



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

// ESPON METRO Peer-learning workshop

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Lisbon, February 23rd, 2022

Outline

- 1. ESPON METRO in a nutshell**
- 2. Selected insights**
- 3. Policy messages**

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ESPON METRO in a nutshell

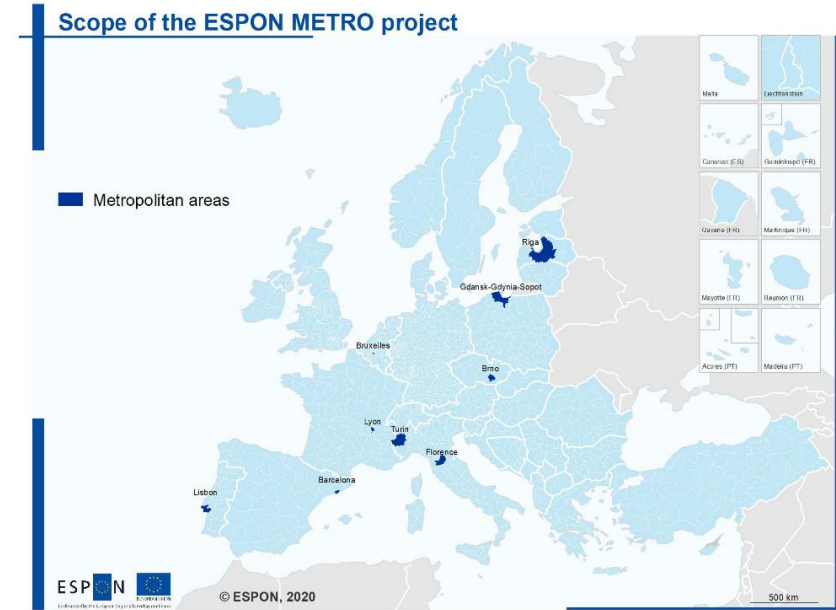


ESPON METRO in a Nutshell

- Title: **The role and future perspectives of Cohesion Policy in the planning of Metropolitan Areas and Cities**
- Lifespan: October 2020 – October 2021 (Final report online: <https://www.espon.eu/metro>)
- Policy Questions:
 - PQ1 | What role do metropolitan areas play in the development, management and implementation of the EU Cohesion Policy?**
 - PQ2 | What is the added value of the EU Cohesion Policy in the planning and implementation of metropolitan policies?**
 - PQ3 | What role does the EU Cohesion Policy play in consolidating metropolitan governance and cooperation?**

ESPON METRO in a Nuthsell

- Policy questions answered on the basis of 9 in-depth case studies
- 'Tandem approach'



© Territorial level: LAUZ (2016)
Source: ESPON METRO, 2020
Origin of data: OECD, 2020

Metropolitan City of Turin

Barcelona Metropolitan Area

Lisbon Metropolitan Area

Brno Metropolitan Area

Gdansk-Gdynia-Sopot Metropolitan Area

Metropolitan City of Florence

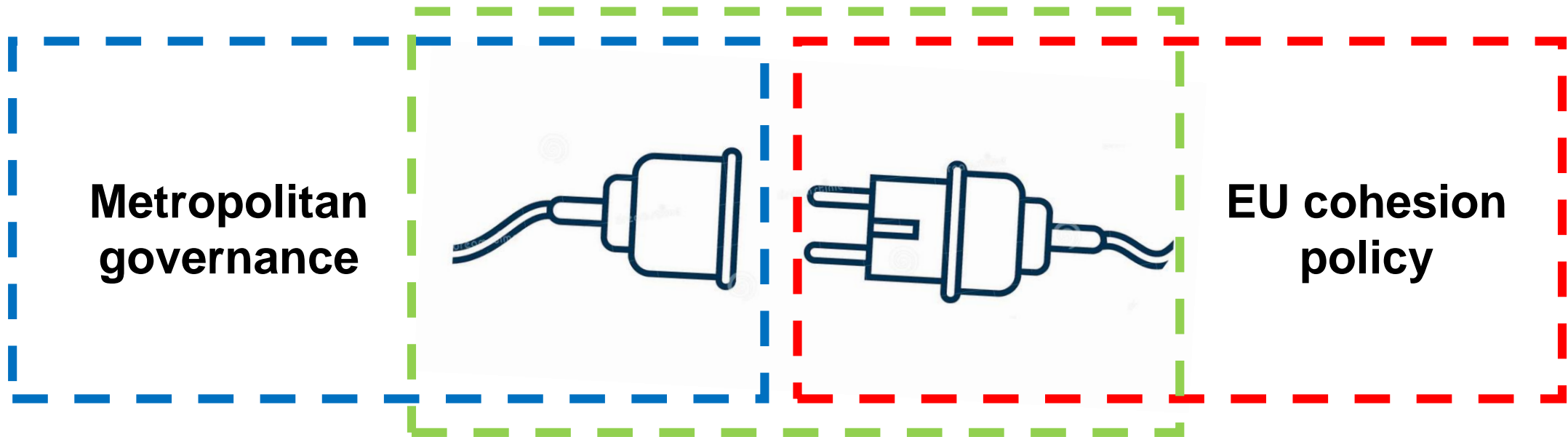
Métropole de Lyon

Brussels Capital Region

Riga Metropolitan Area



ESPON METRO in a Nutshell



- Understand metropolitan governance in its heterogeneity
- Explore how different metropolitan governance models are engaged within the EUCP
- Analyse how the EUCP impacts on (i) the planning of metropolitan areas and (ii) the consolidation of metropolitan governance and cooperation

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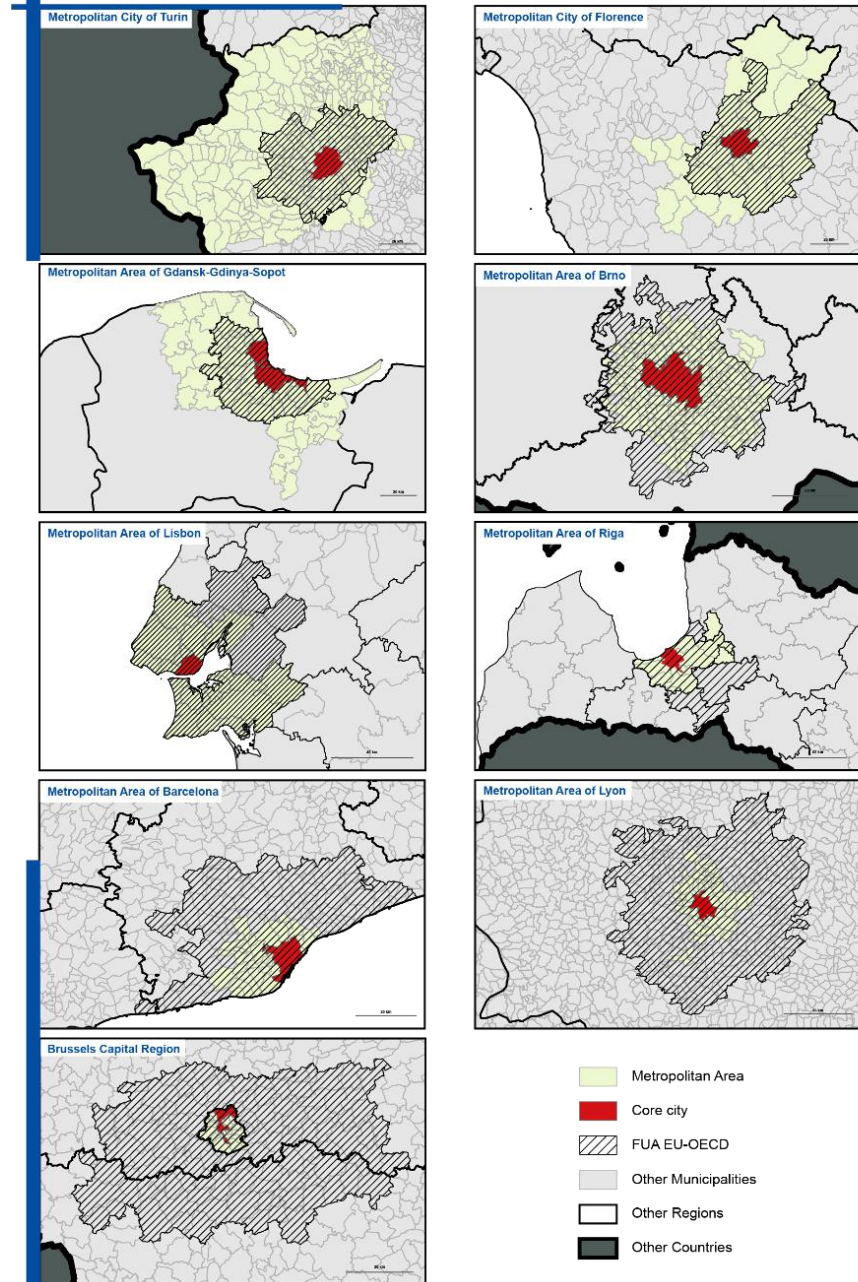
Selected insights



Territorial context

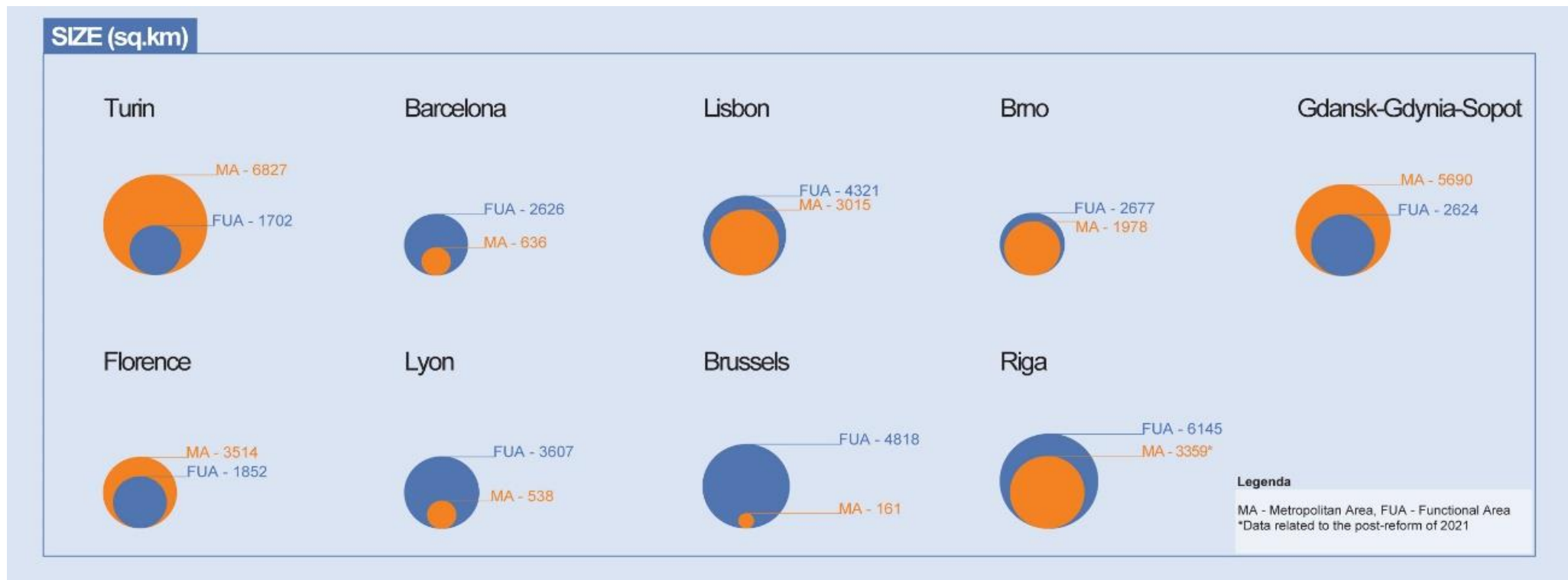
The EU metropolitan dimension presents multiple levels of heterogeneity

- In relation to the territorial, socio-economic and demographic characteristics of the European FUAs (EU-OECD methodology)
- In relation to the fit between the territorial phenomena and the institutions that are deputed to deal with them



Territorial context

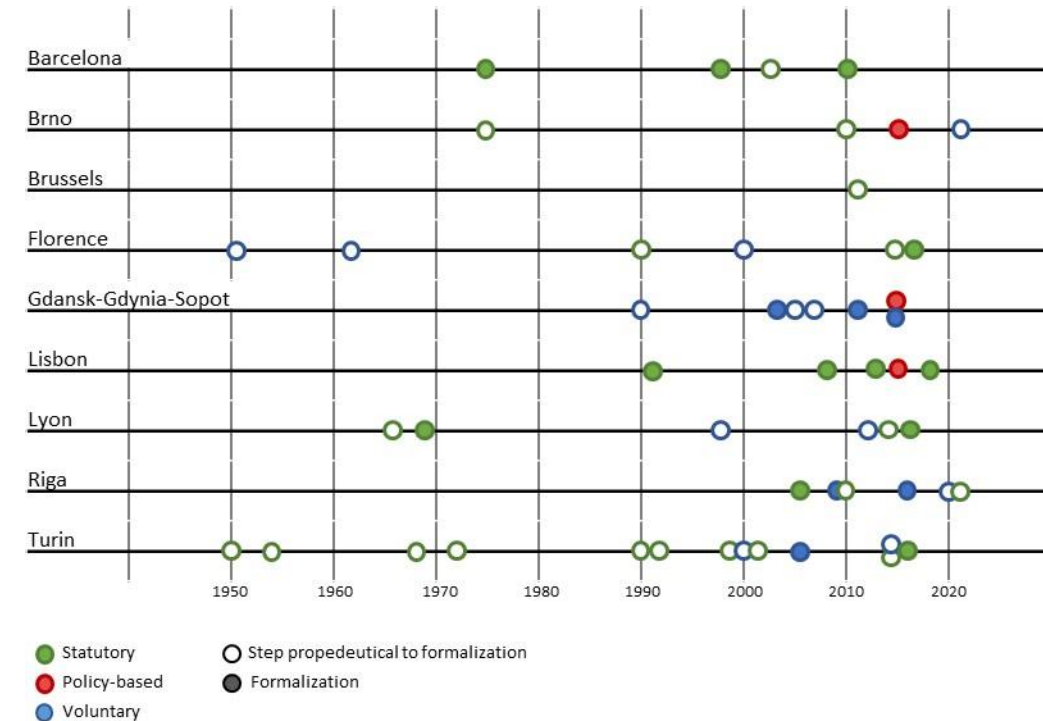
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- In relation to the territorial, socio-economic and demographic characteristics of the European FUAs (EU-OECD methodology)
- In relation to the fit between the territorial phenomena and the institutions that are deputed to deal with them
- In relation to the origin and level of institutionalization of metropolitan cooperation



Territorial context

The EU metropolitan dimension presents multiple levels of heterogeneity

- In relation to the territorial, socio-economic and demographic characteristics of the European FUAs (EU-OECD methodology)
- In relation to the fit between the territorial phenomena and the institutions that are deputed to deal with them
- In relation to the origin and level of institutionalization of metropolitan cooperation
- In relation to the models of governance, spatial development instruments, budgeting, engagement with public and private actors etc.

Metropolitan area	Main instruments
Metropolitan City of Turin	<ul style="list-style-type: none"> ▪ Strategic Metropolitan Plan; ▪ Metropolitan General and Coordination Spatial Plan; <ul style="list-style-type: none"> ▪ Metrop. Sustainable Urban Mobility Plan ▪ Metropolitan Agenda for Sustainable Development
Barcelona Metropolitan Area	<ul style="list-style-type: none"> ▪ Metropolitan Action Plan ▪ Metropolitan Urban Master Plan ▪ Metropolitan Urban Mobility Plan ▪ Metropolitan Programme for Prevention and Management of Resources and Municipal Waste <ul style="list-style-type: none"> ▪ Climate and Energy Plan ▪ Internationalisation Plan ▪ International Cooperation Plan
Lisbon Metropolitan Area	<ul style="list-style-type: none"> ▪ Lisbon Regional Strategy 2030 (with CCDR LVT¹⁹) <ul style="list-style-type: none"> ▪ Management of ROP and NOP measures (ITI) ▪ Metropolitan Sustainable Urban Mobility Action Plan ▪ Metropolitan Plan for Adaptation to Climate Change (PMAAC AML) <ul style="list-style-type: none"> ▪ Fare Reduction Support Programme in Public Transport (PART)
Brno Metropolitan Area	<ul style="list-style-type: none"> ▪ Integrated Development Strategy of the Brno Metropolitan Area for the Application of the ITI
Gdansk-Gdynia-Sopot Metropolitan Area	<ul style="list-style-type: none"> ▪ Strategy 2030 (general) <ul style="list-style-type: none"> ▪ ITI Strategy 2020 ▪ Transport and mobility strategy 2030 <ul style="list-style-type: none"> ▪ Low emission Plan ▪ Spatial development plan 2030
Metropolitan City of Florence	<ul style="list-style-type: none"> ▪ Strategic Metropolitan Plan; ▪ Metropolitan General and Coordination Spatial Plan; <ul style="list-style-type: none"> ▪ Metropolitan Sustainable Urban Mobility Plan
Lyon Metropolitan Area	<ul style="list-style-type: none"> ▪ Local Plan for Urbanism and Housing (PLU-H) ▪ Territorial Coherence Plan (SCoT – spatial and strategic relevance) <ul style="list-style-type: none"> ▪ Territorial Climate Air and Energy Plan (PCAET)
Brussels Capital Region	<ul style="list-style-type: none"> ▪ Regional Sustainable Development Plan (PRDD) <ul style="list-style-type: none"> ▪ Good Move Plan ▪ TOP Noordrand strategy
Riga Metropolitan Area	<ul style="list-style-type: none"> ▪ Action Plan for the Development of the Riga Metropolitan Area

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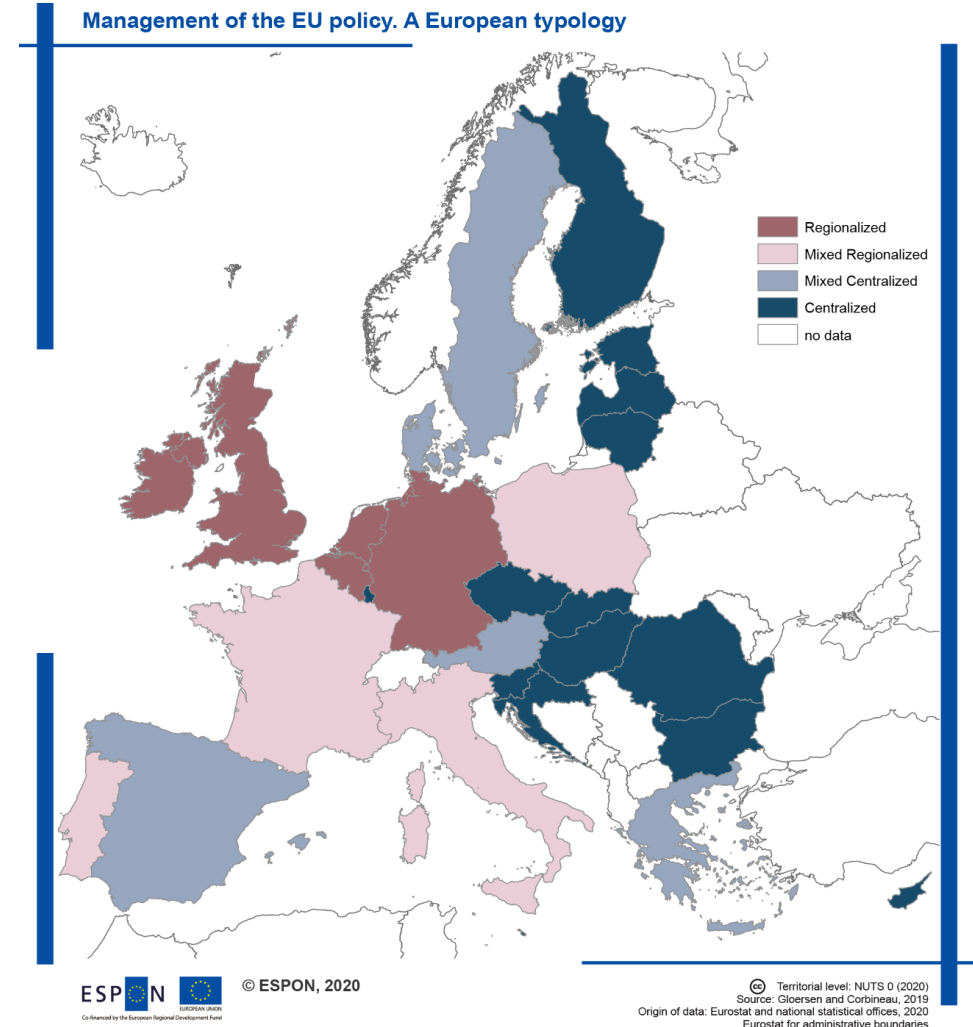
The role of metropolitan areas in the development, management and implementation of the EU Cohesion Policy



What role do metropolitan areas play in the EUCP?

The engagement of EU metropolitan areas within the EU cohesion policy is highly differential

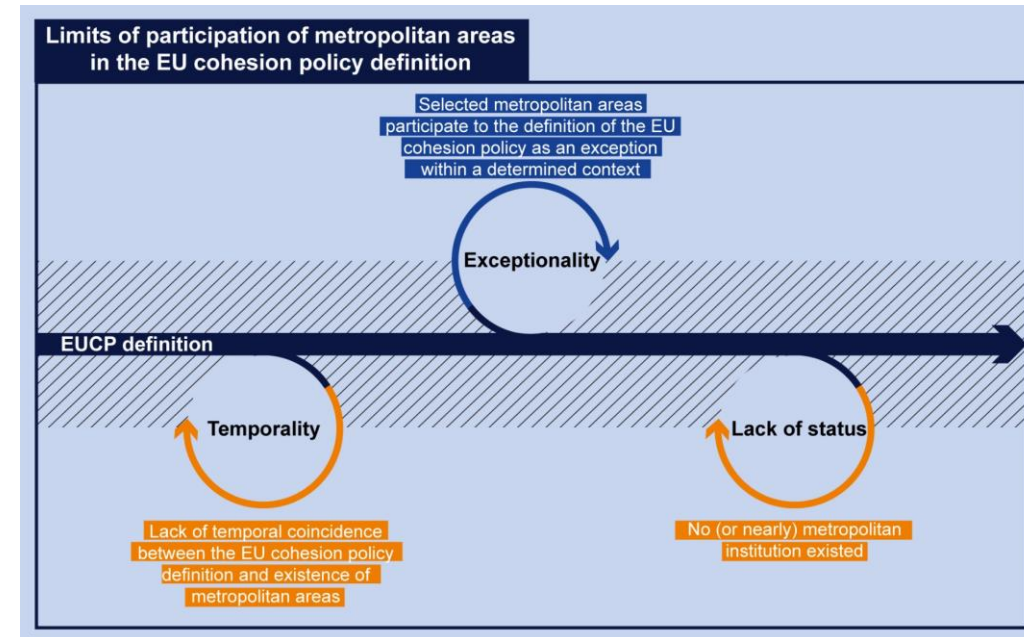
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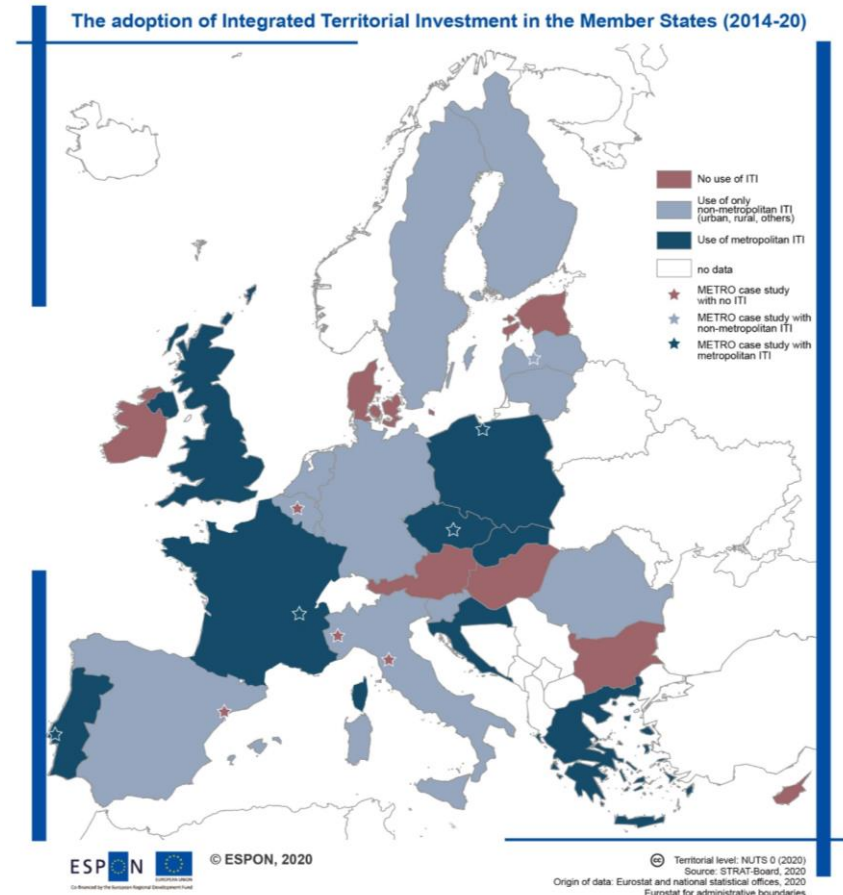
- It depends on the peculiar national administrative traditions and structures, and on the resulting governance model in place to manage the EU cohesion policy
- The scarce engagement in the development of the EUCP framework 2014-20 may depend on temporality, or on their exceptionality or lack of status within the national frameworks.



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- Metropolitan areas manage the EUCP through various means: (i) devolution of specific ROP priorities, (ii) ad hoc agreements concerning dedicated funding envelopes, (iii) Integrated Territorial Investments
- In the Italian context, a specific NOP dedicated to Metropolitan Cities exists, whose resources are however managed by the main municipalities (and not by the metropolitan authorities)



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The added value of the EU Cohesion Policy in the planning and implementation of metropolitan policies



What is the metropolitan added value of the EUCP?

The added value of the EUCP depends on a number of variables

- The types of programmes and instruments that have a more or less direct impact on the metropolitan territories through their action

Metropolitan Areas	National/Thematic OPs	Regional OPs	ITIs	Other programmes
Barcelona	Spain Multiregional	Cataluña	---	INTERREG URBACT/ESPON
Brno	Education Employment Enterprise and Innovation for Competitiveness Research, Development and Education Environment Transport	Integrated Regional Operational Programme	ITI BMA	---
Brussels	---	Brussels-Capital Region Flanders Wallonia Wallonia-Brussels Federation	---	---
Florence	Education Governance and Institutional Capacity Metropolitan Cities	Tuscany	---	Regional Rural Development Plan INTERREG SNAI
Gdańsk-Gdynia-Sopot	Infrastructure and Environment Smart Growth Digital Poland Knowledge Education Development	Pomorskie	ITI MAG	INTERREG URBACT
Lisbon	Competitiveness and Internationalisation Social Inclusion and Employment Sustainability and Resource Use Efficiency	Lisbon	ITI LMA	URBACT/ESPON
Lyon	Employment and Social Inclusion	Rhône-Alpes	ITI MdL	---
Riga	Growth and Employment	---	ITI Riga	INTERREG
Turin	Education Governance and Institutional Capacity Metropolitan Cities Social Inclusion	Piedmont	---	Regional Rural Development Plan (EAFDR) INTERREG SNAI (national)

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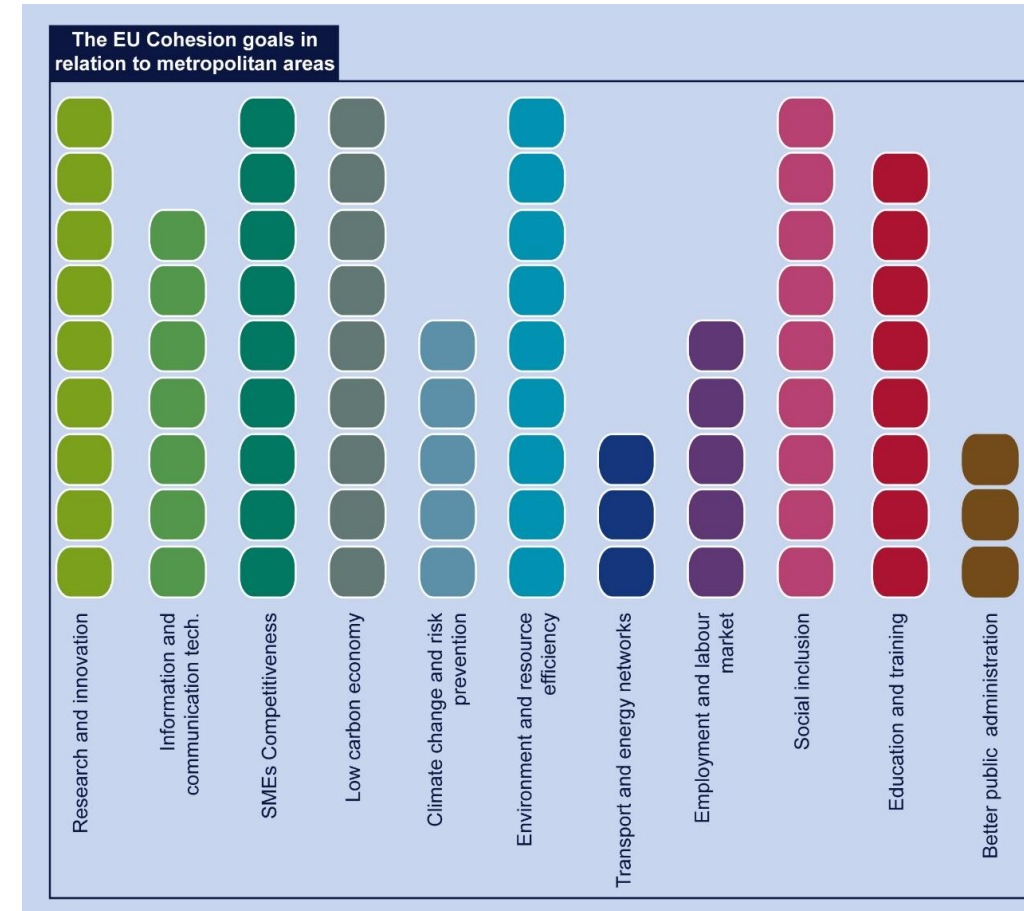
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- The types of programmes and instruments that have a more or less direct impact on the metropolitan territories through their action
- The relative magnitude of the EU cohesion policy delivered on the ground and of those managed by metropolitan areas *vis-à-vis* the actual budget of metropolitan local actors

What is the metropolitan added value of the EUCP?

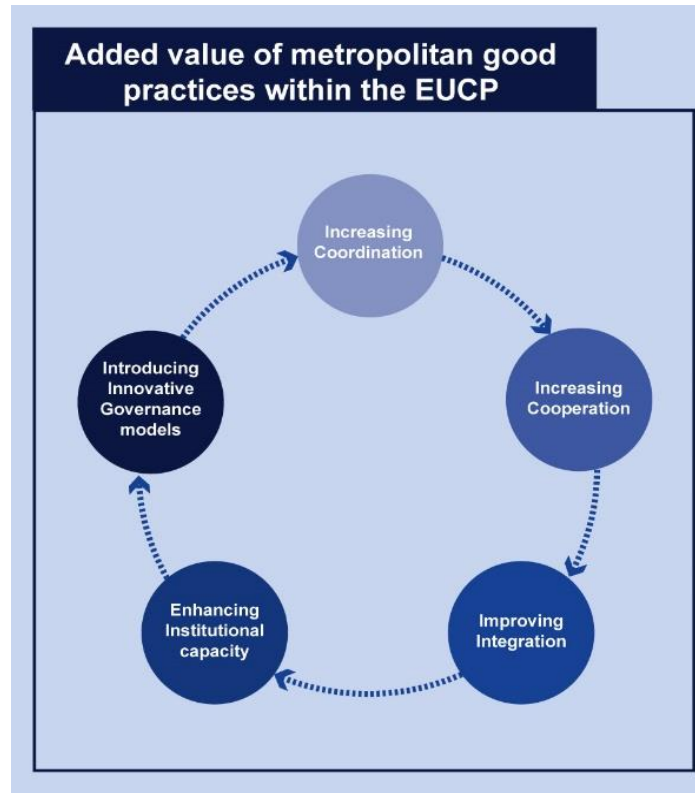
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- The types of programmes and instruments that have a more or less direct impact on the metropolitan territories through their action
- The relative magnitude of the EU cohesion policy delivered on the ground and of those managed by metropolitan areas *vis-à-vis* the actual budget of metropolitan local actors
- The coherence between EU and metropolitan goals and priorities, and the mechanisms through which this coherence is enhanced



What is the metropolitan added value of the EUCP?

A plethora of good practices on the ground!



Metropolitan area	Main scope			Main Themes									
	Social	Economic	Environmental	Education	Housing	Health	SME	Job/employment	Innovation	ICT	Climate Change	Energy Efficiency	Mobility
Metropolitan City of Turin (CMT0)		X				X	X		X				
Metropolitan Area of Barcelona (AMB)		X	X						X	X			X
Lisbon Metropolitan Area (LMA)	X		X	X							X	X	
Brno Metropolitan Area (BMA)	X	X			X				X	X		X	X
Riga Metropolitan Area (RMA)	X		X		X	X					X	X	X
Gdańsk-Gdynia-Sopot Metropolitan area (MAG)	X	X	X				X	X	X			X	X
Metropolitan City of Florence (CMFi)			X							X	X	X	
Lyon Metropolitan Area (MdL)	X				X			X	X	X			
Brussels Metropolitan Area (BCR)	(no metropolitan project has been identified in the context of the Brussels Metropolitan Area)												



The role of the EU Cohesion Policy play in consolidating metropolitan governance and cooperation



What role does the ECUP play in consolidating metropolitan governance

The ECUP enhance and/or consolidate metropolitan governance on the ground!

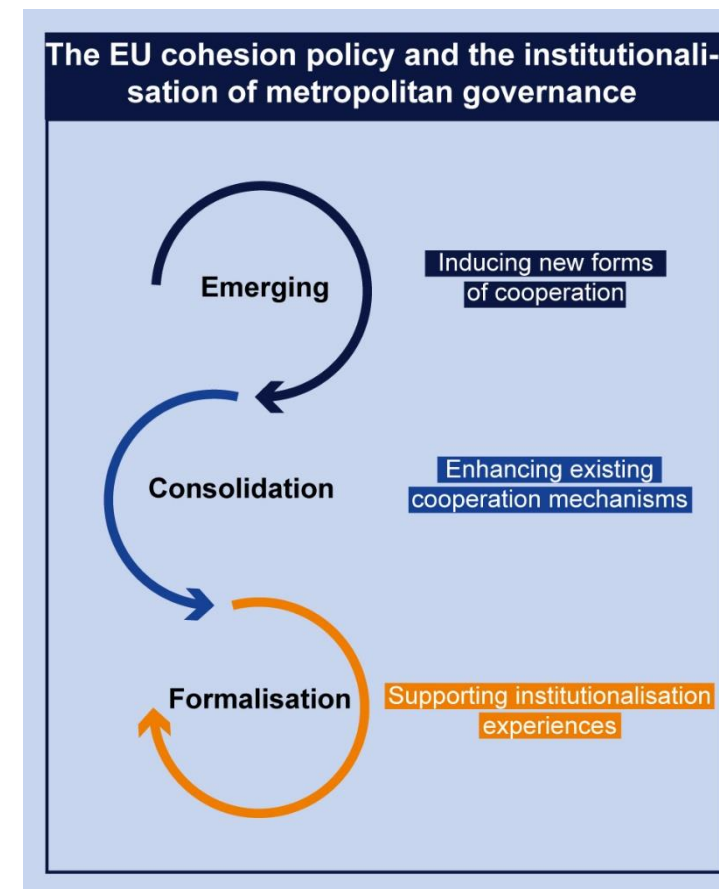
- The influence on the emergence of metropolitan governance depends on the pre-existence of metropolitan institutions and cooperation dynamics.
- While in some cases its impact is evident, in others it is harder to identify causal links.

Metropolitan Areas	Influence of the ECUP on the establishment of metropolitan governance			Comment
	Explicit role	Possible, implicit role	No role	
Metropolitan City of Turin	-	X	-	Despite previous soft cooperation initiatives, Italian Metropolitan Cities were established in 2014 by a national law that followed peculiar national political dynamics. However, the law underlines their potential European role.
Metropolitan Area of Barcelona	-	-	X	Metropolitan form of cooperation started since 1974. The AMB of Barcelona has been then instituted in 2011 from a Law of the Catalan government, that has not been influenced by the EU cohesion policy.
Lisbon Metropolitan Area	-	-	X	The establishing of metropolitan area was the result of local communities' activism by developing intra-institutional cooperation. The Lisbon Metropolitan Area was then institutionalised in 2008.
Brno Metropolitan Area	X	-	-	The metropolitan governance and cooperation established since 2014 under the impact of the EU cohesion policy (2014-20) and in particular by the use of the ITI instrument.
Riga Metropolitan Area	-	X	-	The Riga Metropolitan Area is still in under discussion, although soft cooperation initiatives in the area dates back to the early 1990s. The EU cohesion policy might have implications in this discussion.
Gdańsk-Gdynia-Sopot Metropolitan area	X	-	-	Whereas more or less formal intermunicipal cooperation existed, the introduction of the ITI in 2014 contribute to the consolidation of more explicit metropolitan governance.
Metropolitan City of Florence	-	X	-	Despite previous soft cooperation initiatives, Italian Metropolitan Cities were established in 2014 by a national law that followed peculiar national political dynamics. However, the law underlines their potential European role.
Lyon Metropolitan Area	-	X	-	The metropolitan area of Lyon has a long tradition of territorial cooperation. However, only in 2015 the Métropole de Lyon has been established by law. The EU cohesion policy fosters may have implicitly contribute to provide momentum to the reform.
Brussels Metropolitan Area	-	-	X	Ongoing discussion on the institution of a Brussels Metropolitan Area did not produce any relevant result yet, despite an agreement signed in 2011.

What role does the ECUP play in consolidating metropolitan governance

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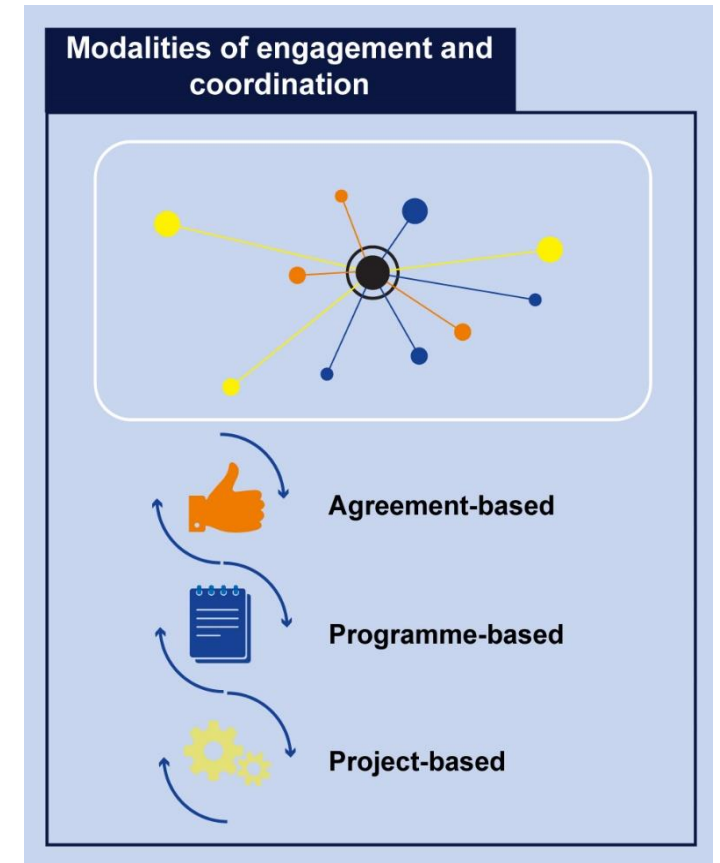
- The influence on the emergence of metropolitan governance depends on the pre-existence of metropolitan institutions and cooperation dynamics.
- While in some cases its impact is evident, in others it is harder to identify causal links.
- In most cases, the EUCP has induced new forms of cooperation and/or enhanced existing cooperation mechanisms.
- Where metropolitan governance didn't exist to a full extent, it also contributes to raise a momentum towards its further formalisation.



What role does the ECUP play in consolidating metropolitan governance

Metropolitan actors use the EUCP to engage with their municipalities, and to support and orient their action towards a metropolitan perspective

- The engagement with municipalities may occur through formal agreement, the management of programmes, or the support to the development and implementation of projects.
- In general terms, ITI has proved a promising instruments to support the engagement of metropolitan municipalities in metropolitan governance and cooperation.



3

Main policy messages



What role do metropolitan areas play in the development, management and implementation of the EU Cohesion Policy? (PQ1)

Policy messages – Metropolitan level

- (Prioritise) **Identify thematic priorities and actions for which the metropolitan level generates a higher impact** and to claim a role accordingly in relevant arenas.
- (Capitalise) **Identify good practices in the engagement of the metropolitan areas in the EUCP and capitalise on them**, both strengthening them and using them as a leverage to claim additional involvement.
- (Join forces) **Network with other metropolitan areas at the national and EU level to exchange knowledge and good practices. Jointly promote actions** towards a further recognition of the metropolitan dimension in the EUCP and within national administrative and policy frameworks.
- (Empower) **Invest to consolidate institutional capacity by enlarging and upskilling human resources and re-engineering processes and procedures**, to further enhance metropolitan governance functioning and strengthen the case for a devolution of the EUCP

What role do metropolitan areas play in the development, management and implementation of the EU Cohesion Policy? (PQ1)

Policy messages – EU (in collaboration with national/regional levels)

- (Define) **Define the boundaries of a specific EU metropolitan development discourse** and policy in parallel to, but independently from the one on sustainable urban development (e.g. an official EC Communication, links to the TA 2030 and to the EC Communication on Rural Areas).
- (Acknowledge) **Acknowledge the crucial role that the metropolitan level can play in dealing with socio-economic, environmental and territorial challenges** and **involve metropolitan institutions in the design of EUCP Programmes**, to enrich them with a metropolitan dimension.
- (Devolve) **Devolve part of the management of the EUCP to metropolitan institutions** in relation to those priorities for which a metropolitan management may provides higher impact.
- (Consult) **Consult with EU networks with a metropolitan focus** (EMA, Eurocities, Metrex) **in the definition of the EUCP** programming priorities and regulations.
- (Monitor) **Establish a European Metropolitan Observatory**, in connection to the planned EU Rural Observatory, to develop evidence-based knowledge on functional and institutional metropolitan areas.

What is the added value of the EU Cohesion Policy in the planning and implementation of metropolitan policies? (PQ2)

Policy messages – Metropolitan level

- (Think strategically) **Establish an overarching, comprehensive metropolitan strategy together with all relevant stakeholders, matching the EUCP instruments and opportunities**, in order to facilitate the channelling of resources on concrete metropolitan actions.
- (Collaborate) **Establish proactive collaboration with all municipalities within the metropolitan area, economic and social stakeholders as well as with national and regional governments**, in so doing guaranteeing the co-definition of projects with a true metropolitan dimension.
- (Soften boundaries) Use all available means to **act through variable geographies (FUA, urban-rural relations, remote areas etc.) defined by the issues at stake**. Tackle territorial misfits through a multi-network approach and use partial 'quick-wins' to eventually reach a larger scale.
- (Support and work together) As fragmented governance limit the effectiveness of the EUCP implementation, **metropolitan authorities should support and co-work with local public bodies and private actors in the outline and preparation of project proposals and in their implementation**.

What is the added value of the EU Cohesion Policy in the planning and implementation of metropolitan policies? (PQ2)

Policy messages – EU (in collaboration with national/regional levels)

- (EU Metro-thinking) **Acknowledge the metropolitan scale as the most suitable scale to tackle functional urban challenges, facilitate supralocal cooperation** and further strengthen the metropolitan dimension in the design, implementation, and management of the EUCP.
- (National and regional Metro-thinking) **Involve metropolitan representatives when programming national and regional Operational Programmes, to strengthen their metropolitan dimension** and enhance their coherence and outcomes on the ground.
- (Metropolitan instruments) **Introduce programmes and instruments managed at the metropolitan level** (as dedicated OPs, selected OPs priorities, ITIs or other ad hoc agreements), to guarantee the allocation of funding **enhancing vertical and horizontal coordination** in the definition of priorities and operational plans with a metropolitan dimension.

What role does the EU Cohesion Policy play in consolidating metropolitan governance and cooperation? (PQ3)

Policy messages – Metropolitan level

- (Dialogue and leverage) **Intensify EUCP dialogue with local municipalities**, thus fostering multi-local cooperation and the articulation of a metropolitan agenda. **Use the EUCP as a leverage** to overcome the differential interests of basic territorial units and encourage them to join forces.
- (Variable networking) **Strengthen the role of the metropolitan institution**, using the opportunities offered by the different EU instruments (Operational Programmes, ITI, CLLD, RRF) to adapting the scale of metropolitan governance to actual functional challenges
- (Link with policy forum) **Valorise existing metropolitan policy forums**, to engage with relevant public, private and third sector actors, as an added value to collect their inputs in relation to the EU Cohesion Policy consultation process, thus encouraging a place-based representation of local and metropolitan needs and priorities.

What role does the EU Cohesion Policy play in consolidating metropolitan governance and cooperation? (PQ3)

Policy messages – EU (in collaboration with national/regional levels)

- (Devolve) **Devolve the management of specific OPs' priorities or of dedicated Metropolitan OPs to metropolitan institutions**, to provide a leverage to involve municipalities in the definition of metropolitan visions and priorities.
- (Experiment) **Explore the use of ITIs in metropolitan areas**, to trigger and strengthen metropolitan cooperation and consolidate **an experimental ground to tackle functional challenges** through the development of overarching metropolitan visions, priorities and actions.
- (Cooperation catalyst) **Recognise metropolitan areas as a catalyst of cooperation within heterogeneous territories** and involve them in EUCP programming and management, in so doing improving the multilevel partnership among local, regional and national actors as well as economic and social stakeholders.
- (Context sensitive) **Provide in the EUCP with a flexible framework that allows tasks and long-term actions to be tailored to the needs of any metropolitan area**, while at the same time stressing the need to act at a functional level.

Final Message

- All METRO Materials are available on the ESPON website: <https://www.espon.eu/metro>
- The report includes three independent but complementary Policy Briefs:

PB1 | The role of metropolitan areas in the EU cohesion policy

PB2 | The added value of the EU cohesion policy in planning and implementation of metropolitan policies

PB3 | The role of the EU cohesion policy in supporting metropolitan governance structures and cooperation practices.



// Thank you 😊

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