POSITION PAPER

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Enhancing new forms of urban and metropolitan governance

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3rd THEMATIC SEMINAR of NeT TOPIC

Nanterre (France) 1st and 2nd October 2010

This paper has been elaborated by the partners of NeT TOPIC. The position paper is a short and clear document that has the function of providing a real "framework" to ensure a clear focus for the seminar.

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Which are the main topics that we want to tackle during this seminar?

In general terms, **METROPOLITAN GOVERNANCE** deals with governing and managing urban issues across boundaries (geographical and administrative boundaries). In the context of globalization on the local economy, the rising share of service-based activities (both for business and residents) the development of new information and communication technologies, an increase of mobility, the fragmentation of urban space, social and spatial segregation, new models of governance for European Metropolitan areas have to be developed.

In a huge number of cases, built up areas have grown over the years and appear widely to ignore municipal boundaries, which have not evolved, or not fast enough to reflect this new reality.

The economic system can extend over an even larger area. In European cities, labour markets have expanded for years over wider and wider areas, and their catchments areas sprawl far beyond city limits over large suburban zones. This phenomenon is well known and data shows its growth over the years

However, a city's economic system is also made up of less documented business flows (such as consultancy, legal and financial service provision, sub-contracting and supply services). And, last but not least, citizens' consumption of private (shopping, leisure, etc.) as well as public services (education, culture, health, etc.), has been spreading well beyond municipal boundaries.

Competitiveness, cohesion and sustainable development: European metropolitan areas are facing high challenges, and developing governance structures and strategies. Also in the case of governance, leadership and community issues are important.

In this context land use management, linked with the aspects of urban sprawl and urban brown fields, is more and more real, and it becomes a crucial point for peripheral metropolitan cities as we had already seen in our 1st Thematic Seminar in Sesto San Giovanni (Italy).

Urban sprawl is a common concern of European, national and local authorities: the urbanization process, provoked by a long period of economic and population growth in the second half of the 20th Century, evolved into a sub-urbanization dynamic, and later on, into a de-urbanization.

The seminar on Metropolitan Governance will be focused from the peripheral local authorities point of view. Urban governance is about linking actors and

decisions at different levels, involving different public governments (national, regional, metropolitan, local...) private actors and social or community actors.

The exchanging, discussions and learning within this seminar will be established around different fields or domains of metropolitan governance.

1. **Urban planning across boundaries of public governments. The public-public relation within metropolitan areas**.

Different levels of public sector (local, regional, national) have to share decisions beyond their own competences, because more and more problems of urban planning and management depend of several institutions. Public sector, and specifically, local authorities belonging to metropolitan areas or city regions have to develop forms of governance appropriate to functional and morphological city regions at supra municipality level. Public competences should be attributed between levels of government. (What goes where?). We have to find appropriate spatial scales for specific functions regarding urban planning and public policies. In the case of Net TOPIC the networks of urban governance have a specific relevance to accommodate the links between the central and the peripheral cities and, also among the peripheral cities belonging to the city region.

2. **Economic development and labour markets across boundaries.**

How can we effectively govern the modern metropolitan region to improve economic efficiency and inclusivity? It seems that while economic development and labour markets are increasingly shaped by global forces, cities still have considerable margin for manoeuvre to influence both the overall competitiveness of urban areas and the distribution of economic activity within them.

3. **Citizen participation and civil society across boundaries. The challenges of a metropolitan community.**

The city has always been a milieu where multiple senses of belonging coexist. However, the present era sees an increasing ability of mobile individuals to organize and choose their own meaningful groups. This process implies an intensifying fragmentation of urban communities and makes it even more difficult for the public holders to address collective issues at large urban scales. At the same time, the complexity of urban management within metropolitan regions leads to a seemingly decreasing role of local government in the definition and implementation of collective choices. Governance and the presence of non-

elected actors in the urban decision-making process can put at risk the democratic legitimacy of public decisions.

PARTNERS INPUTS

Each city belonging to Net TOPIC should contribute to the present document with its own concerns, experiences and priorities on metropolitan governance. In this way, the Position Paper becomes a collective document that shows what city partners think on the topic. Take into account that the position paper is just an Introduction to the seminar and that its function is to share previous ideas and situations. Each question will be answered in depth by each partner during the seminar.

Short questionnaire and partner's answers

1. Can you summarize the main problem of your city in the field of metropolitan governance or which is the main obstacle in your area to achieve good metropolitan governance?

SALFORD

There are a wide range of organisations and institutions in Greater Manchester that support good metropolitan governance. However, although there is a good degree of coordination between the constituent authorities of Greater Manchester, the city region does not presently have a joined up planning strategy.

Measures are however presently being taken to address this. In particular, following the agreement that Greater Manchester would become a pilot for a new form of city-region governance, Housing and Planning Commission has been established to develop and implement an effective spatial planning framework and housing strategy for the metropolitan area.

SESTO SAN GIOVANNI

In Italy, the reform of local authorities (law n. 267/2000) and the reform of Constitution (law n. 3/2001), introduced a new form of local government to substitute the Provinces of the biggest Italian metropolitan areas (Milan, Rome, Turin, Venice, Florence, Naples, Genoa, Bologna, Bari), called *Metropolitan City*. The Metropolitan Cities should coordinate local authorities or even achieve from

local authorities some metropolitan functions such as (a) town planning, (b) infrastructure and public services, (c) traffic plan, (d) air protection, (e) soil protection, (f) water protection, (g) trash treatment and cleaning, (h) commercial centres, (i) cultural activities.

These laws are still not applied and there is a lack of governance in all the main Italian metropolitan areas with big problems tackling themes that Provinces cannot handle properly (p.e. traffic, public transport, environment protection...).

In this framework, the central municipality - the city of Milan in the case of the city of Sesto San Giovanni - has a dominant role in all urban and strategic policies. A typical example is the project EXPO 2015 in Milan, a project that can have positive effects on the whole metropolitan area but that is completely managed by the municipality of Milan and its Agency, without any possible contribution of other metropolitan cities.

BARAKALDO

In practice, the inter-institutional governance problems have been transformed, by means of a good political and urban planning management, into opportunities of growth and transformation of the city.

After all, the forecasts of the territorial plans –supramunicipal- could not be executed without a conciliation of the different City Councils involved, the Provincial government (Diputación Foral) and the Basque Government. The key was, and it still is, reaching a consensus.

Consequently, the only solution for unsolved problems in the field of metropolitan governance is the search of the common interest –and the agreement in the distribution of the necessary investments – since we count with enough tools of planning and suitable political channels to solve these situations.

However, it is complicated to try to find the common interest in operations of transformation affecting to strategic fields such as the railway. Generally they are involved in transformation operations with no costs and with significant sectorial improvements – therefore the operation transformations must generate enough added value to satisfy them – but local actors and the public institutions involved never resign to existent routes although they have a residual traffic.

This is the case in the south of Barakaldo's industrial area where the railway platform is the only alternative of access to the area and the municipal urban planning cannot do anything against the preponderance of the railway sector, since this is a strategic sector and therefore mainly ruled by state laws. The lower rank of the regional, provincial or municipal planning, together with the strong defend of the sectorial interests, makes it difficult to reach a consensus.

On the other hand, Barakaldo has successfully intervened in some areas of problematic development by means of reaching agreements with private initiatives as well as innovative managing methods. However, the financial crisis has paralysed the last operations. In this context,–again- new consensus would have to be reached as well as maybe new managing methods would have to be developed to unblock these operations.

SACELE

Brasov Metropolitan Area Agency counts with specialist's technicians who develop coherent long term strategies aimed to solve the key problems of the area. However, some of the projects included in this strategy are very complex and involve high costs which the municipality cannot support with the local budget. Therefore, this could be a problem when trying to achieve good metropolitan governance, because by not implementing these complex projects, the city development could be delayed and discrepancies among the developing speeds of the different cities can appear and can affect to the area as a whole.

L'HOSPITALET

The main problem is that currently it does not exist yet any organization that centralises the issues of metropolitan governance.

At the moment, the regional Parliament of Catalonia is about to approve a law that will set the Metropolitan Area of Barcelona (AMB), which was abolished in 1987 for political reasons. It will be a new entity of representation and management that will affect 36 municipalities around Barcelona.

Up to date, there is some sectorial organisation based in three entities, which are related them but different among them: the Mancommunity of Municipalities, the Transport Entity and the Environment Entity.

KLADNO

One of the main problems for the local development of Kladno city concerning the metropolitan management lies in the revitalisation of the old industrial zone which is situated in the eastern part of Kladno.

It is also necessary to resolve the traffic load of the city, especially as heavy traffic is concerned by means of the construction of traffic bypass and also in terms of ensuring greater security on routes accessing the city (such as the round about near Buštěhrad and connecting to the highway Prague - Karlovy Vary in the form of bypass road).

Another problem affecting Kladno is the lack of a ring road around the city, which results in traffic congestion. The Northern bypass of Prague is still unrealized, which could take away transport from Prague and facilitate better connections between Kladno and the North-eastern part of Bohemia.

The high concentration of inhabitants in the neighbour city of Prague, accompanied by an enormous traffic loads with impact on roads (especially trucks) are big problems not only for Kladno and its vicinity, but also for other areas bordering with Prague.

NANTERRE

Nanterre occupies a particular and strategic territory. The city holds a key position at the doors of the capital and its businesses district, La Defense. It is situated in the crossing of major infrastructures and within a network of territories with strong social challenges (northern arc of the Seine River). The strategic position of the municipal territory as far as economic, regional and national development is concerned makes difficult the relation between the different actors. Indeed, in addition to the Ile de France region, which identifies the territory of Nanterre as a privileged site of urbanization in its urban development plan, the State intends to further develop the businesses pole of La Defense in this territory. Through the mechanism 'OIN' (operation of National Interest) and the recent promulgation of the law on 'Great Paris', the State tries to impose its vision of a territorial development, focused on the economic activity on the service of the financial pole of La Defense.
The visions and projects for this territory are thus different depending from the local, regional or national point of view. The main difficulty for the city is to make hear its voice and that of its inhabitants vis-à-vis the State, in order to reaffirm its role in the definition of the development of Ile-de-France region, and to ensure a balance and territorial solidarity with all metropolis.

HAIDARI
The main problem of Haidari in the field of metropolitan governance is that the central government, and the corresponding Ministries, are the centre of decisions of actions such as the ones dealt in the framework of NeT-Topic. In addition to this, the central government comes to a co-operation with regional authorities in order to proceed with the execution of these actions. As a matter of fact, this procedure is followed even for the management of the NeT-Topic project itself. As a result of this, the Municipality of Haidari, despite the fact that it is the exclusive partner, is unable to overcome issues concerning the organization and management of these actions on its own.

2. What kind of arrangements do your city developed in order to overcome the political, administrative and financial divisions and fragmentation?

SALFORD

Salford is one of 10 single-tier local authorities that form part of the Greater Manchester sub-region, a conurbation of some 2.5 million people. A number of arrangements have been put in place to overcome political, administrative and financial divisions in Greater Manchester. In particular, the Association of Greater Manchester Authorities (AGMA) was established following the abolition of the Greater Manchester County Council in 1986 in recognition of the fact that there are certain functions that need to be co-ordinated at a strategic, metropolitan level.

AGMA supports collaboration between the ten local authorities. It contains a number of ad hoc technical groups, such as Spatial Planning Information Group, and several individual action groups that seek to ensure that there is a degree of coordination between the activities taking place across political and administrative boundaries. In addition, there are a range of organisations which span political and administrative boundaries in Greater Manchester. For instance, the Manchester Salford Housing Market Renewal Pathfinder was established to oversee a long-term programme to create fundamental and transformational change in deprived inner city neighbourhoods in both Manchester and Salford that surround the Manchester Regional Centre.

In December 2009, official agreement was reached between the Government and AGMA that Greater Manchester would become a pilot for a new form of city-region governance. Whilst an effective form of governance at the city region level has been developed through AGMA, this agreement will provide Greater Manchester with more substantive powers and responsibilities in relation to public service reform, skills, transport, data sharing, creating a low carbon economy, and reinforcing Greater Manchester as a place for science and dynamic international firms. It is anticipated that a Greater Manchester Combined Authority will be established in 2011 to co-ordinate functions and oversee the performance of the new devolved powers that the city region will inherit. This will enable political, administrative and financial divisions to be overcome.

SESTO SAN GIOVANNI

In 2007, Sesto San Giovanni and other 6 cities in the north of Milan (Bresso, Cinisello Balsamo, Cologno Monzese, Cormano, Cusano Milanino and Paderno

Dugnano) with the patronage of the Milan Province, constituted the so called North Milan Municipalities' Conference, an association of municipalities to coordinate local policies concerning public transport, industrial production and innovation, education and schools, town planning, environmental protection, social security and local policy, tourism, social housing, culture.

The Conference promoted the redaction of the North Milan Strategic Plan, *Piano d'Area del Nord Milano*, that identified common strategies, objectives and actions on the themes above mentioned. The North Milan Strategic Plan was used as a territorial framework in the redaction of the Sesto's Urban Strategic Plan, *Piano di Governo del Territorio* (P.G.T.).

Furthermore the Municipality of Sesto San Giovanni usually joins partnerships with other local municipalities on specific projects, such as the design and realisation of a new provincial park, the implementation of a commercial district, the realisation of a topographic database, or obtaining co-financing by the Milan Province and the Lombardy Region.

BARAKALDO

Metropolitan governance has been managed exemplarily through local companies and several models of inter institutional, supra municipal and public-private shared management.

LOCAL COMPANIES:

ERETZA S.A.: Local enterprise for the land and housing management.

INGURALDE: Agency for local development, business modernization and employment.

INTERINSTITUTIONAL PARTNERSHIP:

Bilbao Ría 2000 has been in charge of the urbanization and management in Urban-Galindo (with funds from the EU) according to an agreement between the Public Works, Transport and Environment Ministry, the Basque Government, The Regional Council and Barakaldo Town Council.

SUPRAMUNICIPAL PARTNERSHIP:

Several municipalities of Metropolitan Bilbao carry out the joint management of drinking water, draining systems and public transport.

AUTONOMOUS GOVERNMENT PARTNERSHIP:

Different kinds of social housing have been promoted and similar operations have been proposed on industrial land, trying to efficiently re-use contaminated land.

REGIONAL COUNCIL PARTNERSHIP:

Housing promotion at a limited price has been agreed between the Regional Council of Biscay and DFB_ERETZA.

PRIVATE INITIATIVE PARTNERSHIP:

Barakaldo Town Council has been able to deal with quite complex transactions in collaboration with private initiative, mainly by using the expropriation-tender system both in the case of land for economic activities and for residential purposes.

- Megapark_334.612 m2: 120.000 m2c activity + 112 free housing + 245 limited priced housing + Equipment+ Green areas.

- Retuerto: 576 VPL + 144 VPO + 40.000 m2 of green areas and open space.

- Siebe-Dinamita: 200 VPO + 260 free+ 19.607 m2 common equipment + 73.401 m2 green areas and open space.

L'HOSPITALET

L'Hospitalet takes part in the three aforementioned metropolitan entities. The city has local political representatives in all of them. The city also develops some projects where these entities intervene: such as the project concerning teh recuperation of the bank of the Llobregat River, some transport projects, etc.

KLADNO

The Strategic Plan has been discussed with business companies, public and non-profit organizations at metropolitan level. Today the Territorial Plan is being revised in order to correct the past mistakes.

In terms of state administration the city of Kladno decided to introduce the new technologies in local offices, e-Government, among its administrative district (about 120,000 inhabitants).

The current Development plans ensure administrative activities, monument preservation, water sector, environment, licensing for buildings, crisis management, social services, registration and monitoring of trading, etc.

The Cooperation between Kladno and other municipalities is not addressed on a political basis, but with a partnership approach.

The city also cooperates with the state and other institutions - the Labour Office, District Court, District Social Security Administration, District Chamber of Commerce, regional development agencies, etc.

Prague and Kladno need to cooperate in some projects like high-speed road project, northern bypass of Prague; however this coordination is not easy due to fragmentation within administrations.

NANTERRE

The city is fully involved in the 'mixed studies body-Paris Metropole', created by the City of Paris. However, due to the territorial specificity related to the presence of the business pole of La Defense, the city of Nanterre is currently involved in the creation of an inter-municipal study body: 'Le Syndicat Intercommunal d'Etudes et de Projets des 2 Seine', in relation to a project of territorial urban development and planning on a scale of the six cities concerned with the extension of La Defense.

The objectives are:
- to think at inter-municipal level on transports, economic development, social development, housing, town planning;
- to define a project of development and a strategy for the territory of the 6 municipalities, consolidating an identity for the territory and stating common ambitions and values;
- to define the quantitative and qualitative objectives of development and the priorities of the strategy on transports, economic development, creation of cultural equipment, town planning and housing;
- to have a framework-project for the negotiation of possible contractualisations with institutional partners - State, Region, Department, etc - within the framework of their own devices.

HAIDARI

First of all, the Municipality of Haidari defined a clear management plan of actions by means of an agreement with its Municipal Development Company. This organization is more flexible concerning both, the relation with managing authorities and the internal decision making.

In addition to this, the Municipality of Haidary has generally "invested" in synergies with the neighbouring Municipalities, based on a framework of business co-operation and not on political strategic alliances which are rather vulnerable.

3. Has your metropolitan area a formal metropolitan institution or an informal structure or network, which facilitates common arrangements and a common planning? How does it work?

SALFORD

Each of the local authorities that form part of Greater Manchester is responsible for most aspects of the governance of its area. There has however been a culture of collaboration between the authorities and they have worked together through a voluntary organisation, the Association of Greater Manchester Authorities (AGMA).

AGMA acts as the political voice of the ten authorities and works in partnership with a wide range of organisations (both public private and voluntary) within the city-region and beyond. AGMA Chief Executives and the Leaders of each of its constituent Council's meet regularly to work together on a range of key strategic and policy issues which impact on Greater Manchester. AGMA also provide a range of joint services across the conurbation via AGMA Units and through cross authority professional groups.

AGMA contains an Executive Board which is the 'figurehead' decision-making body for sub regional governance in Greater Manchester. It consists of the ten leaders of the member local authorities and also representatives of the Greater Manchester Fire and Civil Defence Authority, Integrated Transport Authority, Police Authority and Waste Disposal Authority. There are also a number of sub Committees of the Executive Board that are formed of one elected member representative from each full member AGMA Authority.

The agreement that Greater Manchester will become a pilot for a new form of city-region governance will provide the metropolitan area with more substantive powers and responsibilities in relation to public service reform, skills, transport, data sharing, creating a low carbon economy, and reinforcing Greater Manchester as a place for science and dynamic international firms.

SESTO SAN GIOVANNI

On a metropolitan level, lacking the constitution of the Metropolitan City of Milan (see answer 1), there is the provincial government, with limited functions (in comparison with the potential functions of the Metropolitan City to be constituted). Regarding urban planning, the Province of Milan approved a Provincial Plan, called *Piano Territoriale di Coordinamento Provinciale* (P.T.C.P.), that gives general indications to local authorities concerning infrastructures, transports and green areas. All local urban strategic plans (P.G.T.) must respect these provincial indications.

The Milan Province also constituted a Development Agency, called *Milano Metropoli*, to promote provincial economic development. Milano Metropoli supports municipalities to achieve funding (European, national and regional) on specific projects and also works on territorial marketing.

BARAKALDO

We have already mentioned the different models of shared management in those domains that affect the metropolitan area of Bilbao.

Likewise, Barakaldo is associated to a body of strategic planning at metropolitan level as the Bilbao Metropoli-30, constituted to carry out processes of planning, research and enhancement, addressed to recover and revitalize the "Metropolitan Bilbao.

In any case, the regulation framework and the supra municipal planning are a clear reference to reinforce the inter-institutional relations in the metropolitan area of Bilbao.

The local government of Barakaldo holds the executive competence of plan developing and approval (ex.: General Urban planning _PGOU).

The Regional Council of Biscay is competent in the general framework of territorial town and country planning (Partial Territory Plan_PTP), in plan supervision and in fostering the industrial policy.

The Autonomous Government of the Basque Country (Euskadi) has also the power to supervise the plans in the general framework of the sectorial policy (Local Territorial plans: of rivers and riversides, railway network, etc.) and to reinforce industry and housing policies.

The Spanish Government has transferred most of the competences regarding urban matters to the autonomies. Barakaldo has the competence –through the Coastline Law- in all aspects related to river beds affected by tides (estuaries) and also in other matters where there are discrepancies about the transferred competences such as the railway network.

SACELE

In Brasov Metropolitan Area exists a Metropolitan Agency that reunites the cities belonging to this area. The role of this Agency is to help its members in economical and social development issues, to coordinate a well-balanced and interfluent development of the Area.

L'HOSPITLAET

As previously commented, there is a structure of three entities with competences in some sectorial fields:

- Transport and mobility.
- Water.
- Waste.
- Environment.
- Infrastructures.
- Promotion of the economic activity and the social cohesion.

At the present, a new structure is about to be created which will unify these three entities and which will also be provided of competences in urban planning of local scope. The new metropolitan entity will be constituted by the local governments of the area; therefore local governments will be directly involved in the definition of the policies affecting the metropolitan level.

KLADNO

Metropolitan institutions cooperate on the basis of Informal structures: the mayor and the secretary communicate with the other municipalities through regular meetings.

The relationship between Kladno and Central Bohemia Region is not easy due to the different political parties.

NANTERRE

Ile-de-France Region has the responsibility of the development of the regional urban plan laying down the objectives of development of the whole region for 20 years.
'Paris Metropole' is a tool for realising studies controlled by a great majority of the cities of the metropolis.

HAIDARI

The Local Union of Municipalities and Communities (TEDK) is the metropolitan agency which consists of all the Municipalities geographically included in the greater Attica area. TEDK elects representatives among those locally elected (Mayors of Municipalities and Communities, Councilors) of Attica Area. These representatives, represent the local union in the General Assembly of the Central Union of Municipalities and Communities of Greece (KEDKE). TEDK purposes are:

- The promotion of all issues concerning Attica Area
- The promotion and support of each Municipality
- The collection of information that might enhance cooperation between Municipalities
- The cooperation with the Central Government on every subject that will contribute to the growth and decentralization of the local authorities.

- The provision of technical support to the Municipalities, enabling them to participate in European projects.
- The participation in European and International Organizations representing local interests.

4. Are there strong links among the peripheral cities belonging to your metropolitan area? What kind of topics is included in those links?

SALFORD

Existing working arrangements through AGMA ensure that there are strong links between the peripheral cities belonging to the Greater Manchester metropolitan area. For example, the constituent authorities of Greater Manchester are working together through AGMA to develop sub-regional, planning policy frameworks for minerals and waste. The authorities have also developed strong links through the production of joint evidence-based studies, such as Strategic Flood Risk Assessments and a Decentralised and Zero Carbon Energy Study.

The new metropolitan governance arrangements for Greater Manchester are likely to strengthen these links between the constituent authorities of the sub-region. For instance, a Housing and Planning Commission was established in May 2009 to develop and implement an effective spatial planning framework and housing strategy for the metropolitan area and an Environmental Commission was established to, amongst other things, co-ordinate and deliver an effective response to climate change.

SESTO SAN GIOVANNI

As mentioned before (see answer 2), in 2007, Sesto San Giovanni and other 6 cities in the north of Milan constituted the so called North Milan Municipalities' Conference, an association of municipalities to coordinate local policies concerning public transport, industrial production and innovation, education and schools, town planning, environmental protection, social security and local policy, tourism, social housing, culture.

BARAKALDO

Barakaldo is considered as the capital of the comarca of "Left side of the Nervion River". The city promotes several initiatives through the Local Development Agency "Inguaralde", beyond its own administrative boundaries and taking part in several projects shared with other neighbour municipalities.

It is very important to reinforce those links and to create some kind of platforms for collaboration with other municipalities of the comarca and with Bilbao itself.

SACELE

The links among the peripheral cities belonging to the Brasov Metropolitan Area are based just on well-balanced and interfluent developing of the area. Depending on each city needs and resources, the projects proposed to be realized in order to increase the economical and social power of the area, are discussed and proposed by each city, in order to achieve cooperation and a consensus between metropolitan area cities.

L'HOSPITALET

Cities belonging to the Barcelona metropolitan area participate in the metropolitan policies through its membership to the three already existing bodies. The issues are those where these bodies have legal competences.

KLADNO

There is a communication with other neighbouring cities of Kladno. The links take into account some aspects according to Czech law.

A varied range of services, culture, sports, leisure-time and recreation are shared with other surrounding municipalities.

Kladno and its neighbour towns are trying to solve common problems as the contaminated sites (coal mines, foundries).

There is a potential impact resulting from the construction of high-speed, highway bypass north of Prague and a new runway at the airport Prague-Ruzyně.

There is a significant amount of people commuting from Kladno and Prague. In addition to this, Kladno inhabitants tend to buy in huge hyper-markets in Prague, which results in a decrease of local shops. These are some examples of issues affecting at metropolitan level.

NANTERRE

Peripheral cities can be linked through an inter-municipal body, community of communes or agglomeration, according to the principles of proximity, analogy and complementarity (economic, geographical, historical links…)
On 1st January 2011, the town of Nanterre will take part of the 'community agglomeration' (communauté d'agglomeration) of Mont Valerien. Some of the objectives are:
- to achieve a negotiated, rather than imposed, intercommunality; the legislative context, the project of reform of local authorities, the project of Great Paris tend to a generalization of the intercommunality.
- to give more weight to local authorities against the recentralisation of the State power, e.g. the project of extension of La Defense.
- to carry a project of territory which meets the needs of its inhabitants, on a scale broader than that of the municipality.
- to resist the decrease of the tax resources (suppression of the professional tax), safeguard the public service, share resources, etc.

HAIDARI

Cities located in the greater Attica Area participate in TEDK and KEDKE (see question 3), which are the only organizations enhancing the co-operation between the neighbouring Municipalities. In the frame of these organizations little effort is made concerning the synergies and the co-operation between the cities. As a matter of fact, the role of these organizations is mainly to gather the existing problems and forward them to the government.

5. Which are the main challenges of your city to intervene in economic and employment development, taking into account the different spatial levels (legal powers, financial capacity, critical mass, and competition with other cities? Can you give one example of response that have been tried in your city

SALFORD

Reaching political agreement between the constituent authorities of Greater Manchester can present a particular challenge for the implementation of major interventions. This was particularly evident in relation to the proposal to introduce a congestion charge. It was proposed that motorists would be charged for entering the city during peak hours. This proposal formed part of a bid for a £2.7 billion package of transport funding that would deliver significant improvements to public transport.

The proposed introduction of a congestion charge created significant tension between the authorities in Greater Manchester. This in part reflected the perception that those living in the periphery would bear the brunt of the cost of the proposal (as it would be them who would have to pay the charge to commute into the centre) but it would be the core city that would enjoy most of the benefits in relation to reduced congestion.

As a result, when the proposals were voted on at a meeting of AGMA in July 2007, two of the ten authorities voted against the proposals. In December 2007, Bury Metropolitan Borough Council voted to withdraw its support for the congestion charge, bringing the numbers to seven for, three against. Due in part to this failure to reach political agreement on the congestion charge it was decided to hold a referendum on the charge across the whole of Greater Manchester. The introduction of a congestion charge scheme was subsequently rejected in all ten of the authorities involved in the referendum.

SESTO SAN GIOVANNI

Concerning economic and employment development, as mentioned before (see answer 3), the Milan Province constituted a Development Agency, called *Milano Metropoli*, to promote provincial economic development and territorial marketing.
On a local level, municipalities usually do not promote specific employment or economic policies.

In the case of Sesto San Giovanni, after the industrial crisis in the '90s that caused a dramatic decline in trade, employment and population, the local administration approved several urban programmes partially succeeding in reconverting the city economy from heavy industries to service and tertiary activities.

Actually, also the new urban plan (P.G.T.) would like to complete the transition from an industrial city to a service and tertiary city. It foresees circa 20.000 more inhabitants and 20.000 new workers with the regeneration of the brownfields area, still to be implemented.

The main challenges in this transformation are the achievement of precious public and private functions as well as high level activities and workers, and the use of UNESCO industrial sites and monuments as an asset for the local development.

BARAKALDO

Barakaldo recovered itself from the economic crisis of the 80s due to his own politic effort, the involvement of citizens, good planning tools and an efficient managing of the available resources.

When we start enjoying the effects of the economic development and stability due to the growth of employment, another global crisis has stopped the economic growth.

The main challenge will be again the political leadership to recover the citizen trust, adapting urban planning to the new parameters of economic growth, of sustainability and the good governance of public affaires.

The city council of Barakaldo has disposed of several planning tools, among those we can point the "Strategic Reflection 2005", the first Local Action Plan (July 2009) that develops the Local Agenda 21 and the First Immigration Plan. Now Barakaldo is preparing the Second Immigration Plan and revising the General Plan of Urban Planning.

SACELE

Lack of infrastructure in industrial area and lack of public properties in touristic area of the city are the main obstacles in economic and employment development of the city. A proper infrastructure in industrial area of the city is the main condition for attracting investors and, as a result of this, an increase of work places.

In the same time, if the touristic areas of the city belonged to the municipality, it would be much easier to use structural founds in order to develop them.

L'HOSPITALET

At metropolitan scale there are no relevant projects in the economic field. The employment and economic development policies are established at regional and central level, or just at local level.

KLADNO

Kladno tries through the city budget to maintain employment in the city, in the form of investments in the territory, which is reflected in the provision of land for future development. The next goal is to increase the attractiveness of the city not only for its population, but also for the surrounding communities in the

form of investments for leisure activities, schools, sports facilities, green space, "neighbourhood revitalization (Kročehlavy), green transport, etc.

In this context:

-Kladno keeps a strong cooperation with the Labour Office in employment issues.

-Ground lease of public spaces for entrepreneurs and new firms is available. There is a transparent selection procedure for the selection of concrete financial loans and credits (from 1.200 EUR up)

-Allowing the installation of advertising for local business owners in public places within long distance (50m) of the facility at half price compared to the market rate.

-There is site web wotj information of the administrative agendas provided by municipality.

-Stop increasing tax rates on real estate and rental or sales prices.

NANTERRE

The city, through its policy of economic development, wishes to be able to offer employment for all the categories of citizens, as well as to allow the population to remain in its territory (to avoid the processes of gentrification related to the only development of the tertiary sector)

Nanterre aims to be an animated city with diversified population all day long. The city intends to ensure a satisfactory balance housing/employment in all new urban projects developed on its territory.

6. Can you mention an emblematic or relevant urban project as an example of urban conflict between the central city and the peripheral cities? Can you give us an example of a successful project? In the first case, what kind of tools and measures are being used to solve the problem?

SALFORD

The Trafford Centre is an example of an urban project that created conflict between a local tier authority and the other constituent authorities of Greater Manchester. The Trafford Centre is a large out of centre retail and leisure

development located in Trafford, one of peripheral authorities of Greater Manchester. The scale of the proposed development resulted in a degree of conflict between Trafford Council and the central city and other peripheral cities in Greater Manchester. This was largely due to concerns over the impact that the development would have on the vitality and viability of Manchester city centre and town and neighbourhood centres in other local authority areas, including those in Salford.

An example of a successful project is the Irwell City Park. The River Irwell was once one of the most important commercial and recreational waterways in the North West but it has steadily declined during the twentieth century. To address this decline, the three Local Authorities of Manchester City Council, Salford City Council and Trafford Metropolitan Borough Council have been working to transform 8km of riverside into an accessible, attractive and vibrant waterfront for all to enjoy.

The vision is to see the restoration of the River to create a new and exciting urban park, attracting new waterfront development and activities and linking neighbourhoods and communities with the heart of the Regional Centre. To achieve this vision, joint planning guidance has been prepared by Manchester City Council, Salford City Council and Trafford Metropolitan Borough Council to set out the guidelines which the Councils will use in determining applications for planning permission in the Irwell City Park area and to establish a set of principles to ensure the provision of a continuous riverside cycle / walkway and the high quality design of new public open spaces and other infrastructure.

SESTO SAN GIOVANNI

An example of conflict policy between Milan and peripheral cities, in addition to the EXPO project mentioned in answer 1, is the Milan's traffic calming policy called *Ecopass*, a sort of Milanese version of Ken Livingstone's congestion charge in London. This charge clearly created effects on all the metropolitan traffic and parking system but Milan Municipality decided this charge without consulting other metropolitan municipalities.

BARAKALDO

In Urban Galindo, the implementation of the communication infrastructures in the border of the "Ría del Nervión" and its bridges of accessibility to Bilbao was a relevant project.

It should be mentioned, the instruments of supra municipality planning and the searching of the agreements with all the concerned institutions (Diputación de Bizkaia, Bilbao City Council and Basque Government).

The development of Urban Galindo is an example of inter institutional cooperation and a good practice of management of Bilbao Ría 2000.

L'HOSPITALET

The issues that generate more conflict are those related to the planning and control of activities in bordering spaces that can generate negative externalities over the neighbours without producing tax advantages deriving from its location.

One field that works quite well is the public transport. It keeps a unified price system through the Metropolitan Transport Authority (this entity depends from the regional government, so it is not strictly metropolitan, just as far as the local participation of the municipalities are concerned).

KLADNO

Successful projects

1) Revitalization of the old heaps, incorporating rehabilitated contaminated areas into the natural landscape
2) Cyclopath Kladno
3) Čabárna – recovering of post-industrial area, creation of a natural park, rescue station for birds, construction of low-energy house (Environmental Education Centre)
4) Buildings for primary schools and kindergarten, construction of sport's grounds
5) The establishment and development of sport's grounds, especially for citizens recreation not only from Kladno, but also from surroundings at attractive rates
6) Revitalization of Kročehlavy focusing on humanizing public spaces and support to reconstruction of block of flats from communism era.
7) Revitalization of existing and new parks – realized during the past 10 years that serve for inhabitants from Kladno and its surroundings
8) Renovation and construction of sewerage systems in urban area Švermov - costly implementation affecting the environment in closest villages.
9) Reconstruction of puppet theatre Lampion using by children from the whole region.

Problematic projects

 1) Creation of the National Park Křivoklátsko where partly intervenes Kladno district.
2) Regeneration of building for handicapped people in Kročehlavy - discrepancy between the city and the Central Bohemia Region institution (financial implementation of the project)
3) Reconstruction of the town theatre - the mismatch between the city and the Central Bohemia Region institution (financial implementation of the project)

There is a conflict regarding high-speed road to Prague. There are several municipalities against the proposal. Kladno agrees with it due to the improvement in accessibility of transportation and commuting to the city of Prague.

There is also a debate about the new runway at Prague-Ruzyně - some villages in the line of the corridor do not agree with this construction. For Kladno the project implementation would greatly help the creation of additional jobs at this international airport

NANTERRE

The Seine-Arch project resulting from a compromise between the City and the State, is an emblematic example of a new type of partnership. On the other hand, today there is an increase of divergences between local authorities and the State. While the latter gives priority to the economic development of the businesses pole; the municipalities give priority to a better urban and social integration of this pole.

HAIDARI

As an example of an unsuccessful project, it would be mentioned the construction of a pedestrian bridge over the National Road, which separates the city in two areas. The project was scheduled by the Municipality, as a project of major priority. Unfortunately, no agreement has yet been established between the Municipality (which has the ownership of the pavement areas) and the Ministry of Environment and Social Works (which has the ownership of the road). The problem is definitely bureaucratic and is now going to be solved with the signing of a common contract.

7. What is the level of participation of the civil society in your governance process (information, negotiation, joint-decision, delegated decision, etc.?

SESTO SAN GIOVANNI

The civil society is compulsorily involved during the evaluation process of provincial plan (P.T.C.P.) and urban plans (P.G.T.).

Actually, the function of civil society participation is predominantly information concerning public plans during the planning process itself. A real negotiation is

frequent between public administration and private real estate promoters during the planning process of biggest urban regeneration projects to decide, on one hand, functions and dimensions, and on the other, public facilities and areas.

BARAKALDO

The urban transformation of Barakaldo was possible because the involvement of the organizations of the civil society, that have a big tradition in the city. But today we are living times of politic distrust and we should develop new platforms and tools for citizen participation in order to achieve a stronger representative democracy.

In the past we had some positive and relevant experiences of citizen participation:

The management of the apparently unapproachable problem of Beurko suburb, where there were 755 flats affected by aluminosis, which had to be demolished while provisionally accommodating the neighbours –without cost- has become a reference for public-private cooperation management and for the use of neighbour participation systems (Beurko Neighbourhood Association) in very important decisions.

In the field of economic activities, good experiences in the Special Plans of Commercial Revitalization (PERCO), with models to establish public policies with the participation of directly involved citizens, turned out to be the foundation to foster more active participation in the Restoration of the Local Market, where the Retailers´ Association were granted all power, even at management level.

On the other hand, Barakaldo, through the biannual Housing Forum (Foro de la Vivienda) organized by ERETZA (Local enterprise for the land and housing management), has been a pioneer in the creation of local platforms for the development of urban culture among citizens.

It is foreseen the constitution of Citizen Participation Councils in each municipal department. For the moment, just in the Urbanism Department, the Council has started (Consejo Asesor de Planeamiento, December 2009) El Foro de la Vivienda, which still exists as a platform of exchange, debate and participation. The municipal web site has been improved (www.barakaldo.org) including new information on the urban planning and it has been decided that new on-line tool should be developed to facilitate and to improve citizen participation.

We are in the first steps of a new period and we have to learn. The goals deal with the improvement of the information systems ant the citizen consultation. The negotiation and the participatory decision making will be a second step that will require a previous phase of training that allow the restoration of trust that has been lost for the political activity. It includes the reinforcement of civic virtues among the citizenship.

SACELE

The level of participation of the civil society in governance process is very low.

L'HOSPITALET

The citizen participation process at metropolitan scale is weak. Citizen participation takes place only at municipal level. We can say that the processes of citizen participation at metropolitan level don't exist.

KLADNO

In Kladno district there are a lot of NGOs dealing with social, youth, leisure, environmental issues. Kladno keeps a close cooperation with them (for example financial support for its budget), either through direct subsidies or funds.

The cooperation between Kladno and organizations from the social sphere is also important according to realizing Community Plan of social services

Close cooperation with NGOs in implementing projects within the area of crime prevention and social exclusion, or establishing the structure and goals of a drug prevention centre.

NANTERRE

The role of citizens and their active participation in taking and controlling decisions which relate to them are at the heart of local dynamism. Nanterre was one of the first towns in France who created, in 1977, the district councils. Since then, the participative structures have developed multiple forms. From various city conferences until the creation of the Agora, house of the citizens' initiatives, through setting several thematic structures and the installation of a local committee of participative democracy (CLDP), several innovating initiatives multiply the means of the intervention of citizens in public affairs: Extra-Municipal Committee of urban development and environment, workshops on urban projects, shared diagnostics, committee of follow-up of building construction…

HAIDARI

The civil society is strongly involved in the decisions made for their own city. The Municipality of Haidairi has established the institution of social teams, which are created every time an issue emerges (i.e. social groups in the frame of ULSG). Each social team is open and consists of all the involved parts. They have advisory role.

For example this is how it works when the Municipality aims to convert a street into a pedestrian road: the corresponding services of the Municipality call the involved citizens and present them the suggestion. The citizens give their opinions and the Municipality undertakes to provide an improved solution. This procedure is followed until the citizens come to a majority agreement.

Which are the main issues that the cities of Net Topic want to address during this thematic seminar?

1 to 5 (low interest to high interest)

In the following table we just point those topics that the cities have scored with a 4 or a 5

Topics	Salford	Sesto	Barakaldo	Sacele	L'Hospitalet	Kladno	Nanterre	Haidari
Land use	4	4					5	5
Housing	4				5		5	
Urban planning	4				5	4	5	4
Environment	4	5					4	5
Transport	5	4		5		5	5	
Economic development and investments	4	4		5	4	4	4	4
Labour market and employment	4			5	4	4		
Taxation								5
Avoiding urban and neighbourhood segregation	4			4	4		5	4
Citizen participation			5	5	4		5	4
Connection infrastructures	4	5			4	4	5	5
Public services (education, health, social services…)	4	4					5	4
Culture and leisure						4		4
Sense of belonging and identity								

Finally, our thematic seminar should take into account several conclusions and recommendations emerged from the *URBACT CITYLAB on Managing metropolitan areas across boundaries and frontiers*, which took place the 12th February 2010, in Lille.

The URBACT City Lab illustrated that while cities are innovating and making progress around developing new forms of cross boundary and cross border governance, there is still much to do.

It is evident that throughout Europe the formal government boundaries at local level have failed to keep up with the rapid transformations that have taken place in local economies and commuting patterns. As a result of this, not only are most central cities under-bounded in relation to tax incomes but they also contain the vast majority of low income citizens and migrants of the entire functional urban area.

The key challenge recognised over the course of the day's discussions is agreeing which problems should be tackled at which levels of governance. Those coordinating these entities or areas need to define their specific territorial problems and use this knowledge to define functional areas, and then devise appropriate, agile and adaptable administrative structures.

All of this organizational innovation poses new questions for the Managing Authorities of Structural Fund programs and for the future priorities of the funds themselves. There are clear efficiency arguments about intervening at the most appropriate geographical scale. Intervening at too small level can often lead to perverse incentives and sub-optimal decisions.

A key question for the UE is how it can encourage and incentive good governance at the most appropriate urban scale.

There was some evidence that an evolution was taking place in integrated approaches from single function to multi functional organizations. Multi function authorities can help policy areas to be better coordinated – for example between transport, planning and labour market policies where there are strong connections and interactions.

It is clear that the future will consist of more cooperation at local level but that this has to be politically led. Many of the top down approaches led by national governments have not succeeded. Equally there are problems of achieving cooperation between authorities when there are no incentives that can stimulate cooperation and avoid so-called 'free rider' problems whereby a non contributing authority benefits from the wider partnership. Member States need to look at how their existing regional arrangements relate to metropolitan regions and how these can be adjusted and improved.

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