

Targeted Analysis ESPON METRO

| The role and future perspectives of Cohesion Policy in the planning of Metropolitan Areas and Cities

Peer-Learning Workshop

22nd February 2022

Venue : IGOT and online meeting due to the COVID-19 outbreak



EUROPEAN UNION

Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

// ESPON METRO

Lisbon Metropolitan Area



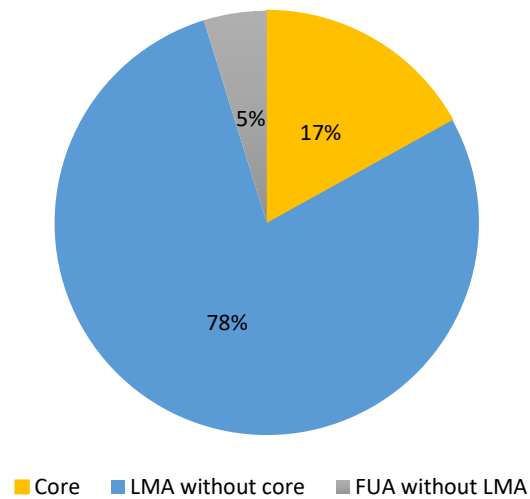


Lisbon Metropolitan Area

Findings

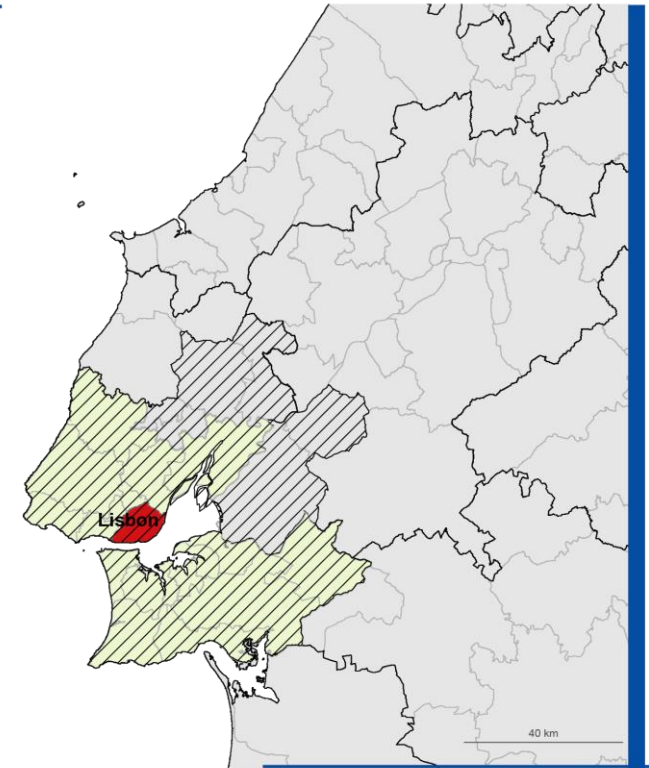
LMA - Case study area contextualisation

Population distribution in the Lisbon Functional Urban Area, 2019








Lisbon FUA and Metropolitan Area

Lisbon Metropolitan Area



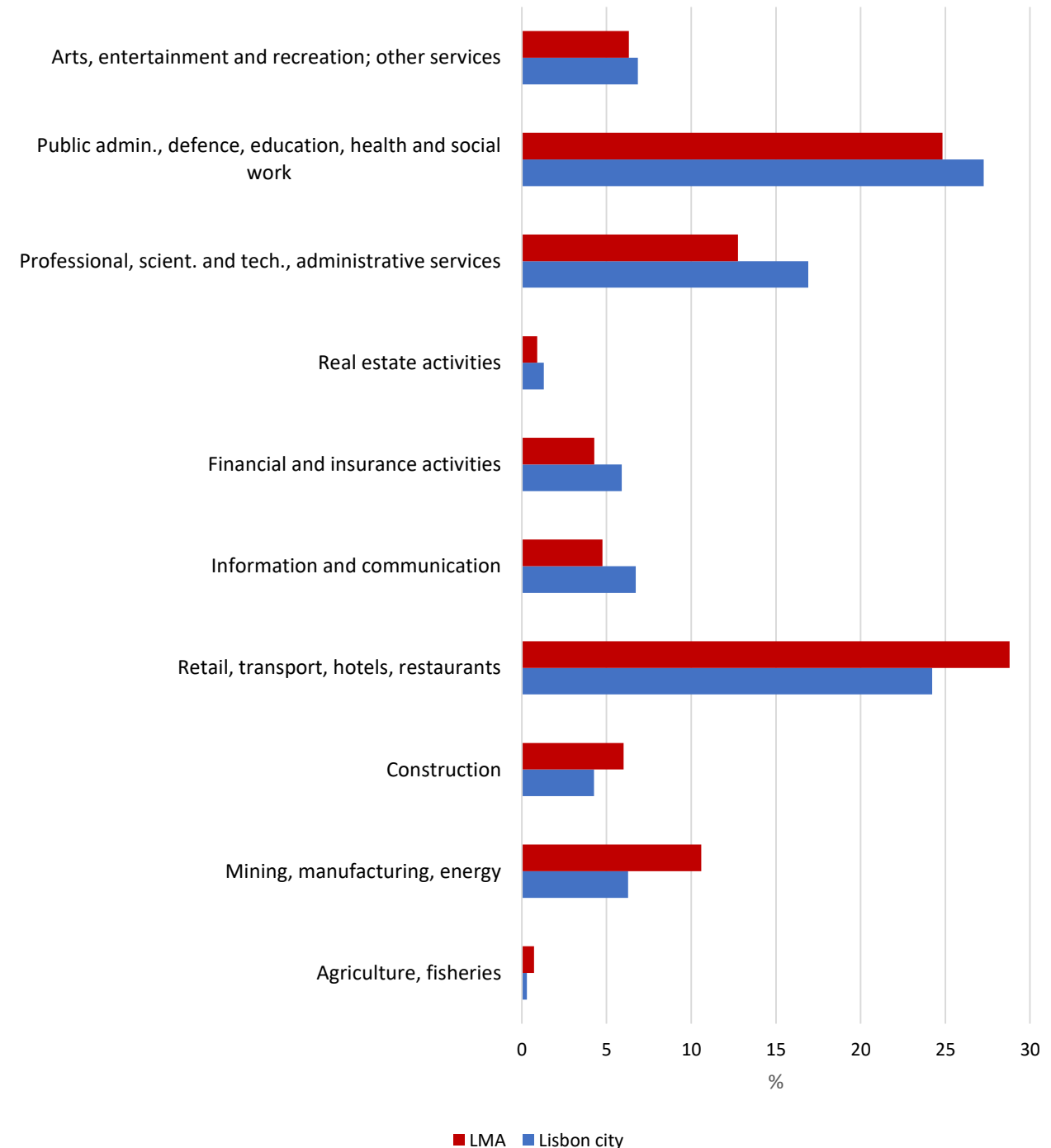
ESPON   © ESPON, 2020
Co-financed by the European Regional Development Fund

-  Lisbon Metropolitan Area
-  Municipality of Lisbon
-  FUA of Lisbon
-  Districts of Portugal
-  Other Municipalities

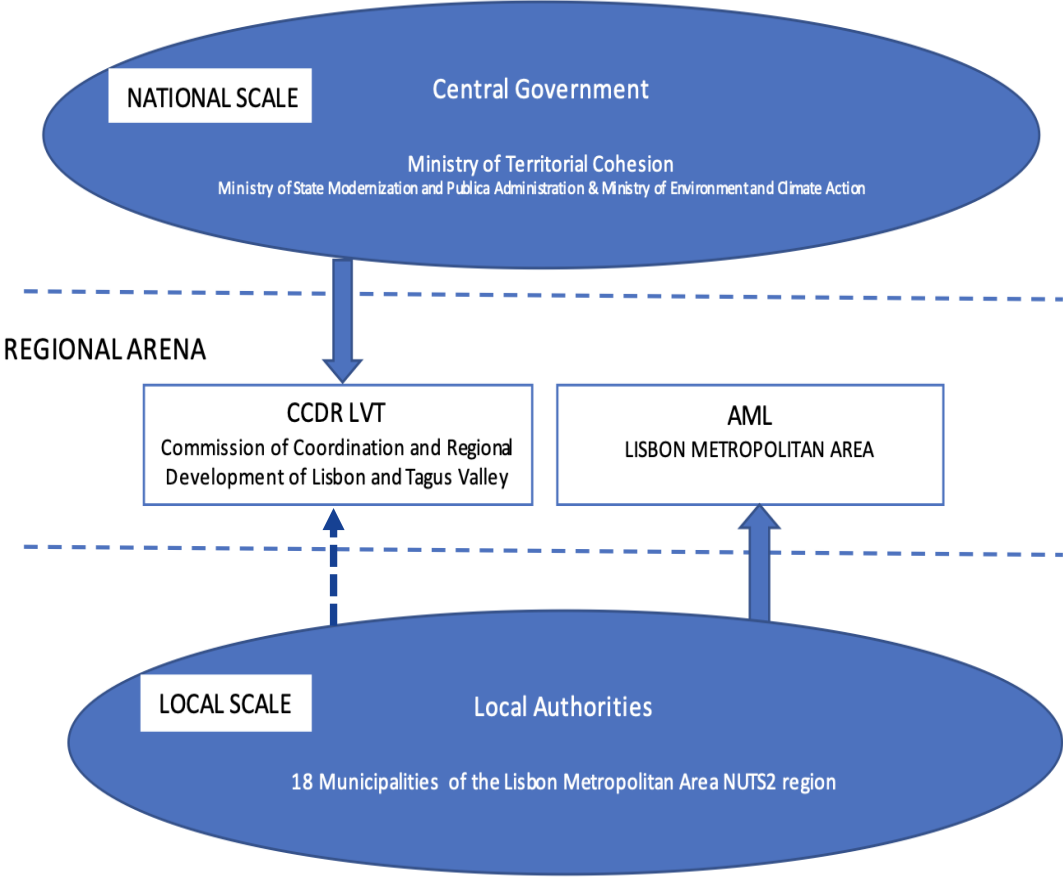
© Territorial level: LAU2 (2016)
Source: ESPON METRO, 2020
Origin of data: Eurostat and national statistical offices, 2020
Instituto de Geografia e Ordenamento do Território
for administrative boundaries

Employment and mobility

- Lisbon continues to be the major attraction core in the metropolitan area and the only one that has a positive balance between the incoming and outgoing trips.
- Nevertheless, since 2001 the weight of commuting trips centered in Lisbon has been decreasing.
- The decline and aging of the population in the city of Lisbon, has significantly changed the patterns of residence and employment location:
 - With the desire to commute for work or study becoming less and less radial to Lisbon, there has been an increase in interactions between the municipalities on each bank of the metropolitan area, directed to Oeiras and Loures on the north bank and Almada on the south bank.



Metropolitan governance structure and cooperation activities



Metropolitan governance structure and cooperation activities

- ✓ Special case: Lisbon metropolitan area and region (NUTS2) overlap
- ✓ LMA institution is an intermunicipal body (not a regional body)
- ✓ European and national programmes, strategies and plans exert a powerful force on every subnational and local level, thus framing investments in the LMA
- ✓ But the opposite is not true, i. e., regional, metropolitan and local levels do not have the same influence on the national strategies (possible exception at regional level – cooperation with CCDR).

1991 - Establishment of Lisbon and Oporto Metropolitan Areas

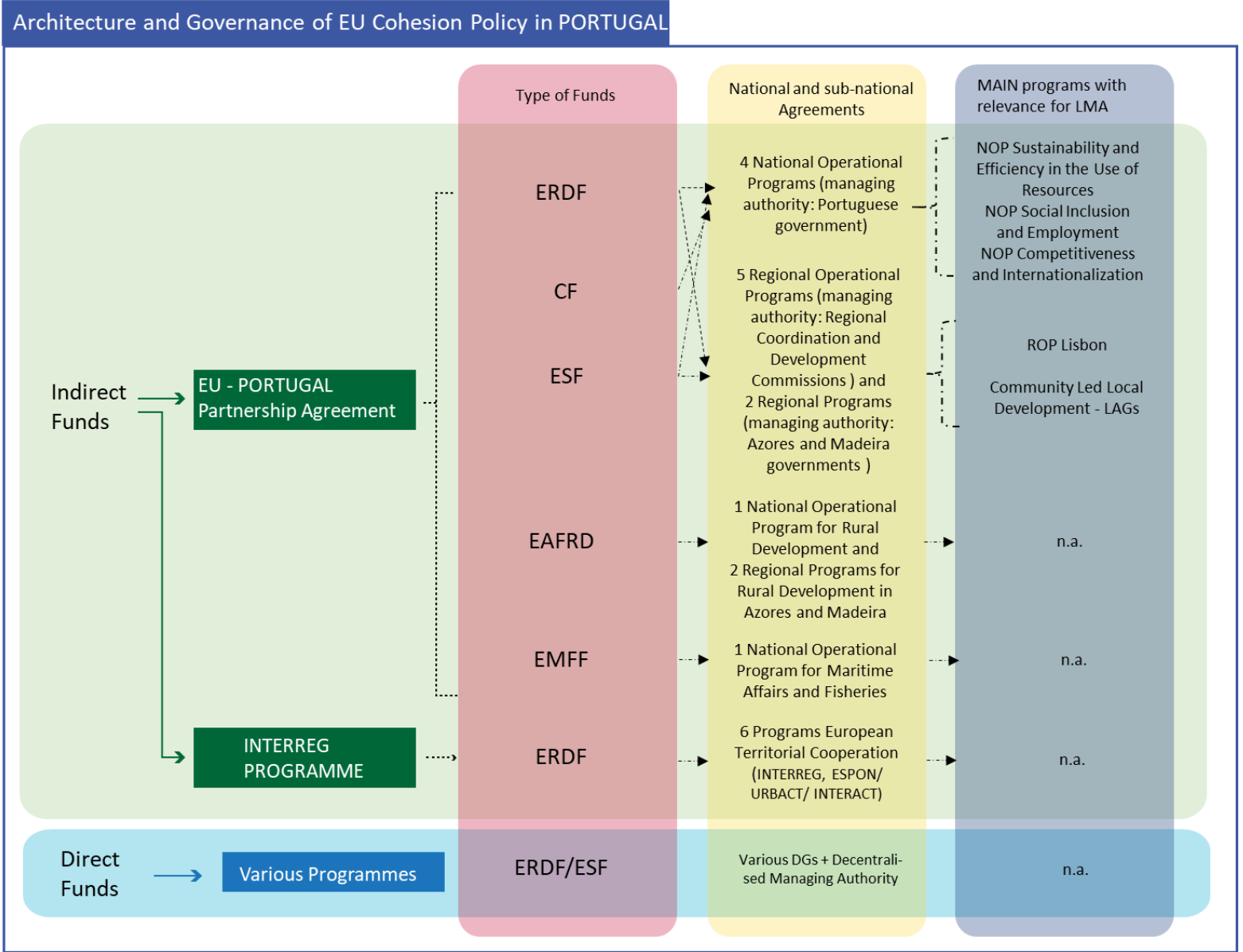
2008 - Lisbon and Oporto Metropolitan Areas legal regime

2013 - Financial and legal regime for local and inter-municipal entities (CIM and Metro Areas)

2015 - Transfer of metropolitan transport system management to the LMA

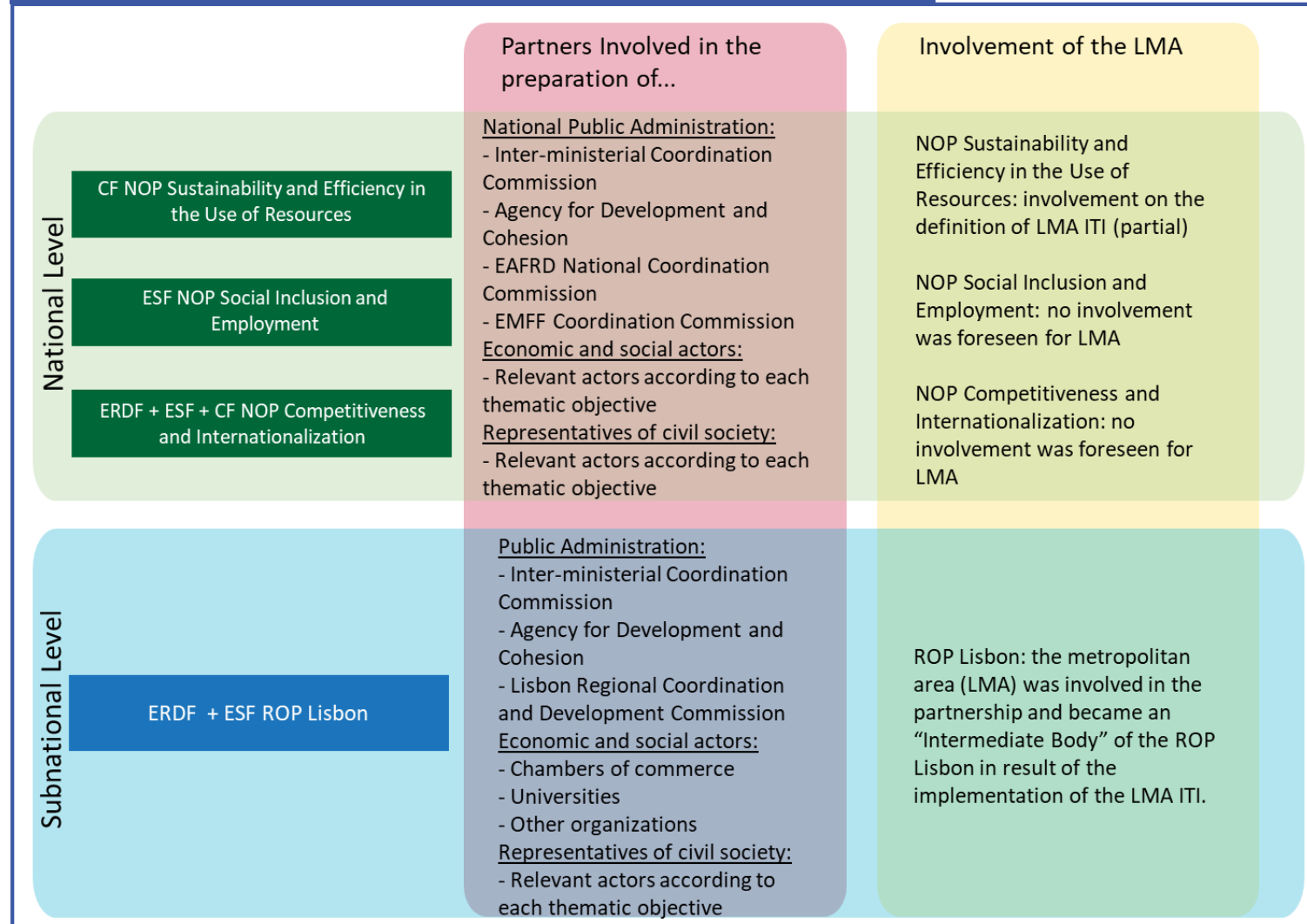
2018 - Amendment to the local finance law / Establishment of the company Metropolitan Transports of Lisbon (TML)

The governance of the EU Cohesion policy in Portugal

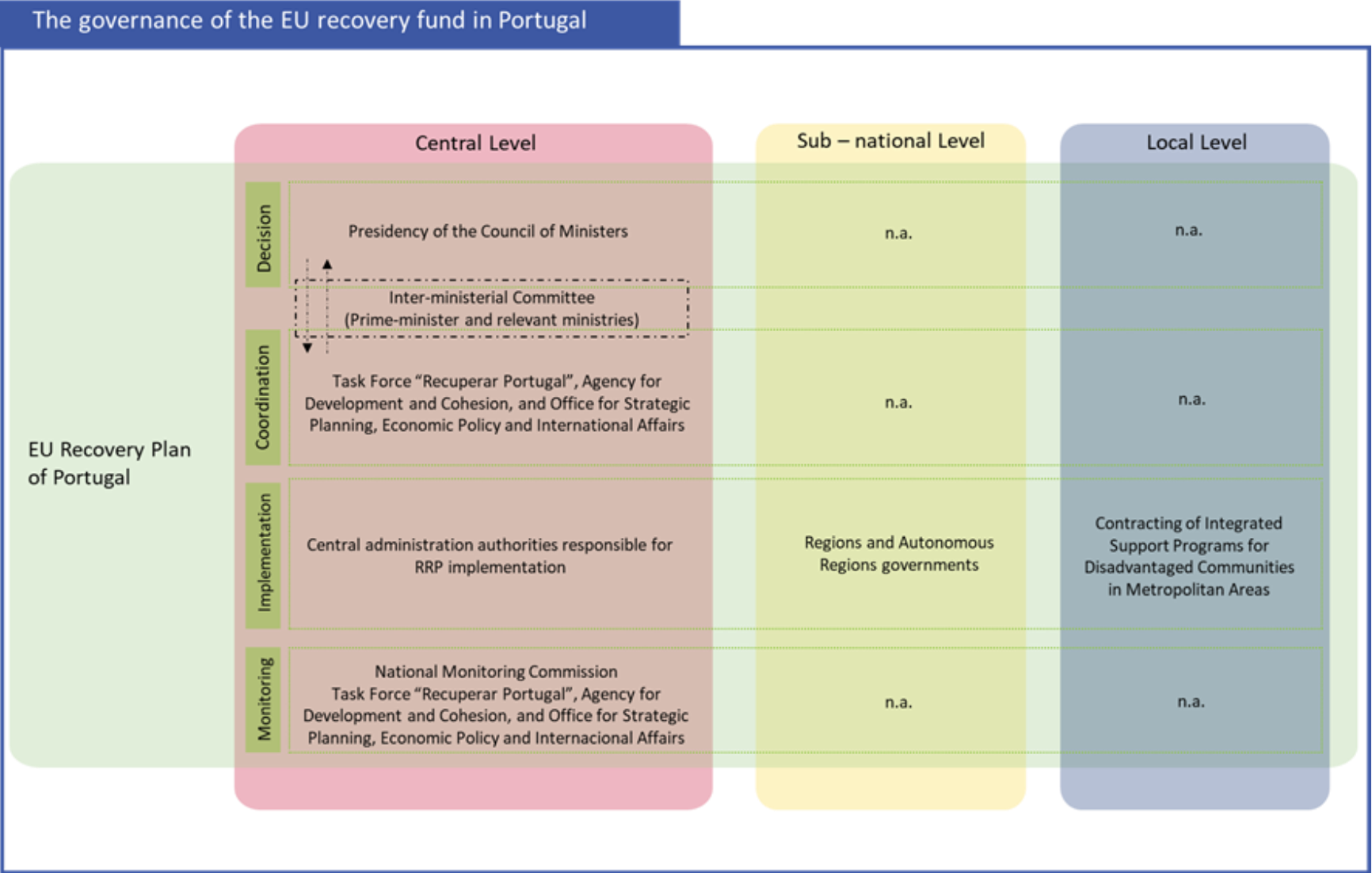


The role of metropolitan actors in the EU cohesion policy

The role of metropolitan actors in the EU cohesion policy in LMA



The governance of the EU recovery fund in Portugal



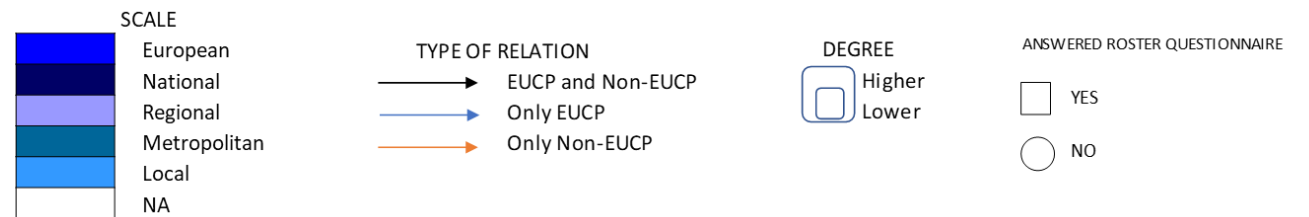
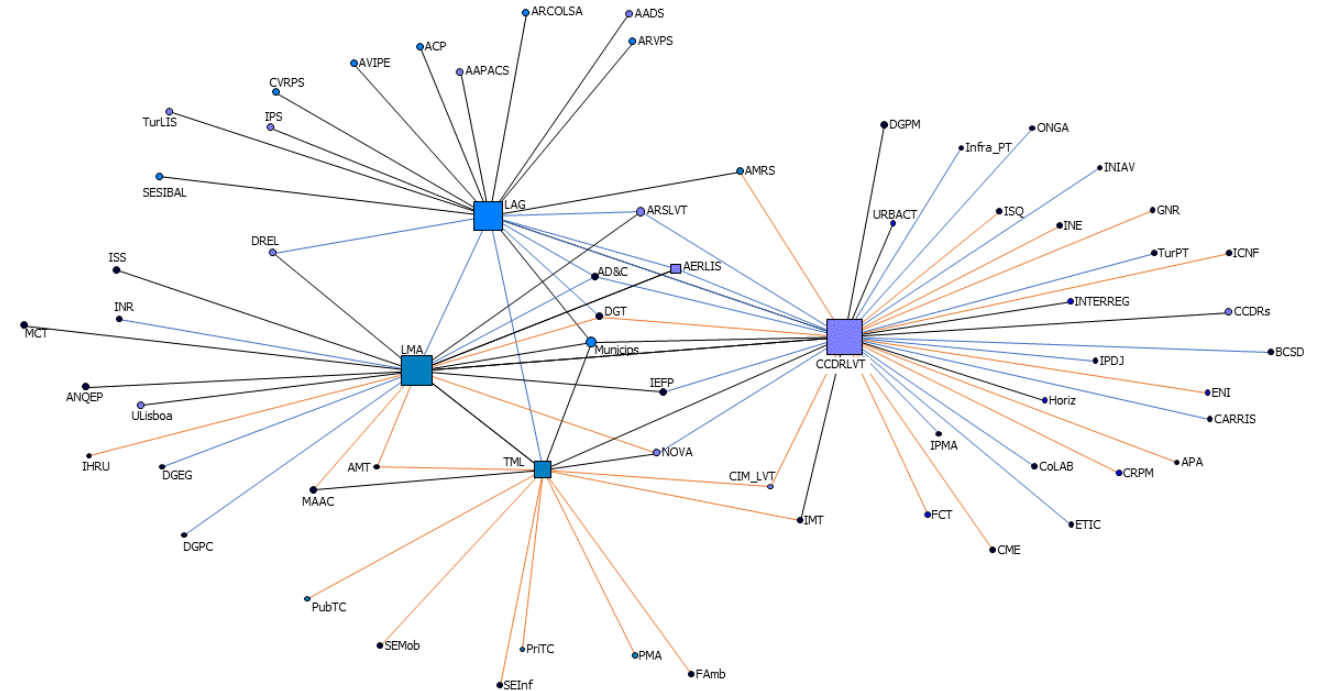
LMA and the governance model

- The governance model of Portugal 2020 proves to be a very centralized one, despite the EU stance for a more decentralized governance model of the Cohesion Policy.
- Lisbon Metropolitan Area is not an urban or local authority, which hamper a more active role in the programming, management and implementation of EU cohesion policy funds.
- Nevertheless, LMA coordinates a specific ITI in the metropolitan area supported by the Sustainability and Efficiency in the Use of Resources NOP and by the Lisbon ROP, having the intermediate body status in the latter programme.
- The LMA has initiated a close cooperation with the regional authority CCDR-LVT for the preparation of the next Lisbon ROP, but this is a result of good relations between the two institutions rather than a formalized collaboration process.

LMA and the governance model

LMA has increasingly participated in the governance network of metropolitan area, where the regional body and local authorities are dominant, even as recent competences in the domain of transport and mobility make the LMA increasingly prominent.

EUCP is bolstering actors' relationships rendering a denser governance network of the Lisbon metropolitan area.

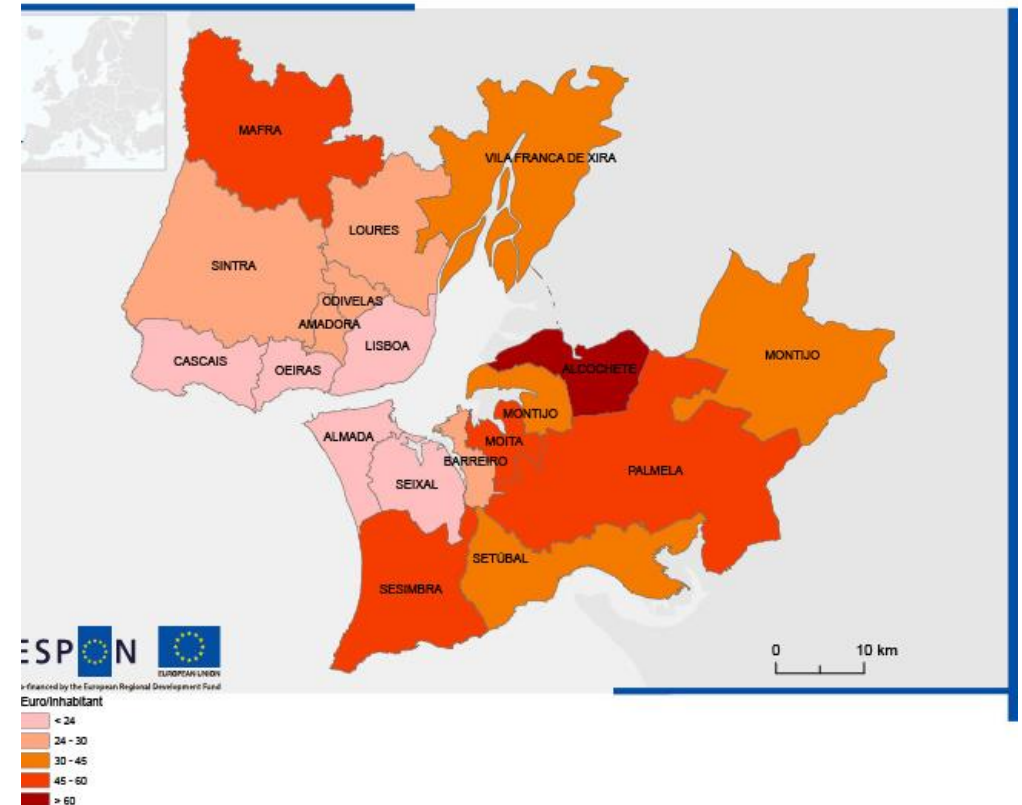


✓ The ITI intervention totals Euro 93.4 million. It prioritizes social integration and fight poverty and discrimination and education sector investments. Environment is also a relevant sector of funding concentration. It is noticed no funding for business or innovation and technological development in the ITI.

- ITI funding increases by almost 41% the total LMA budget, but EU funding is quite modest when considered the total budget of LMA local authorities and metropolitan institution budgets (increase of 5.4%).
- A main issue is the lack of influence on many sectoral policies with a spatial impact on the metropolitan area funded by the EUCP.

ITI approved funding (Euro) per inhabitant, 2014-2020

ITI approved funding (Euro) per inhabitant, 2014-2020



2

Lisbon Metropolitan Area

Main challenges and recommendations

Metropolitan century

- Metropolitan areas are essential to achieve ever-demanding economic, social, and environmental policy goals, since they are the most appropriate and effective scale to act in the global interconnected economy. As OECD claims, we are in a 'Metropolitan Century' (OECD, 2015).
- Such view is labelled by Waite and Morgan (2019) as 'metrophilia' and is underpinned by the idea of the importance of dense agglomerations to ensure competitiveness, growth, job creation.

Metropolitan institutionalization

- In a global and dynamic economy, spatial configurations evolve and expand beyond administrative metropolitan limits, raising enormous problems to the governance structure of metropolitan areas, and making hard to cope with planning and infrastructures development.
- Metropolitan institutionalization has the potential to deliver effective policies at this scale but must keep a relational approach to cover the evolving metropolitan space and in accordance deal with several and new actors in the process.
- Metropolitan governance approaches focus precisely upon such large and fragmented urban areas shaped by strong interdependencies and cluttered governance architectures (Storper 2014). These actors are from different spatial scales (e.g. State, regions and municipalities), and diverse types (e.g. public, private, non-profit organizations).

Metropolitan areas and the EUCP

- The European Union Cohesion Policy (EUCP) also focuses on the urban dimension, including metropolitan areas.
- The efforts to decentralize part of the EUCP are aligned with the emergence of metropolitan areas as relevant actors in the process of sustainable development. The governance architecture of metropolitan areas has also evolved with the participation of new actors dealing with EUCP matters.
- In such context, the metropolitan area institutions are pivotal for the coordination of the local, regional, national and European development policies and planning.

Lisbon Metropolitan Area challenges

- Redefining and balancing the role of the LMA in the national context in which it is seen, simultaneously, as an element of a national structural policy based on the urban system and a crucial platform for participation in global networks.
- Increasing role of the LMA in implementation of the New Green Deal, as well as in all internationalization processes and in the achievement of the 2030 SDG targets.
- Systematic cooperation to cope with major systemic risks: financial and pandemic crises, climate change, cyber attacks, etc.
- In conjunction with procedural justice issues (democratic and inclusive governance at various scales), which is of course fundamental, distributive justice, intra and inter-regional (European and national level) has to be considered as a crucial issue.

How to strengthen the role of metropolitan areas in the development, management and implementation of the EU Cohesion Policy?

- ✓ Consolidate institutional capacity by enlarging and upskilling human resources of LMA to effectively respond to the demanding procedures of the EUCP.
- ✓ Increase participation in national and international policy networks aiming at exchange ideas and improve mutual learning in the management and implementation of EU Cohesion Policy at the metropolitan level.
- ✓ Improve participation of civil society, business sector, academia, and other sectoral organizations at the metropolitan scale.

How to increase the added value of the EU Cohesion Policy in the planning and implementation of metropolitan policies?

- ✓ Strengthen the network character of LMA to effectively act at FUA level and overcoming the constraints of formal territorial administrative institutions.
- ✓ Establish comprehensive metropolitan goals in accordance with EUCP and other national policy instruments, seeking to articulate the interventions at the metropolitan level.
- ✓ Explore new policy areas with potential metropolitan-wide impact and EUCP relevance (e.g. transports and climate change; housing and social inclusion; environment and health, innovation, firms and universities...).

How to valorise the role that the EU Cohesion Policy can play in the consolidation of metropolitan governance and cooperation?

- ✓ Launch cooperation initiatives with potential beneficiaries of EUCP in the metropolitan area - namely civil society, business sector, academia, and other sectoral organizations - aiming at articulating policy agendas.
- ✓ Intensify Cohesion Policy discussion with and among local authorities of the metropolitan area aiming at improving coordination of EU funding actions at the metropolitan scale.

<https://www.espon.eu/metro>

// **Thank you**

Mário Vale, Eduarda M. Costa, Margarida Queirós, Nuno M. Costa
André Ribeiro, Daniela Ferreira, Kelli Silver