Metropolitan and cross-border functionality

Definitions, examples and methodologies for post-2020 programming

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Adressing functional metropolitan development in Europe: The SPIMA approach

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Why discussing functional urban development?

- 30 cities
- 16 countries
- 88 collaborations
Metropolitan Functional Development

- Urbanization and sprawl across administrative borders: “De facto city” versus “De jure city”
- Traditional spatial planning fragmented across municipalities
- Lack of shared governance at metropolitan scale of planning
Key questions:

• How to define the scale of functional urban development?
• How the traditional planning practices respond to the urbanization beyond a single administrative authority?
SPIMA research findings from 10 European cities

- Lille
- Vienna
- Lyon
- Turin
- Terrassa
- Oslo
- Prague
- Brno
- Zurich
- Brussels
Deliniation of the MAs
Urban trends and spatial dynamics
Current challenges and institutional frameworks
Success factors, incentives and policy tools
Common approach for extrapolation (Typology)
Policy implications
Guidelines and recommendations for cities

SPIMA - Metropolitan Scale Planning Approach
MA and the concept of functionality

- Understanding the spatial dynamics of the territory: Where people live, work and commute...

- Delineation of Functional territory at the right scale inter-regional, regional, inter-municipal or cross-border etc....

- Governance process: Institutional collaboration between administrative units (formal/informal, semi-formal.....
There is no one single definition of a metropolitan area...

...that matches the urbanization trends, administrative borders, planning practices and perceptions of local actors
### Approaches for defining MAs territory

<table>
<thead>
<tr>
<th>Administrative:</th>
<th>legal boundaries</th>
<th>and of additional criteria such as population size or population density (LAUs).</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphological:</td>
<td>aggregation</td>
<td>of continuous built-up areas that fit certain criteria of population density or the proportion of the municipalities covered by urban settlements (MUA)</td>
</tr>
<tr>
<td>Functional:</td>
<td>flows between a core area and its surroundings</td>
<td>Travel-to-work commuting flows etc. (FUA)</td>
</tr>
</tbody>
</table>
SPIMA delineation of Metropolitan Development Area (MDA) Tailor-made assessment

- Aggregation of urban indicators at LAUs scale and combination of information showing how urbanization develops: *Land use change, Population change, GDP, Transport, Environment*.
- Social and economic area of influence of metropolitan areas beyond boundaries
- MDA indicates the spatial fit of the administrative and functional developments.

### MDA & FUAs

<table>
<thead>
<tr>
<th>Larger than FUA</th>
<th>Similar to FUA</th>
<th>Similar to FUA</th>
</tr>
</thead>
<tbody>
<tr>
<td>563 (Inter-cantonal)</td>
<td>135 (Inter-regional)</td>
<td>515 (ITI)</td>
</tr>
</tbody>
</table>
Aire Métropolitaine de Lille

- **MUA**: Dense urban space
- **FUA**: Commuting area larger than MDA
- **MDA**: 7,516 km², pop. 3.9 mil.
- **LAUs**: 622 France & 60 Belgium
MDA bigger than FUA
MDA smaller than FUA
MDA similar to FUA
Urban trends and spatial dynamics

- Most areas represent polycentric development
- Increasing urbanization
- Population growth with exceptions
- Fragmented population distribution core cities-suburbia
- Generation of growth poles
- Fragmented land use patterns
- Mobility and accessibility not fully efficient

Additional data in trends between the MUA, FUA and MDA (LAU2 level) to analyse relevant urban indicators.
Governance of functional Metropolitan Developments

- Metropolitan areas
  - Spatial development challenges
    - Strategic locations, urban sprawl, jobs and housing, connected suburbs, regional infrastructures, amenities, mobility, environment, local government finance, actors' involvement

- Governance of spatial planning

- Strategic planning
- Statutory planning
- Collaborative planning

Sustainable metropolitan development
Formal, Informal or Semi-formal MAs?

- The **formal status** of the metropolitan area is not critical for effective metropolitan governance.

- Recognition and embedment of the MA in the national/regional policy is a key incentive.
Collaborative arrangements

Thematic-sectoral

Inter-regional

Inter-municipal unions

Cross-municipal

Collaborations within Metropolitan areas

Brussels
Zurich
Prague
Oslo
Vienna
Terrassa
Brno
Turin

Lille
Lyon
Future Metropolitan Governance

- MA - clusters of administrative & functional areas
- A “problem owner” and recognition of MAs
- Shared vision on strategic plans
- Multilevel collaboration: between governments (vertically) and across policy sectors (horizontally)
- Political representation and legitimacy
- Setting different foci: strategic, statutory and collaborative spatial planning
- EU policy framework for MA
Recommendations and key messages
- Top-down and bottom-up collaboration
- Decentralization of planning requires strong local administrative capacity
- Motivation: commonly recognized issues
- Upscaling bottom-up projects
- Common benefits-minimum gain for all
- Funds and joint coordinating bodies
- “Rules of the game”: collaborative policy tools and growth management (infrastructure, environment, service).
Towards a Metropolitan planning approach

SPIMA Guidelines for policy makers & planners:

Eight “action areas” and policy tools to support planning and governance of metropolitan areas
Current progress in MPA

• In the ten stakeholder areas no consistent metropolitan planning approach: in exceptional cases clearly defined metropolitan area

• Best practices vary: legal frameworks, bottom up initiatives, collaborations, tailor made methods
Thank you

https://www.espon.eu/metropolitan-areas

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