

Planning and economic development in Metropolitan Areas: Perspective from ESPON SPIMA Report

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SPIMA

- ESPON Targeted Analysis Project
- Initiated by the EUROCITIES Metropolitan Areas Working Group
- 12 months research phase (2017)
- Wageningen Environmental Research-Alterra, Norwegian Institute for Urban Research, Metropolitan Research Institute (Hungary)
- Lead Stakeholder city: Oslo
- Stakeholder cities: Vienna, Prague, Brno, Zurich, Brussels, Oslo/Akershus, Turin, Terrassa, Lille, Lyon

Riga Metro Area Action Plan

Metropolitan

- Several players
- Numerous opinions
- Non aligned or conflicting interests,
- Lack of management/government
- Competition

Competitiveness

- Variety, selection; large portfolio
- high service level & specialization (function of size),
- well connected, fast access
- Low costs
- High quality
- Fast adaptability
- Secure operations

Action plan

- Based on a joint problem statement
- Based on common goals/principles/position/mindset and a spatial model (“Leitbild”) of a desired, functioning situation
- Based on a strategy, i.e. a long term, coordinated series of actions to achieve goals
- The Action Plan = list of actively pursued changes in rules, investments, initiatives, organization, behavior (policies)

Challenges in the Vienna metropolitan area

- city is running out of space
- When functions relocate outside well controlled city they can no longer be controlled by anyone
- Suburban municipalities resist change, grew uncoordinated and are often reluctant to enter into metropolitan arrangements
- nobody is in charge of the “metropolitan good” – so the market rules but is not able to deliver
- city and suburbs increasingly depend on each-other – strong exchange
- effective mechanisms to co-ordinate spatial land–use planning would be essential to achieve good outcomes

Planning should encompass the areas across which people live, work and commute.

In metropolitan areas, land use in one community affects all neighboring communities. If local governments are left to pursue land-use policies in isolation, they may individually implement their policies, but collectively fail to achieve their objectives.

Thus, effective mechanisms to co-ordinate spatial land–use planning in metropolitan areas are essential to achieve good outcomes.

(OECD 2017: The Governance of Land Use in OECD Countries)

Planning has three key perspectives (that should work together)

<p>Operational (statutory planning)</p> <p>As a regulatory mechanism, government has to give approval for a given spatial development activity</p>	<p>Strategic (strategic planning)</p> <p>Develop strategies that guide the long-term developments of the territory while addressing the needs and competing claims for land uses for economic, social and environment developments</p>	<p>Coordinating (collaborative planning)</p> <p>Coordinate across hierarchies and sectors to steer different governmental actions and measures in order to foster metropolitan development (requires collaborative practices)</p>
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What spatial planning issues to be addressed at *metropolitan scale*?

- Agreements on strategic locations (e.g. retail centres, transport hubs, hospitals, etc.)
- Limiting and managing urban sprawl; promoting areas for jobs and housing within the metropolitan area, e.g. secondary centres, station towns, strong (well-connected) suburbs, etc.
- Prioritizing regional infrastructures/amenities and mobility, in relation to land use and development
- Conserving and protecting the environment and resources
- Addressing potential imbalances in local government finance

Metropolitan challenges most often mentioned in stakeholder areas

- inefficient transport infrastructure; traffic congestion
- Weak multilevel collaboration;
- no shared vision on strategic plans;
- political reluctance to address issues at the metropolitan scale
- a lack of recognition of metropolitan areas
- inefficient spatial planning process

Conclusions of the SPIMA institutional analysis

- spatial planning systems of areas studied address metropolitan development issues only “to a **limited extent**”
- Metropolitan planning needs a governance process closely linked with **statutory planning**, with clearly defined competences.
- Metropolitan development always concerns a variety of interacting issues. The **interplay** between institutions must therefore be **coordinated/managed**. There are different ways to achieve this.
- Metropolitan areas **need a strategy** and an implementation plan, accepted by all relevant actors. The arrangements to achieve this (formal, informal) seems not to be the determining factor.

Only in soccer, it's all clear

In a metropolitan area, also not all places are equal. It is a mosaic of interdependent, different places. They have to perform different functions for the entire system. ***The prerequisite is that all have the same view of their respective functional role and contribution and are willing (or made) to perform this role***

In this respect, it is the primary task to organize that everyone is 1) either forced or 2) somehow convinced (usually means paid or persuaded) to carry out this role for the entire region.

To achieve this, a compromise has to be negotiated based on a joint model and then managed in some intelligent form.

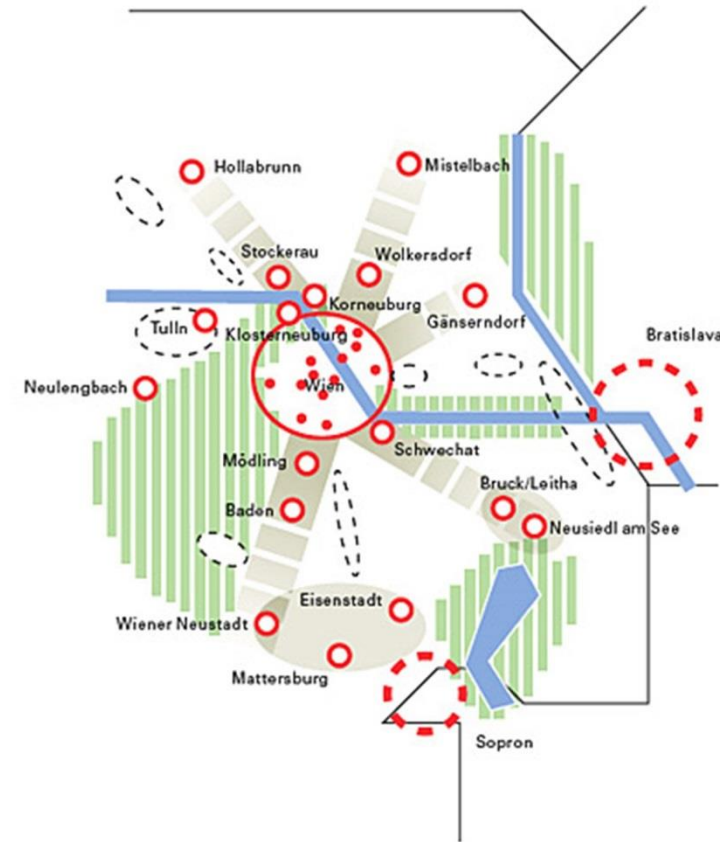


How to empower the metropolitan dimension

- top down: by law, through organization, devolution of powers, incentive (money!), conditionality, rationality, vision
- negotiation, trade, exchange, win-win situations (projects) between independent entities
- bottom up: association, bundling of powers, cartel, establishment of joint organizations e.g. parks authority, mergers

Back to reality: Vienna metropolitan economic development – a short story

- PGO: studies and analyses, “diplomatic” political exchange
- Fora for exchange on various topics (energy, transport, economic development) as preparation for joint actions
- Commitment to regional goals in stakeholder’s individual strategies
- SUM: managing dialogue and mutual understanding
- A process and discussion that lead to a very vague spatial diagram
- Resistance against a metropolitan economic development strategy; some progress on sub-regional area level
- No metropolitan economic land-use plan



How does cooperation help the economy?

- benefits from combining power: visibility, bargaining...
- benefits from specialization and local exchange/trade
- benefits from scale economies
- benefits from synchronizing efforts, better investments
 - bundle and harmonize investments
 - systemic solutions vs. individual solutions
 - act better organized, according to big picture, reduce risks
- benefits from agglomeration economies (OECD paper)
- borrowed size: be greater, more diverse, more complete, more attractive

How to improve metropolitan development and cooperation?

- Most important is **political leadership** and commitment. This requires a better recognition and understanding of common and individual **benefits** of metro areas and an **awareness of the need** to address metro issues cooperatively
- The budget is your values: Metropolitan issues have to be reflected in the financial framework and given adequate capacities
- metropolitan planning must be guided by legislation and/or a general policy framework legislation

8 paths to change in MA governance

Define the borders and the scale of MA cooperation

Identify spatial dynamics and trends in the MA

Establish the status of the MA

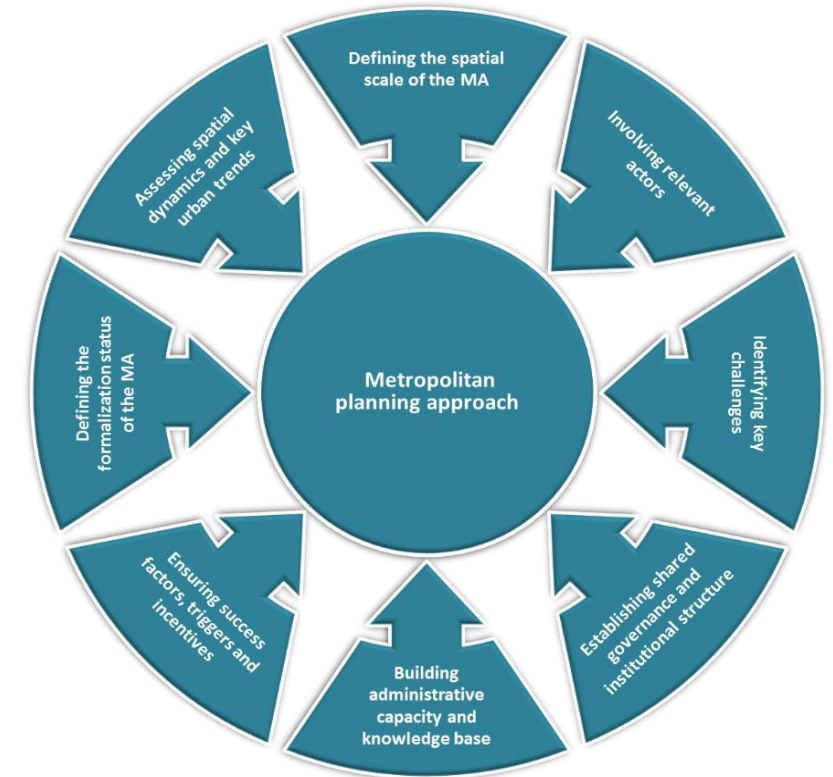
Identify key challenges for the development of the MA

Find and engage all relevant actors for the MA

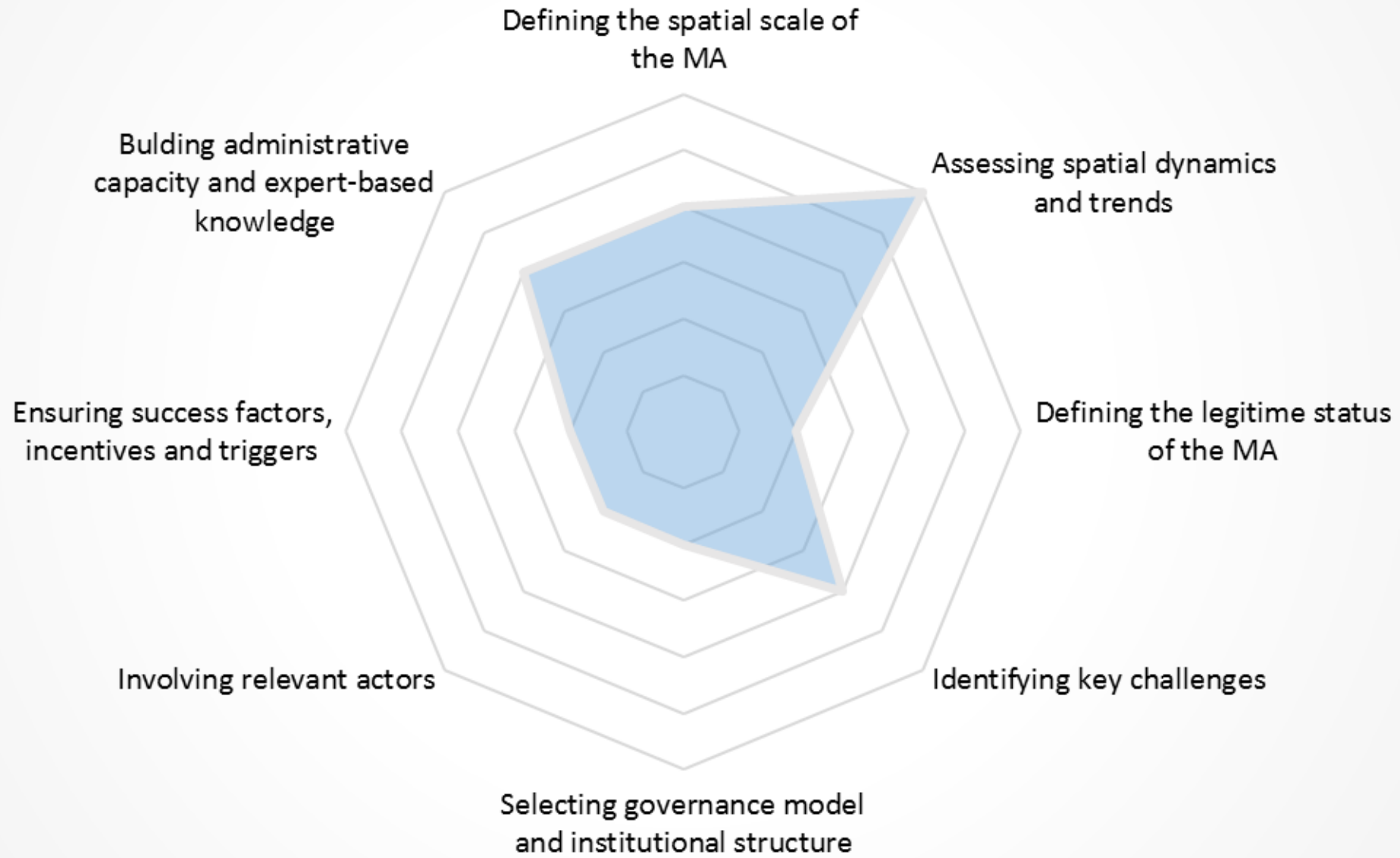
Establish a shared governance and institutional structure

Engineer change through the key factors political commitment, financial means and a suitable policy framework
Strategically use triggers and incentives to initiate transformation

Build administrative capacity and expert-based knowledge



Vienna MA





Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

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