The role of cities in integrated regional development

Workshop Munich

29th -30th June 2009

AN URBACT II PROJECT









Welcome and introduction by the city of Munich







Overview of the current status Finances – Re-Programming Meetings Local support groups (LSG) Involvement managing authorities (MA) Dissemination, events







> Subtheme regional structures

- Summary and analysis of the last workshop
- Presentations, inputs and discussion on the 2nd part of regional structures (strategies, legal preconditions, challenges)
- Discussion









Key focus on: Regional structures and involvement of key actors

Workshop 1:

Châlons-en-Champagne 22.-23.01.2009

Topics:

- ➤ (Common definition of a region and regional structures)
- ➤ Input of all partners on necessary regional structures for a successful cooperation with the help of Best Practices on local, regional or national level
- ➤ Input of all partners on legal preconditions vs. voluntary associations

- ➤ Preparation of next workshop on basis of pre-defined questions (All partners)
- ➤ Summary of results of 1st workshop (Lead Expert)
- ➤ Other tasks defined during WS







Arezzo: structures - shared functions -methodologies

- Structures: Italian administrative system 3 levels of non-state territorial authorities: Regions; Provinces; City/Municipalities
 The Italian Constitutional project of establishing a level of territorial authority dedicated to big cities and their hinterland has not been put into effect yet
 Other forms of cooperation are freely carried on (associations among municipalities, consortiums for special services or defined as "variable-geometry tools", i.e. development plans and programmes, strategically plans, programme agreements.
- Shared functions: the <u>development programme</u> of a certain policy drawn up by the territorial public bodies (region, cities, municipalities, province, chamber of commerce) with roles, tasks, resources of each participant. Upper level planning can subordinate the granting of financial resources to the setting out of common goals and sharing tasks on the part of municipalities and provinces.
- Methodologies: Win-win situations can be achieved through mutual agreements such as "programme agreements"
 Permanent cooperation structures among big cities and small towns are not provided but Arezzo can rely on the above mentioned tools regulating cooperation.







Częstochowa: structures - shared functions -methodologies

- Structures: The City of Częstochowa takes the initiative to create "Częstochowa Metropolitan Area", which will include the City of Częstochowa with surrounding municipalities.

 The participants of this Metropolitan Area will cooperate in the scope of creating public space, realization public services, public transport, education, protection of health, environmental protection and social assistance. In the range of organization of regional cooperation (city-surroundings), new administrative level isn't needed, but is needed the effective mechanism, which allows efficient action in the over-municipalities issues, that re all region.
- > Shared tasks: public transport, education especially higher education, protection of health, environmental protection, water and sewerage management, social assistance, transport, etc...
- Methodologies: Building up an atmosphere of trust: The Union of Village-Mayors: Mayors of the towns and Mayor of the city Częstochowa, composed of representatives of the City Częstochowa, districts and municipalities







Trikala: structures - shared functions -methodologies

> Structures: Municipalities, communities and second level local authorities need to create thematic structures (e.g. environmental, social, employment issues etc), which will plan, form, organize, implement and evaluate actions in their thematic field

It is confirmed from Central Union of Municipalities and Communities of Greece (KEDKE) that a change / reformation in the existing administrative division will be needed, in order for the Greek local authorities to deal with the new challenges

At present there are 914 Municipalities and 120 communities. The new proposal of KEDKE is the creation of 380 – 390 municipalities

The cooperation of communes can be organised by the creation of liable supporting inter-municipal mechanisms (technical, economical, management)

- Shared tasks Environment - sustainable development (Integrated solid and liquid waste management, development of "green spaces" and "cultural heritage", protection and upgrade of natural environment and cultural heritage, renewable energies) also digital services, training, employment, etc.
- Methodologies: Cooperation conventions of local authority's actors (municipal organisations collaborate with private sector







Munich: structures - shared functions -methodologies

- > Structures: Regional structures are needed fitting to the tasks to face. Different structures, e.g. official ones like the Regional Planning Association and voluntary ones like the MORO working group of 9 municipalities The cooperation should be organised on a voluntary basis, but with strictly fixed directives. One commune should be the lead partner
- > Shared tasks:
 - Marketing, water supply, sewage treatment, land use, infrastructural needs, public transport system, vision of the regional or sub-regional development, libraries, leisure and cultural activities
 - Cooperation should provide a value added for the partners which can be measured. The burden sharing is a bargaining process which can be facilitated by a regional organisation.
 - Cooperation within precisely defined projects show the positive long term effects to all partners; sharing a common vision of the development of the region or at least of the sub-region would bring a win-win situation.
- Methodologies: E.g. the City of Helsinki was so successful in cooperating with its neighbours, because it stated "one city, one vote". The most powerful partner has to clearly show its willingness to be only one partner under equals. The structure has to avoid any dominance of the big city.







Oradea: structures - shared functions -methodologies

- > Structures: important to institutionalize the cooperation process which could take the form of a metropolitan area, development agency The cooperation process of communes could be organised in an institutional manner in order to give concrete instruments for the integrated development.
 - The cooperation between communes would be more effective if all technical and financial aspects which contribute to the accomplishment of the targeted objectives
- > Shared tasks: Spatial planning, attracting new investments, territorial marketing, international cooperation, identifying and managing of projects which contributes to the well functioning of integrated/common public services
- The most important incentive for a commune is to benefit in an equal manner from the results realized during the cooperation process. (infrastructure, new effective public services, incomes from the exploitation of the common results, better image, new opportunities, national subventions)
- > Win-win situations can be created with the support of national legislation, with the active implication of all stakeholders, with the inventory of common problems







Kielce: structures - shared functions -methodologies

> Structures:

Needed structures -like successful examples already existing, eg. "Regional Tourism Organisation" established in 2002 specialised only in tourism activities. Municipalities pay fees for membership, membership is on voluntary basis, open also for tourism operators, hotels etc.

Shared tasks: "whatever can be done better at the lowest level should be done there, whatever could be done better at the upper level should be forwarded to this level (So it is idividual in every case)

> Methodologies:

- The clue is the need
- Sometimes there is the need to make people aware that they have such need
- Partnership is the key word, which means trust, understanding, loyalty, equal rights
- It is worth to show good examples that that bigger can more,
- It is worth to have journalists, politicians with you and the support of Marshall office









Zurich: structures - shared functions -methodologies

Structures: should be defined enough obligatory to force all partners to cooperate, but also enough extendable to give some liberty of action for each partner (generally be flexible to new circumstances and open to new partners)

Cooperation-study in Zurich with a very small perimeter (Zurich and 11 neighbouring cities and municipalities

SUI: certain need to have more powerful regions and less political entities. New model of cooperation in discussion, the so-called intercommunal conferences. One of the targets are more binding decisions on a regional level

Tasks: All functions and tasks that are "core business" of the partners, wether if they are charged by law (e.g. fire brigade), or where partners want to work voluntarily and actively together (e.g. culture).

Incentives: finances, if smaller cities can solve certain problems more efficiently and with support from the core city

Methodologies: A good cooperation needs a very good balance of power: the core city must not have the majority of votes in a regional structure.

There would also be possible a "Swiss parliament-model", giving every municipality on one hand votes in proportion to it's inhabitants, on the other hand one vote per municipality.







Graz: structures - shared functions -methodologies

Needed structures

No binding land use regulation in Austria – therefore urban sprawl. In the field of finances there is for e.g. a structure in RegioNext.

A good cooperation should be on the legal basis and more than a cooperation

Shared tasks: Common infrastructure (traffic, sewer system, energy policy) Regional development and tourism - it works

Development of the economic and headquarter -, location for business marketing,

Financial equalisation

Framework and confidence are very important

> Methodologies:

Levelling of the structures between city and the surrounding communities Intermediate levels cooperations, association of local authorities (e.g. GU Süd. GU8)

Important are longterm cooperation – even if there is no legal basis Implementation of small scale projects with easy processing and chance of success

Interesting topics strengthen partnerships – as projects for local recreation









- > Structures: Inter-municipal cooperation is an institutional <u>tool</u> to allow municipalities that <u>retain their autonomy</u> (no fusion) to cooperate on one or more skills (mandatory or optional transfer) creating a public inter-municipal cooperation (EPCI), a new public legal entity, with respect to its own budget (expenditure and revenue), its decision-making bodies (ex council and president), its means of action (staff, assets, equipment ...).
- This mode of cooperation can be single purpose associations (SIVU), multiple purposes associations (SIVOM) and mixed associations (cooperation between communities of different levels - they can involve other legal persons of public law such like chambers: ex. Chamber of Commerce and Industry)
- The association is freely created by the municipalities concerned. The legal regime is largely determined by its statutes. The administration is provided by an associative committee with representatives of municipal councils, whose membership is mostly egalitarian.
 - The associations have no jurisdiction. The extension of powers is subject to a blocking minority of a third of its members. The reduction of his powers can only be decided unanimously.







- > Federal Form (integrated) includes mainly urban communities and associations of cities (historically districts). It is characterized by the imposition of own tax resources and management skills required by statute.
- > The statutes have to be approved by the members, prior to formation of the group. They are to include the list of the member communes, the designation of the headquarters of the institution, the rules for distribution of seats (a minimum one representative for each municipality and cannot exceed 50% of seats) and skills transferred.
- The associations of cities concern primarily the <u>rural and small towns</u>. The skills required are centered around the idea of establishing joint development projects (economic development and spatial planning).

 <u>As an option, they must manage at least one of these four skills</u>: protection and enhancement of the environment, housing policy and the living creation, development and maintenance of roads, construction, maintenance and operation utilities cultural, sporting and primary education and preschool.

Own taxation finances the inter-municipal cooperation public establishment but the introduction of a single business tax is not required.









Conurbation communities are subject to a test population (city-center for a town of 15 000> 50 000 inhabitants).

The list of mandatory skills reflects a policy of common development on a territory (economic development, spatial planning, urban policy, housing policy).

The law also provides a list of optional skills: sanitation, water, construction, development and maintenance of roads and parking lots, enhancement of the environment and quality of life, construction management, maintenance and management of sporting and cultural interest.

The statutes must include inter-municipal management of at least three of these five skills. They receive state support

They may levy a tax on joint property taxes and housing taxes.

Urban communities relate since 1999 that towns of more than 500 000 inhabitants. The list of required skills are economic development activities, cultural facilities, sports, planning documents, urban transport, roads, sanitation and water, fight against air pollution, etc.) They receive state support.

They may also levy a tax on joint tax and housing tax







> 2008, France had 18 681 groups of municipalities, including: - 16 098 associations (reduction due to the law Chevenement) and 2 583 communities.

33 636 communes and 54.6 million inhabitants with own tax structures 14 urban communities, 171 conurbation communities and 2 393 associations of cities

> Shared functions:

It depends on the object stated in the statutes of the association created. It is always related to the skills devoted to the various levels of local authorities

Tax system is the best way that has been experienced in France

> Methodologies:

It is not rare in France that municipalities are part of a inter-municipal cooperation public establishment (association of Cities, conurbation community or urban community) and be also member of an sectoral association on a specific topic not devoted to the inter-municipal level







Key focus on: Regional structures and involvement of key actors

Workshop 2:

Munich 25.-26.06.2009

Topics:

- ➤ Presentations of 2 models of cooperation (Amsterdam and Munich)
- ➤ Summary of tasks that can be shared and those that cannot be shared on basis of the input of the partners
- Common definition of a region and regional structures
- ➤ Presentation of Munich and Châlons-en Champagne concerning main challenges for LAP (definition of topics for LAP in each city)

- ➤ Preparation of next workshop on basis of pre-defined questions (All partners)
- Summary of results of 2nd workshop (Lead Expert)
- Other tasks defined during WS







Key focus on: Regional structures and involvement of key actors

Workshop 3: Zurich September 2009

Topics:

- ➤ Identification of possible strategies to raise the awareness and involve key players on basis of Partners' Best Practices
- ➤ Highlighting of efficient methods on building up trust between partners within a cooperation
- ➤ Presentation of possibilities how big cities can cooperate with smaller municipalities
- ➤ Presentation of Zurich and Kielce concerning their main challenges for LAP

- ➤ Preparation of next workshop on basis of predefined questions (All partners)
- ➤ Summary of results of 3rd workshop (Lead Expert)
- ➤ Other tasks defined during WS







Key focus on: Integrated planning and financial instruments

Workshop 4:

Trikala March 2010

Topics:

- ➤ Definition of an efficient public transport system for the connection between city centre and the surrounding municipalities / region on basis of partner's inputs
- ➤ Identification of measures to decrease individual traffic and enhance public transport
- ➤ Presentation of 2-3 models for application of network's results for individual LAP (for subtheme 2)
- Presentation of Trikala and Graz concerning their main challengesfor LAP

- ➤ Preparation of next workshop on basis of predefined questions (All partners)
- ➤ Summary of results of 4th workshop (Lead Expert)
- ➤ Other tasks defined during WS







Key focus on: Integrated planning and financial instruments

Workshop 5:

Arezzo
June 2010

Topics:

- ➤ Identification of efficient integrated measures for the protection of a vulnerable region (waste water, garbage management, etc.) on basis of partners' inputs
- ➤ Definition of methods to revitalise de-graded areas or city centres
- ➤ Highlighting common efficient land use policies for a coordinated development of the entire area
- ➤ Presentation of Arezzo and Oradea concerning their main challenges for LAP

- ➤ Preparation of next workshop on basis of pre defined questions (All partners)
- ➤ Summary of results of 5th workshop (Lead Expert)
- Other tasks defined during WS







Key focus on: Integrated planning and financial instruments

Workshop 6:

Częstochowa September 2010

Topics:

- Finding role models on strategies to promote the local /regional economy and to attract investors on basis of partners' inputs
- ➤ Definition of criteria for projects of common interest
- Financing possibilities for projects of common interests (PPPs, project funds, etc.)
- ➤ Presentation of Częstochowa concerning its main challenges for LAP

- ➤ Preparation of next workshop on basis of pre defined questions (All partners)
- ➤ Summary of results of 6th workshop (Lead Expert)
- Other tasks defined during WS







TIMETABLE for 2010 & 2011

Key focus on: Consolidation and documentation of results

Workshop 7:

Oradea
December 2010

Topics:

- ➤ Presentation of 2-3 models for application of network's results for individual LAP (for subtheme 1)
- ➤ Presentation of a design for the handbook and common definition of contents
- Presentation of dissemination activities of all partners
- > Summary of LAG meetings of all partners
- > Presentation of first drafts of 9 LAPs
- ➤ Presentation of design for final event

- Completion of individual LAPs
- Filling the handbook with contents
- > Preparation of final event







TIMETABLE for 2010 & 2011

Key focus on: Consolidation and documentation of results

Final Event Graz March 2011

Topics:

- ➤ Presentation of handbook
- ➤ Presentation of 9 LAPs
- ➤ Organisation of experts' discussion on network's thematic
- ➤ Invitation of European wide practitioners in this field

Next Steps:

➤ Activities for closing the network







Workshop and design methodology

- > Local / regional / national expert on the specific topic of the workshop in each hosting city (if this is not possible, the Lead expert will propose an expert)
- > General introduction of Lead expert or Thematic expert on the specific topic of each workshop
- > Provision of inputs from each partner (existing studies, documented best practices, documented pilot projects, etc.) for the specific topic of each workshop on basis of predefined questions
- Short presentation from each partner of the results of LSG meetings and their recommendations for the network







Workshop and design methodology

- > Each hosting city invites its Managing Authority and also each partner can take one representative of its Managing Authority to the workshop which is of the most interest for its city.
- > Beginning with the 2nd workshop 2 cities present their main challenges (main problems to be solved within the network, description of areas of interventions, etc.) and therefore their main contents for their individual LAP. Common solutions should be found during the workshops.
- The Lead expert will summarize all the results of each workshop and present them during the next workshop.







Regional structures – questionnaire analysis

> Strategies on the involvement of key players

- How can the key stakeholders be selected?
 - "agreement method" (Arezzo)
 - Common governance on a specific topic (Chalons)
 - Selected through their implication in solving common problems
 - According to their qualifications, experience and skills
 - Invitations
- How can we reach them?
 - Communication
 - Sending information
 - Get in touch
 - Identifying
 - Involvement by single municipalities and province
 - Understandable information to get familiar with the problem/task
 - Reinforced by a coordinating actor/organ







Regional structures – questionnaire analysis

> Legal preconditions for city – hinterland cooperation

- Does a good cooperation need a legal basis?
 - Yes (Graz, Chalons, Czestochowa, Munich, Oradea, Zurich)
 - Useful (Arezzo, Trikala)
- Do voluntary associations also work?
 - Partly (Graz, Zurich Question of finances)
 - Supported by national law in order to give these associations a more functional order (Arezzo)
 - Yes (France, Czestochowa, Munich, Oradea, Trikala)
- Should the cooperation of towns and their surrounding municipalities be institutionalised?
 - Yes (Graz, Arezzo, Oradea, Trikala, Zurich)
 - Already existing (France)
 - If there is a regional need (Munich)







How to build up a cooperation

Stakeholders



Financing



Legal framework









Structures for different sizes of cooperations

Cooperation of smaller municipalities

Cooperation of a big city with surrounding municipalities

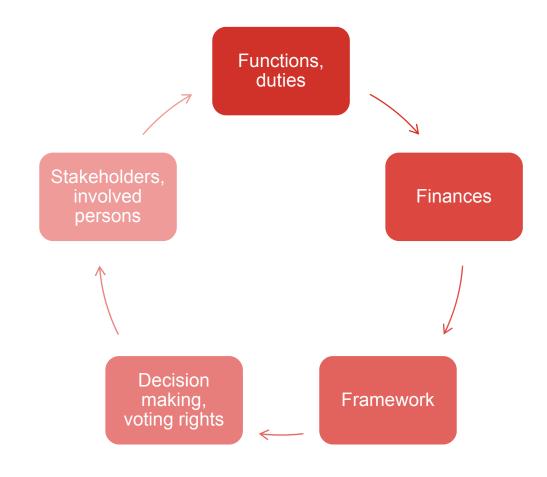
Other cooperations (e.g. 3 cities)







"Building blocks" of a cooperation









"Building blocks" of cooperation of smaller municipalities

Functions, duties

 Establishing joint development projects & common management of at least 1 municipal task (e.g. housing policy, development and maintenance of roads, provision of schools

Finances

Own budget →own taxation & national / provincial funds

Framework

 Inter-municipal cooperation with autonomy right; legally determined by statutes, no jurisdiction, own staff, assets, equipment

Decision making, voting rights

 Extension of powers is subject to a blocking minority of a third of its members; reduction of his powers can only be decided unanimously

Stakeholders, involved persons

 Associative committee with representatives of municipal councils, whose membership is mostly egalitarian







"Building blocks": big city and surrounding municipalities

Functions, duties

Fulfilment of tasks that are not manageable for a city on its own (e. g. public transport, waste water management, spatial planning, location management, tourism, etc.)

Finances

 Own taxation with levy of single business taxes; own budget for cooperational projects

Framework

• Legally determined entity; own organisational office with assets, equipment, staff, etc.

Decision making, voting rights

 Decisions are made by a double qualified majority (3/5 of the members must be present and have to represent 3/5 of the inhabitants)

Stakeholders, involved persons

 All mayors of all participating municipalities + members of the provincial parliament, no other stakeholders







"Building blocks" solution 3

Functions, duties

New contributions

Finances

New contributions

Framework

New contributions

Decision making, voting rights

New contributions

Stakeholders, involved persons

New contributions









Local Support Groups (LSG)
Local Action Plan(LAP)
Status quo
Discussion









The Local Action Plan

- > Each Local Action Plan (LAP) should provide for each partner a concrete roadmap and a range of solutions
- > LAP drawn up in close cooperation with the Managing Authorities to maximise opportunities for funding
- No rigid definition of what a LAP has to be
- > Project partners and LSG members are encouraged to be creative in determining the best format
- > Local Action Plans are a new dimension to the URBACT programme:
 - Improve the impact of transnational exchange and learning on local policies
 - Give concrete form to the outputs from networking activities carried out by partners
 - Be an instrument of further change

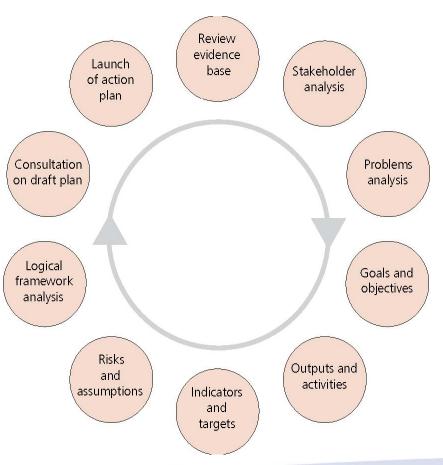








Making an action plan



A Planning Cycle Model

- Cyclical process which does not start or end
- It brings together all aspects of planning into a coherent, unified process
- Helps to ensure that your plan Is fully considered, well focused, practical and costeffective
- Helps to ensure that you learn from any mistakes you make, and feed this back into future planning and decisionmaking









LAP - Review evidence base

> Find and consult the evidence that explains what is happening in relation to the issue your project is dealing with

- > Revisit baseline study
- > Project comments
- Policy mapping
- > Identify what is working and what is not
- > Transnational exchange and transfer of knowledge









LAP - Stakeholder analysis

- > Stakeholder analysis will have been carried out as part of the baseline study in order to constitute the Local Support Group itself
- In preparing and developing the LAP it will be very important to identify who are the stakeholders of the Action Plan and what their interests are
- > Stakeholders are all those that have an interest (or 'stake') in the Local Action Plan.
- > Stakeholders have different interests it is useful to define what their involvement is with the project and how their interests differ
- > 2 groups of stakeholders:
 - Primary stakeholders those affected directly by the policy, either positively or negatively
 - Secondary stakeholders those with an intermediary role including delivery agencies, policy makers, and field workers







LAP - Problems analysis

- **>**
- Identify all the problems to be addressed through your project and the way they are linked to causes and effects.
- > Set priorities (establish goals and develop objectives) in terms of what your Plan or LSG will focus on from an early stage.
- > This is best done in facilitated stakeholder sessions.

> The Action Plan needs to recognise that problems facing cities are complex, intractable and inter-connected. No simple solutions are likely to work and 'business as usual' approaches by existing agencies need to be challenged.







LAP – Goal to activities

- The Activities Table can be used to provide an overview of the key elements
- > a description of each proposed action, with necessary resources identified
- > responsibilities
- > a timeline of your Action Plan
- > An action plan is a document that establishes a goal and what needs to be done by who and when to achieve it.
- > Four important steps are usually necessary:
 - ■Establish a goal
 - Establish Objectives
 - Establish Outputs
 - Establish activities









LAP- Logical framework analysis

- > Logical framework analysis is a way of testing the internal logic of an Action Plan. It is widely used by international funding agencies because any inconsistencies can quickly be identified.
- All the main components of the plan are fed into a single matrix called the Logical framework, or 'log frame'
- > In feeding the information into the table it will become clear:
 - whether the activities will achieve the desired outputs
 - whether the outputs will achieve the desired objectives
 - whether the objectives will achieve the desired goal
 - how success will be measured and what assumptions have been made.







LAP - Consultation on draft plan

- > Ensure that stakeholders are really on board with the new Action Plan before it is finalised by planning for peer review and by consulting on a draft. A wide range of techniques are available.
- Although the development of the Action Plan should have involved the input of local groups it is useful to double check the final draft of the plan with the before wrapping up and/or going public.
- > This can help to ensure that the plan has not been 'captured' by particular interests and will flag up potential problems from hidden voices that could upset the launch and implementation.
- > Produce an Action Plan Summary aimed at the general public in non technical language. This will make it easier for people to understand the project and get enthusiastic.









LAP - Launch

> A public launch signals to the outside world that the action plan has been agreed at high level and by its stakeholders, and will help secure publicity and public interest. It will normally take the form of a reception for stakeholders, politicians and the media

- > Decide on level of profile required
- Decide on timing
- Organise communication strategy for launch
- Celebrate









LSG Status quo in each city

- Are you sure you have the relevant stakeholders in your LSG?
- > How balanced is the group?
 - Is it mostly municipality departments? What about other public agencies? Are NGOs involved? Is the private sector on board?
- > Are there missing voices? Politicians?
- > Is there a core group and a wider group?
- **>** How does it relate to existing structures and organisations?
- > Will the group be able to work effectively?
- > What barriers is the group likely to face in working effectively?







LAP Status quo in each city

- > What do you think your LAP can achieve in your city?
- > Are there existing plans that the LAP needs to build on?
- > What are the steps in the production of the LAP?
- > How will the LSG be involved in the production of the LAP?
- > Who will write the LAP?
 - Who will help them to write it (e.g. co-production process)?
- > How will you consult with other local stakeholders?
- > What is foreseen in terms of "local validation" of the LAP?
- > Is the plan going to require funding for projects?
- > How will the Managing Authority be involved?







"Holy Grail" of UrbactII

- > LSG as a vehicle for getting the strategy of the LAP
 - Using existing structures and organisations
 - Stakeholders and balanced group for the best implementation of the content
 - Involvement of a wider group to get diversified accordance
 - Implementation of politicians
- > MA support for funding programmes
- > Writer of LAP with own budget







"Holy Grail" of UrbactII

> LAP achievement

- LAP should built on existing plans and strategies
- To force an existing strategy
- To develop existing concepts









"Hot Topic"

> LAP "hot topic for each city"

- Kielce: Airport (City and surrounding municipalities)
- Graz: Regionext (regional structures City & hinterland)
 also transport, land use, environmental
- Munich: Increasing the sense of urgency (opportunity) for better co-operation
- Arezzo: Area vasta (Arezzo, Siena, Grosseto)
- Czestochowa: Environmental cooperation
- Trikala: public transport
- Chalons-en-Champagne: Finding new ways to finance
- Zurich: Optimising the regional cooperation
- Oradea: cooperation process at the metropolitan level







Grazie Thanks Danke Merci Gracias Ευχαριστώ multumesc Takk dziękuję dakujem hvala tänan kiitos köszönöm aciu Tack děkuji paldies niżżik ħair dank u wel



