation between different levels are crucial

Three levels of urban policy

- Neighbourhood initiatives – URBAN method of concentrating actions on geographically defined target areas (poorest, indicator-based, local responsibility for implementation) – neighbourhood approach
- City-wide development strategies – important to tackle issues such as waste treatment, infrastructure, social services, culture
- Metropolitan 'Growth Pole' approach including suburbs and hinterland – tackling broader issues such as transport or service provision – coordination issue
- Good governance = addressing all different levels – it is not about choosing one or the other.

For the future cohesion policy: Focus on enabling rather than constraining

- At local level: Promote experiments in urban regeneration
- At local level: Role of European funds as 'risk capital' and demonstration projects
- At regional level: Promote urban-rural cooperation and coordination (unsuited at just local level – clearly a task within regional OPs)

- At national level: define a suitable framework for metropolitan governance and a policy of agglomeration

### 3<sup>rd</sup> message: We have to learn from past experiences to identify future strategies

#### What has worked well in past

- Joined-up policy-making
  - Integration of different policy areas
- Physical projects make a difference, esp in Convergence regions
  - Water, transport, business parks
- URBAN method focused on real local problems
  - Physical and environmental regeneration
  - Building local economy – entrepreneurship and employment
  - Social inclusion
  - Strong local partnerships
  - Successful (ex-post-evaluation), however very limited in budget and number of cities

#### What could be improved

- Loss of focus on cities
- Unclear what is meant by integrated approach and the URBAN method
- Difficulties in integrating different funds – especially Rural Development with ERDF
- Too much focus on absorption, not enough on impact and content

#### How can we improve

- Identify clear role for urban dimension
- Promote integrated approach
- Facilitate access to risk and loan funds (JESSICA)

#### Five building blocks for cohesion policy

- Thematic concentration on urban areas within OPs
  - Integrated urban development approach
  - Flexibility of scale of intervention
  - Coordination with other funds (urban-rural)
- Incentives for metropolitan governance
  - Encouragement for experimental approaches
  - Cohesion funds to initiate new ideas
  - Flexible approach in pilot areas
- Visibility for cities in cohesion policy
  - Recognition of role of urban administration
  - Flexibility of funding integrated projects
  - Enhanced interaction between different levels (metropolitan regions, cities, communes)
- A European networking support
  - Integration of URBACT and similar approaches into daily life
  - More use of the spatial planning perspective
- Better access to financial engineering instruments
  - JESSICA
  - Innovative funding and financing models

#### 4. Summary

- For two centuries, towns, cities and metropolitan areas have driven economic development in Europe, creating growth, innovation and employment. This pivotal role has been coupled over recent years with an extension in their powers.
- But cities do not operate in isolation. They are key players in regional development, including the development of neighbouring rural areas. Cities and regions need each other. A region will be successful if its cities are successful and cities will flourish if the wider region flourishes.
- In the European Union, currently over 73% of the population lives in urban areas of over 20.000 inhabitants. Apart from the two mega-poles of London and Paris, Europe is characterised by a unique polycentric structure of large, midsize and small cities.
- However, population is a relative criterion – and sustainable urban development within Cohesion Policy is not only about big cities. A small town in a sparsely populated area plays a significant role in the regional economy.
- We need cities of all sizes to succeed in our ambitions for smart, sustainable and socially inclusive growth – objectives we have set ourselves in the Europe 2020 strategy which will guide our policy in the years to come.
- The European Union will be most successful in pursuing this agenda, if all regions – especially those with the greatest potential for higher productivity and employment – are able to play their part.
- Cities are essential in this effort. They are the home of most jobs, businesses and higher education institutions and are key actors in achieving social cohesion. Cities are the centres of change, based on innovation, entrepreneurship and business growth. This is why policy at the national and European level needs to have an urban dimension. Policies at different levels need
  - To help overcome the market failures that underlie urban unemployment and social exclusion
  - To bring forward new, smart and sustainable investment that helps the metropolitan areas to realise their full potential
  - To ensure coherence and coordination between policies
  - To promote the exchange of experience and best practice.
- For the future, our key words are flexibility and facilitation. Regional Policy is there to enable good solutions, not to restraint. We expect the same from national and regional policies and administrations.
- Thank you.



# “On the way to an Urban Agenda of the European Union“

## Panel discussion with the European Union Commission, OECD, METREX, EURO CITIES, PURPLE and Academia

The moderator **Jacki Davis** posed five key questions to the panelists:

- Does the EU need an urban-metropolitan agenda and if so, why? What should the key elements of that agenda be?
- Does the EU Cohesion Policy need to take greater account of the unique role played by Metropolitan Regions?
- How can EU policy-makers help Metropolitan Regions meet the challenges they face and make best use of their assets?
- How can the EU ‘square the circle’ of giving Metropolitan Regions the flexibility they need to respond to differing circumstances and needs in their regions while fulfilling its goal of making Cohesion Policy more performance- and results-oriented?
- If you had to identify just one priority for action for an Urban-Metropolitan Agenda for Europe, what would it be?

Metropolitan areas are seen as drivers of economical development and important for EU’s global competitiveness. Metropolitan level governance is also a key issue for effective spatial planning and facing the challenges concerning socio-economic futures and environmental, transportation and infrastructure issues.

Urban-rural partnerships contribute to the economic, social and territorial cohesion in Europe but an important aspect to notice when planning the metropolitan areas is that metropolitan is not good *per se*. The accurate question is how to bring urban and rural areas together in a fruitful manner. It is important to have joint-responsibility areas, spatial solidarity and decentralized cohesion policy. An integrated view would make the different actors see that they have interests in common.

**Wladyslaw Piskorz, EU Commission, Head of Unit, DG Regio**, clearly stated, that the Commission is asked to strengthen the role of local authorities in the decision making in future Structural Funds Policy. It is regarded necessary to integrate a “territorial cohesion dimension” into the next generation of programming. The Commission needs to put forward five key elements to have a place-based Regional Policy: To develop an ambitious urban agenda, including an identification of financial means for urban development and a clearer role for cities in the implementation of the policy; to have a stronger focus on functional geographies e.g. for metropolitan areas and wider agglomerations; pluri-regional operational programmes, etc. for urban-rural relations and for areas which share territorial features, e.g. network of cities; to have a special focus on areas facing demographic problems; to pursue macro-regional strategies and a closer coordination of similar actions supported under rural development and maritime policies. The 2<sup>nd</sup> message of Mr. Piskorz was that the three levels of urban policy should be better highlighted and linked: neighbourhood initiatives for deprived areas in cities (URBAN method), city-wide development strategies (waste treatment, infrastructure, social services, cultures) and Metropolitan Growth Poles including suburbs and the hinterland – tackling broader issues such as transport or service provision as well as coordination issues. There also should be

some incentives for metropolitan governance, for new ideas in governance and flexible approaches as well for a better use of spatial planning. But the new Cohesion Policy for cities cannot only apply for big cities. Europe is marked by a polycentric structure of large, middle-sized and small cities. They fulfill as well important economic roles in rural areas. The EU Commission expects that national and regional administrations cooperate in enabling future good solutions.

A big question lies in the level of governance. Most speakers agreed that adding just another layer to the already existing multilevel system would not likely be the most efficient solution. Instead, the way of working should be changed as mentioned above. **Thierry Baert, representing Eurocities**, explained that a central, core city, should for example take the lead in contacting and creating cooperation and partnership with other areas. This should be brought to an even bigger scope by combining the energy of metropolitan areas with other surrounding regions to get more territorial development. The organization of multilevel governance can be further facilitated if the idea of a functional area is taken into consideration as a means to territorial cohesion, rather than focusing strictly on administrative borders.

**Hannu Penttilä, METREX president and Vice Mayor of Helsinki**, said that some top-down incentives from national government to the regions and coordination from the European Union are needed, as a metropolitan area based merely on voluntary-basis is not likely to bring the best results. Some legal binding is required to have long-term commitment. At the European level a holistic view should be taken on urban areas, meaning that in addition to regional policy, urban issues should be included in several other Directorates-General as well.



Penttilä also explained that an important part of the future EU Policy will be the development of an URBAN AGENDA. There will be no need for an extra Metropolitan Agenda. Metropolitan areas are an important part of the urban dimension. However it would be crucial to recognize metropolitan areas as important players in other Directorate Generals of the European Commission. The EU 2020 will not succeed without metropolitan regions. Furthermore he gave a best practice example of Helsinki: there a spatial vision contest 2050 was just finished: this gave input for a strategy on mobility and a land use plan – and it demonstrated that a clear and strong will is needed, not only voluntary agreements. A directly elected metropolitan government is now the question for Helsinki to have beside the strategy a robust structure.

**Hansjoerg Knieling, Hafencity University, Hamburg**, pointed to the fact that metropolitan regions are not per se generating urban-rural linkages. There must be specific efforts to link disintegrated rural areas with urban areas. The German MORO model (Modellregionen der Räumlichen Ordnung) which focuses on joint responsibilities for rural-urban matters could be a model for territorial cohesion policy. He also vowed for a closer look of the role of metropolitan regions in transport and climate protection issues. The metropolitan regions could also act as stakeholders for future sustainable development; they are not only the economic drivers. The quality of sustainability has to be stressed and lies in their nature.

In the future development of metropolitan areas it would be essential to have a platform to share best experiences and organize competition to have better models. It is already visible that there are more metropolitan policies and metropolitan networking. Different macro-regions are also becoming integrated with each other. In order to meet the goals of the ongoing Europe 2020 -strategy more strategic planning and forward looking at all levels are needed. The panelists agreed that good ideas come from the field. Thus, the main question remains, how and what kind of instruments can be created at the EU-level to realize these plans.



**Jan Olbrycht, MEP and Chair of the URBAN Intergroup in the European Parliament**, advocated for an own EU Urban Policy. He looked to the rural areas which have had so far a clear EU priority. Rural areas are part of the Common Agrarian Policy, CAP. But, the 1<sup>st</sup> pillar with its direct supporting mechanisms for farms, took most money for the rural development. So in fact, since a long time regional money was taken for the rural development. And where are the cities left? They are in competition. The EU should be clear if it only wants an observer role in the EU's urban matters – or a facilitating and provoking role. The RURBAN initiative could demonstrate that it is possible to do something between rural and urban. Structural Policy is not a goal in itself. It should serve more to real matters.

Therefore the EU should have its own urban policy. Nobody wants to impose one model to all, but rural areas' money is not eligible for cities. Mayors asked the EC for conditions; they can show how they organize the multi-level governance. But if there are not more requirements from the EC towards the Member States on how to direct money towards the metropolitan and city areas, we will be in the same situation in five years without any move, without any results. An extra metropolitan EU Policy is not needed, but instead integration of urban dimension in all policy fields.

**Olaf Merk, OECD**, reiterated the unique role of metropolitan regions. They should be an “urban lance” in an integrated agenda. Some room for experiments should be given, and rewarded with money and rules.

**Thierry Baert** made clear that metropolitan cooperation is a reality all over Europe. 35 different models of different metropolitan governance were seen in research projects. In the most case the initiative came from the core-cities. And they had to define common interests with the surrounding areas. Result: The effective scale is no longer municipal.

**Hansjoerg Knieling** supported the common vision, that metropolitan areas are good solution for the arising challenges but the metropolitan regions should remain flexible and always have in mind dynamic functional urban areas. Platforms and partnerships he regarded as crucial. The EC should organize this platform. Also he recognized that there are unevennesses in the metropolitan areas. The territorial cohesion shows that the EU has a territorial dimension, that most policies are not spatially blind.

Integrated thinking, more metropolitan approaches, more quality development, more taking into account the ideas that come upstream, integration of urban requirements in the future contracts between EC and Member States were seen as priority for a future EC urban agenda.

**Wladyslaw Piskorz** observed the growing tendency at the level of Member States to see the potential for regional development that lies in the metropolitan areas. Member States have not tapped this so far. The urban agenda will therefore be for cities and for metropolitan areas. The European Parliament has to take into account both sides of the medal.



## Speaker biographies



**Jeannette Wopperer**

Jeannette Wopperer is the regional director of Verband Region Stuttgart, Chief Executive of the European Metropolitan Region of Stuttgart and member of the Network of German Metropolitan Regions (IKM). Since September 2010 she is also the Vice-President of Metrex, the network of European Metropolitan Regions and Areas. Her expertise lies in European Cooperation, Regional Development, Crossborder Cooperation, Climate Change and Gender.



**Olaf Merk**

Olaf Merk is Senior Policy Analyst at the Organisation for Economic Cooperation and Development (OECD), based in Paris. He is currently employed as Programme Manager of the Port-Cities Programme. At the OECD, where he began to work in 2005, he directed several Territorial Reviews, including on Toronto, Copenhagen, Randstad-Holland, Switzerland and the Netherlands. He collaborated on a dozen other OECD publications, with contributions on various subjects such as regional economic development, metropolitan governance, urban finance and urban infrastructure. Prior to the OECD, he worked at the Netherlands Ministry of Finance, where his last position was Head of the Sub-national Finance Unit.



**Peter Simon**

Peter Simon is member of the European parliament and Vice-Chair of Urban Intergroup. He is member in the Committee on Economic and Monetary Affairs, Delegation to the EU-Kazakhstan, EU-Kyrgyzstan and EU-Uzbekistan Parliamentary Cooperation Committees, and for relations with Tajikistan, Turkmenistan and Mongolia and delegation for relations with the Korean Peninsula. He is substitute in the Committee on Regional Development and delegation for relations with the People's Republic of China. Previously he has worked for example as head of the Europe Office of the City of Mannheim, Senior City Legal Officer and head of economic development in the Rheine-Neckar metropolitan region.





### **Thierry Baert**

Thierry Baert's work experience includes successive practices as urban developer in public sector and as estate developer in private sector. Currently he is director of studies at Metropolitan Lille urban development and planning agency where he has undertaken various activities: he has for example chaired the Eurocities Economic Development and Urban Regeneration Committee (1999-2001) and its working group on Metropolitan areas. He has also organised international conferences on urban development and lead the process of setting up the Metropolitan Lille Cultural Development Strategy in the perspective of Lille 2004, European cultural capital and managed the co-operation process in the Lille Metropolitan Region.



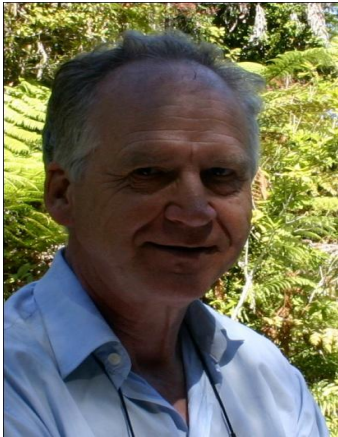
### **Hilary Lawson**

Hilary Lawson is Secretary General of the Peri-Urban Regions Platform Europe (PURPLE). Prior to that, she was a Senior Policy Manager at Surrey County Council in the United Kingdom, working on European projects and partnerships as well as environmental, rural and spatial planning policy issues.



### **Juliane Kürschner**

Juliane Kürschner is a city and spatial planner who works for the Planning Department of the City of Amsterdam. She is very active in the PURPLE and METREX network and presents the urban-rural relations of Amsterdam Region with the example of the Food Chain.



### **Franz Thun**

Franz Thun has worked as lecturer of economics and regional development, as community development worker in an African slum area and, for Caritas, as planner and manager of international projects. He has then coordinated technical cooperation programs for different regions, moderated conferences and planning sessions for international projects. After having been the director of the coordination and service office of a technical cooperation in Nepal he has become, in 1991 manager of a project in favour of the development of Polish SME's in six Polish regions, regional chambers of commerce and the training of Polish business advisors. In 1997 he has joint the administration of the City of Warsaw concentrating on the development of its European cooperation.



### **Jan Olbrycht**

Jan Olbrycht is member of the European Parliament and chairman of the URBAN Intergroup. He is also Vice-Chair for Special committee on the policy challenges and budgetary resources for a sustainable European Union after 2013. He is member in the Committee on Budgetary Control, Committee on Regional Development, Delegation for relations with Albania, Bosnia and Herzegovina, Serbia, Montenegro and Kosovo. He is substitute in the committee on Budgets, delegation for relations with the Maghreb countries and the Arab Maghreb Union. Among other things, Olbrycht has also been Mayor of Cieszyn (1990-1998) and member of Cieszyn Council (1990-1998).



### **Hannu Penttilä**

Hannu Penttilä is the President of METREX since 2009 and the Deputy Mayor in City Planning and Real Estate for the City of Helsinki. He has work experience in Finnish Association for Nature Protection, Ministry of the Environment, Regional Council of Häme and Helsinki Metropolitan Area Council. He has also been member of Urban expert group, (DG XI), member of Committee of the Regions, member and later the president of the European Metropolitan Transport Authorities (EMTA) board and the president for Finnish Housing Reform Association.



### **Wladyslaw Piskorz**

Wladyslaw Piskorz is the Head of Unit for Urban Development and Territorial Cohesion in Directorate General for Regional Policy in the European Commission. Previously he has been senior staff Member in the Permanent Representation of the Republic of Poland to the European Union, Head of Agriculture and Fisheries Department, Poland's *porte parole* in the Special Committee on Agriculture. He has been actively involved on Polish side in accession negotiations to the EU. In 1993-1998 he established and managed the Agricultural Policy Analysis Unit in Warsaw. He has also conducted research and taught as assistant professor at Warsaw University of Life Sciences, Faculty of Agricultural Economics.



### **Jörg Knieling**

Jörg Knieling holds the Chair of Urban Planning and Regional Development at HafenCity University Hamburg (HCU) and is Vice-President for Research Affairs of HCU. From 1992 until 2001 he was managing director of a private planning agency (KoRiS, Hanover), then member of the Office of the Senate of the Free and Hanseatic City of Hamburg. He is member of the German Academy for Spatial Research and Planning (ARL). His main research fields are sustainable regional and metropolitan development, territorial governance, and planning theory. He has been referee in different European research programs with Directorate general for Research and the European Institute of Technology (EIT).



### **Jacki Davis**

Jacki Davis is Communications Director at the European Policy Centre, a leading Brussels-based think tank. She is also a regular commentator on EU affairs on both radio and television. Until December 2005, she was editor-in-chief of E!Sharp, a bimonthly magazine on the European Union which was launched in December 2001. Before that, Davis was editor of European Voice, a Brussels-based weekly newspaper on EU affairs owned by The Economist Group. She was responsible for launching the newspaper in October 1995 and remained its editor for five years.

Please find all the seminar presentations on the website:

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