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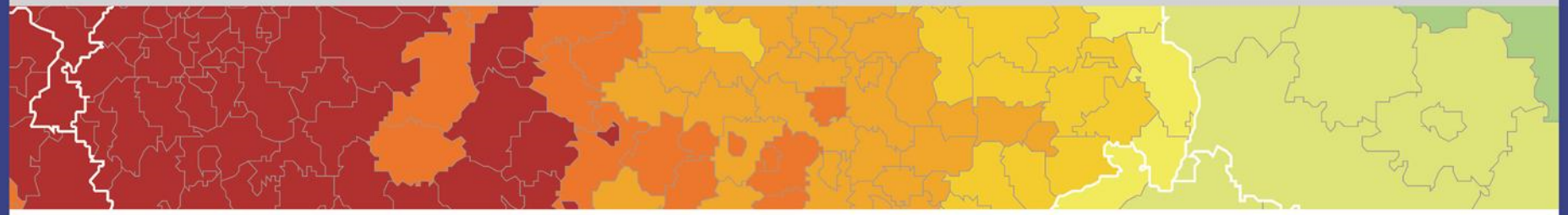

SPIMA Targeted Analysis

Final Conference

Findings and recommendations

6 February, 2018

Dr. Vanya Simeonova

WAGENINGEN UNIVERSITY & RESEARCH

NIBR

Inspire policy making by territorial evidence

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SPIMA objectives

To identify policy tools to achieve strategic spatial policy goals, by linking strategic planning and spatial development at metropolitan scale

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SPIMA: policy-research endeavour

10 Stakeholders:

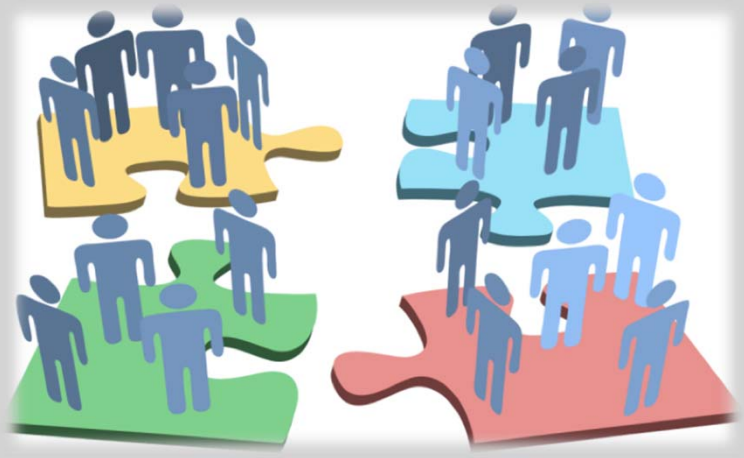
- Lille
- Lyon
- Vienna
- Turin
- Terrassa
- Oslo
- Prague
- Brno
- Zurich
- Brussels

Experts:

SPIMA Research Team

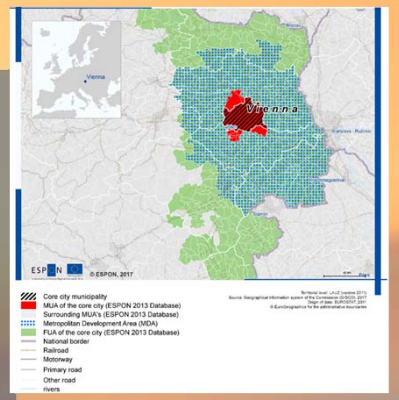
Eurocities Working Group

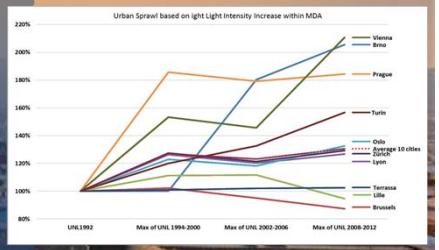
ESPON-EGTC

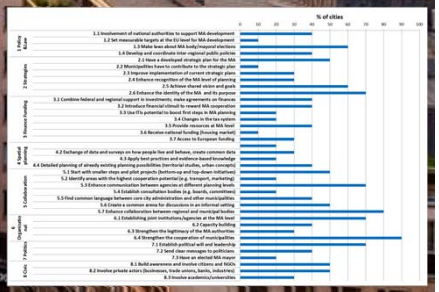


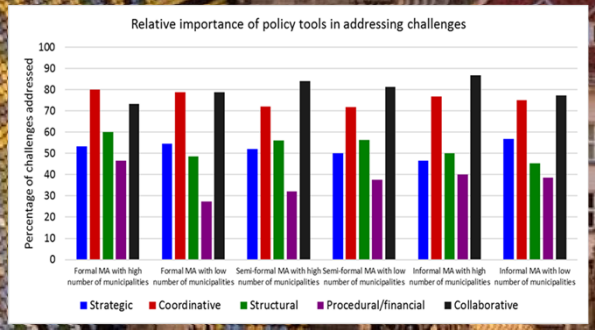
SPIMA- A framework for a Metropolitan Planning Approach

- Definitions and spatial characteristics for delineating MAs
- Urban trends and spatial dynamics
- Current challenges and institutional frameworks
- Success factors, incentives and policy tools
- Common approach for extrapolation (Typology)
- Policy implications
- Guidelines with recommendations



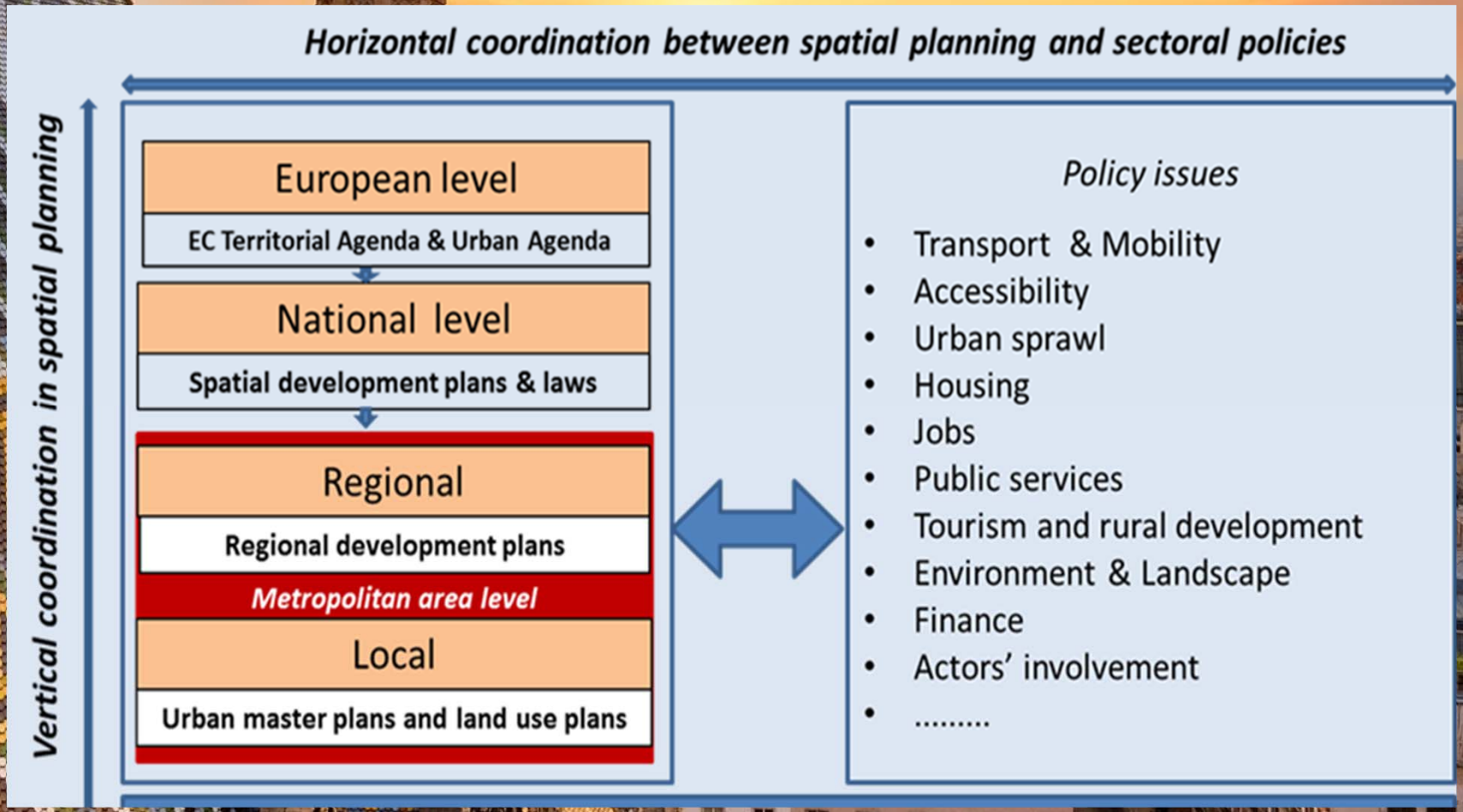






Assembling the puzzle of Metropolitan Planning?

10 cities:
Institutional analysis, spatial analysis, policy and planning practice analysis



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Methodology

SPIMA data collection and analysis

Hard data collection

Local city data
Documents
Reports
Strategic plans
Statistical data
GIS data
Literature

Soft data collection

Interviews with key actors in the metropolitan areas

75 interviews

Elaboration of profiles

Categorizing & integrating data

Assessment of profiles of the metropolitan areas

Comparative case study analysis

Prioritizing challenges, incentives, opportunities per stakeholder area

Findings and guidelines

Formulating key findings

Typology of metropolitan areas

Guidelines for metropolitan planning approach

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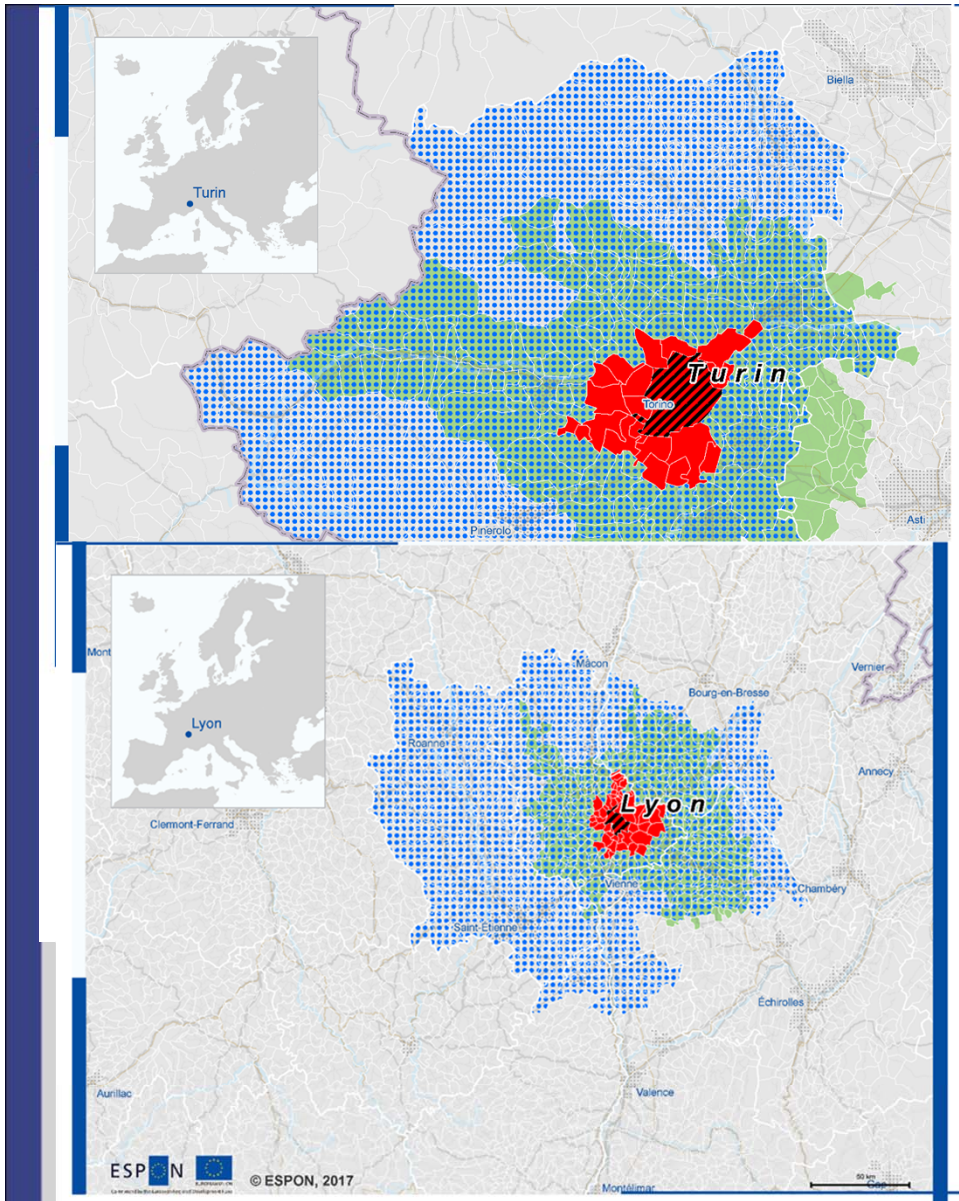
Delineating metropolitan areas

MDA method of delineation offers a tailor-made assessment of different spatial sales and key urban trends based on European and local data

- There is no one single definition of a metropolitan area that matches ongoing urbanization trends, current administrative borders or existing planning practices and perceptions of actors.
- Definitions are based on formal/semiformal or informal arrangements or perceptions of what the MA territory is, varying between cross-border, interregional, regional, and inter-municipal arrangements.
- Metropolitan development fosters moving away from spatial development of a single, compact urban core towards complex urban networks


Turin
Biella
Torino
Pinerolo
Asti
Lyon
Mâcon
Bourg-en-Bresse
Vernier
Roanne
Annecy
Clermont-Ferrand
Vienne
Chambéry
Saint-Étienne
Échirolles
Aurillac
Valence
Montélimar
Gap
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Core city municipality
MUA of the core city (ESPON 2013 Database)
Surrounding MUA's (ESPON 2013 Database)
Metropolitan Development Area (MDA)
FUA of the core city (ESPON 2013 Database)
National border
Railroad
Motorway
Primary road
Other road
Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
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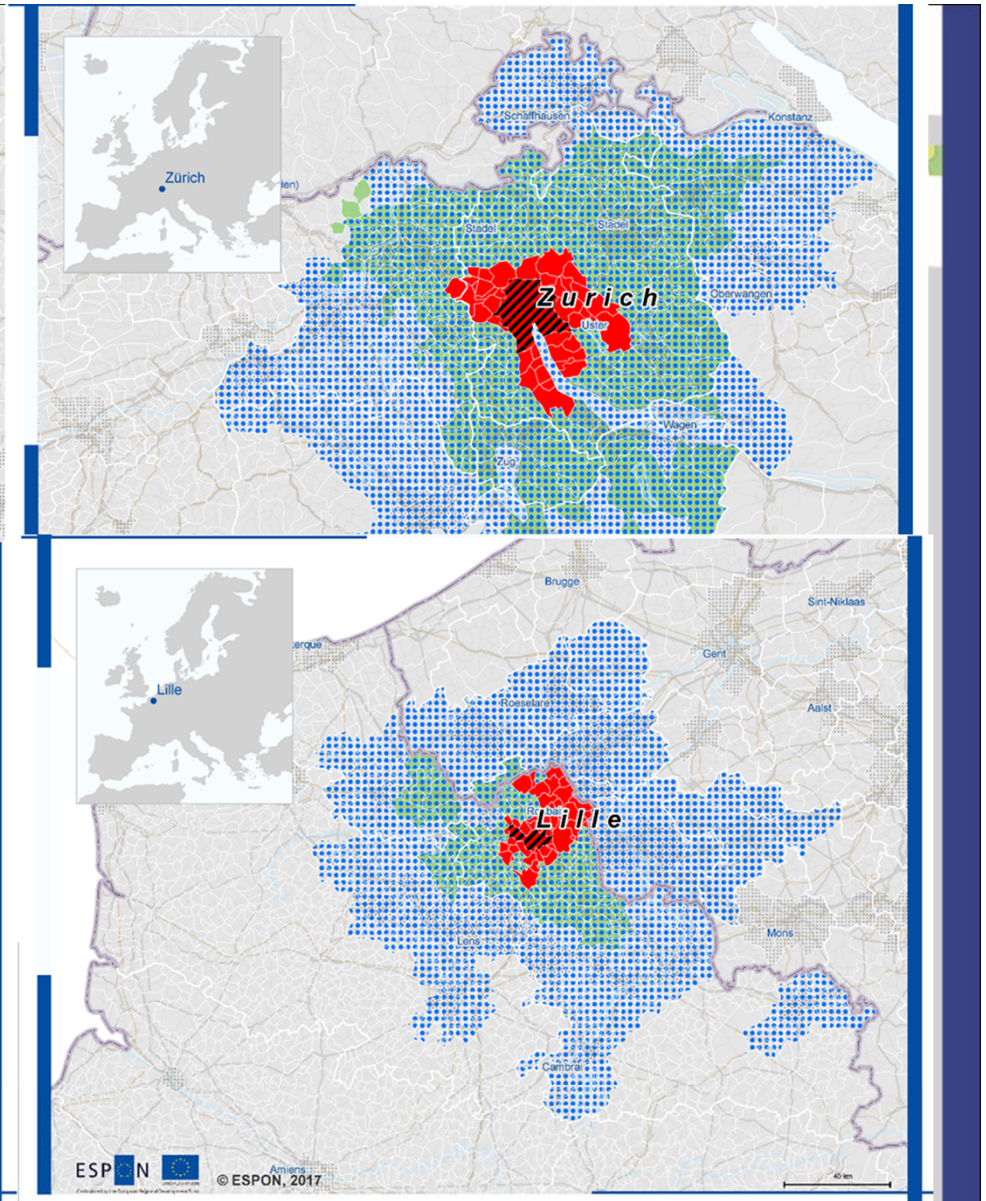
Zürich
Schaffhausen
Konstanz
Stadel
Oberwangen
Uster
Wagen
Zug
Lille
Brugge
Sint-Niklaas
Gent
Roeselare
Aalst
Lens
Mons
Cambrai
Amiens
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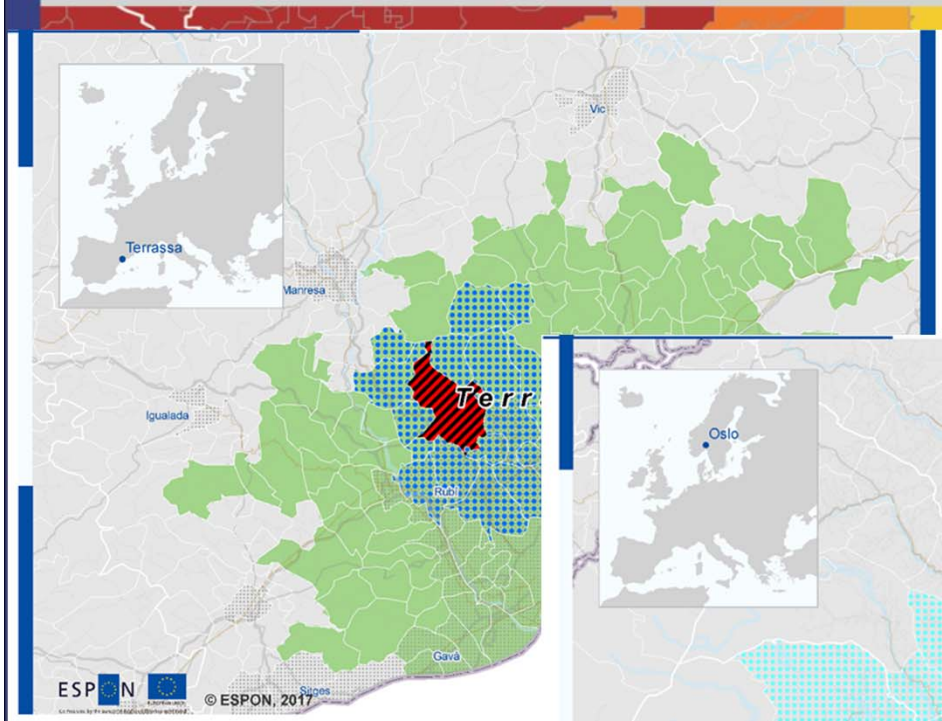

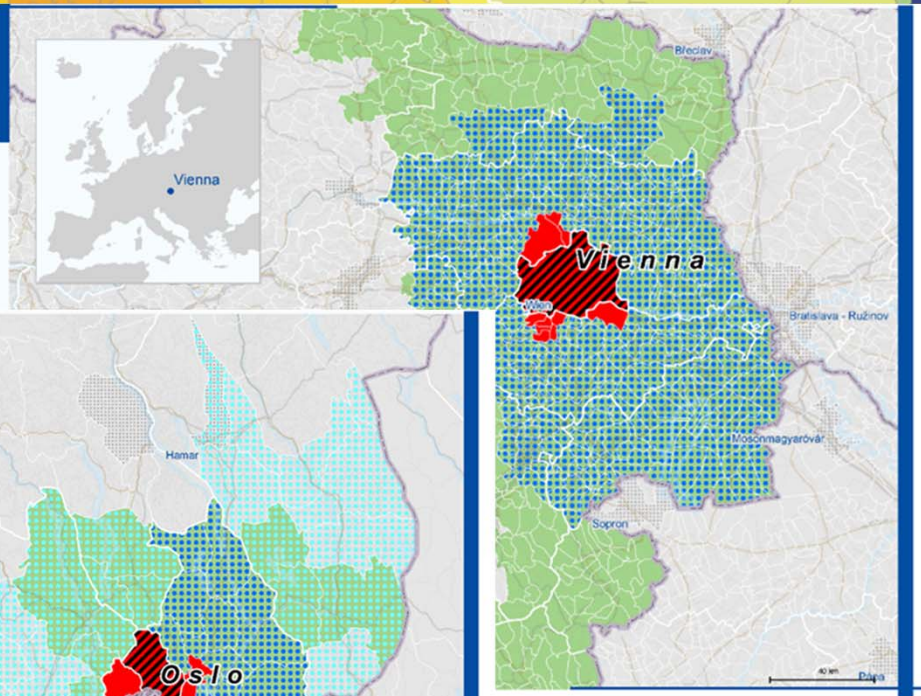

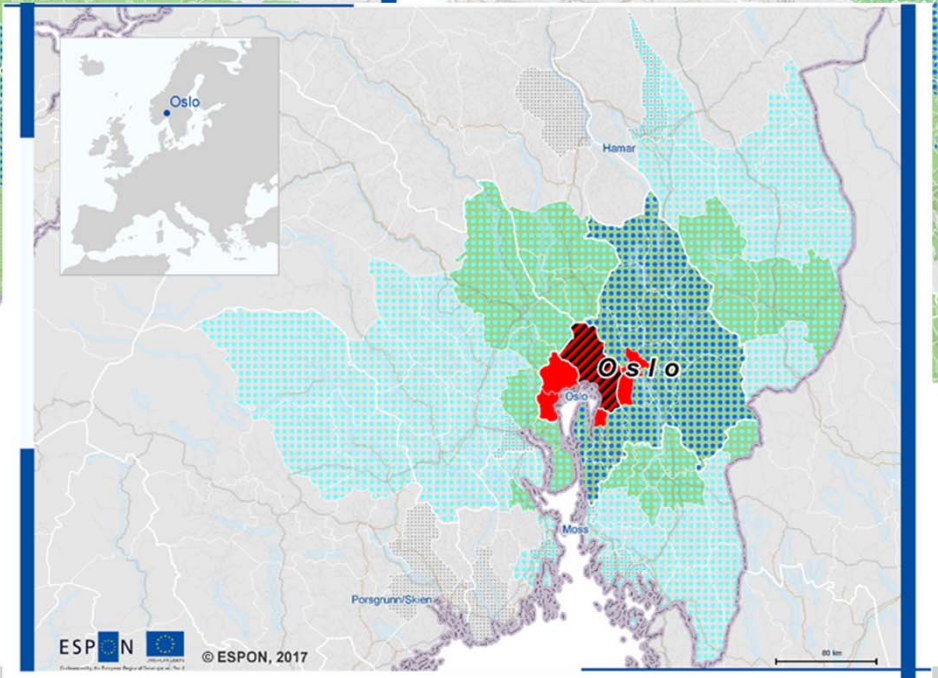

Core city municipality
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Surrounding MUA's (ESPON 2013 Database)
Metropolitan Development Area (MDA)
FUA of the core city (ESPON 2013 Database)
National border
Railroad
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Other road
rivers

Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
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Core city municipality
MUA of the core city (ESPON 2013 Database)
Surrounding MUA's (ESPON 2013 Database)
Minimum extent of the MDA: City of Oslo and Akershus County Regional planning authority area
Maximum extent of the Metropolitan Develpment Area (MDA)
FUA of the core city (ESPON 2013 Database)
National border
Railroad
Motorway
Primary road
Other road
rivers

Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
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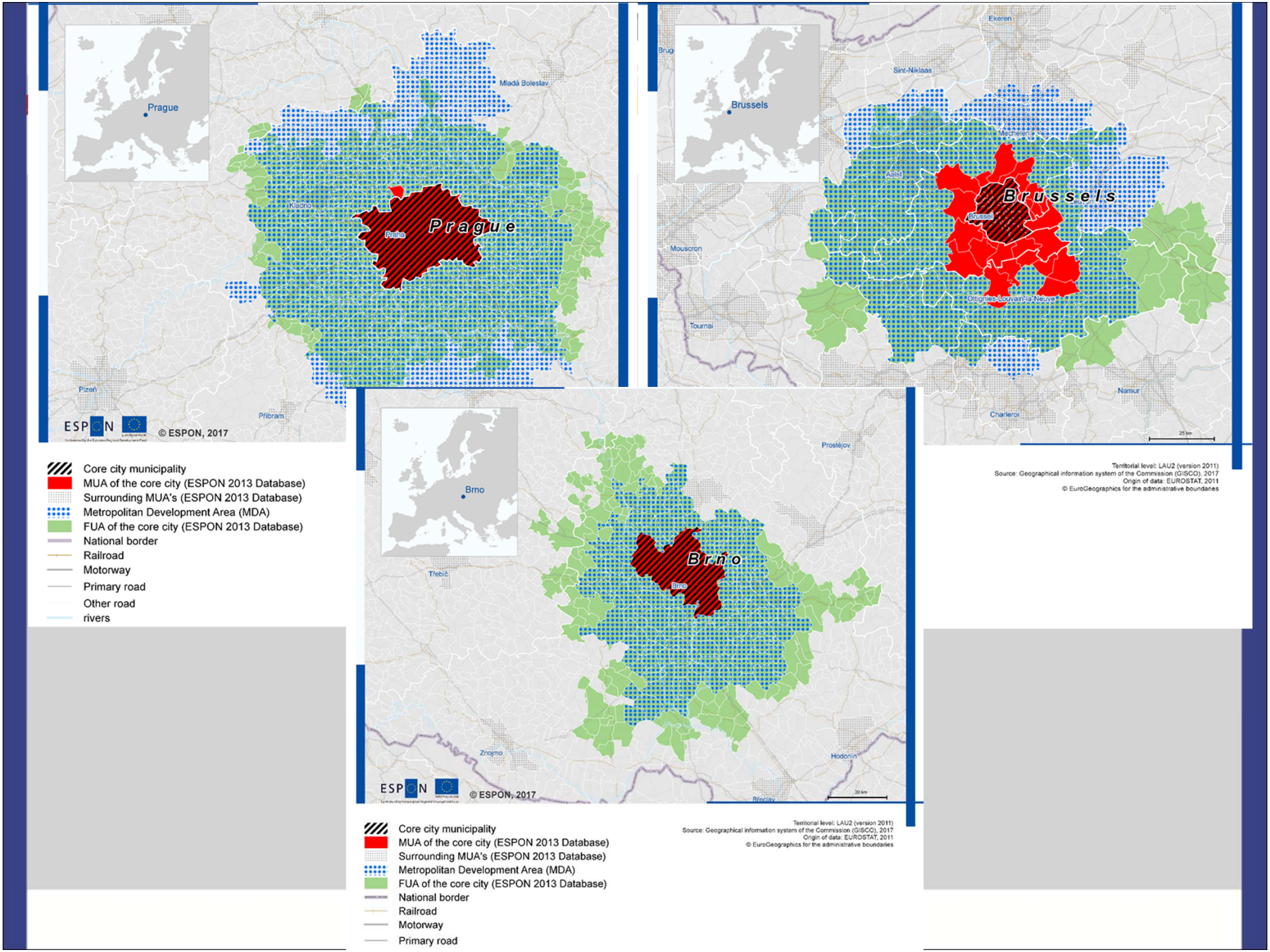
Prague
Mladá Boleslav
Kladno
Praha
Prague
Pizeň
Příbram
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Ekeren
Sint-Niklaas
Mechelen
Aalst
Brussels
Mouscron
Tournai
Ottignies-Louvain-la-Neuve
Namur
Charleroi
25 km
Brno
Prostějov
Třebíč
Brno
Znojmo
Hodonín
Břeclav
20 km
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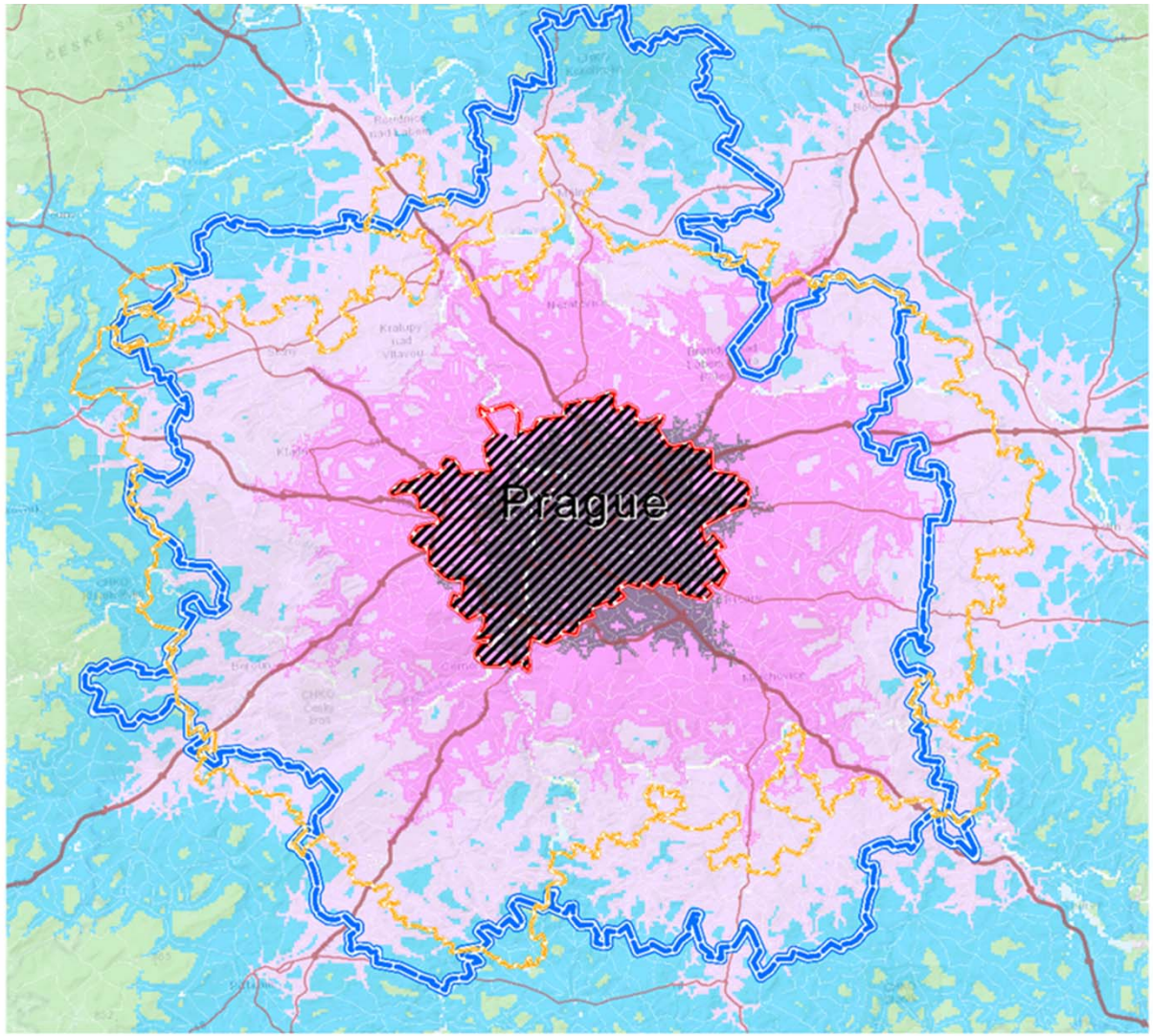
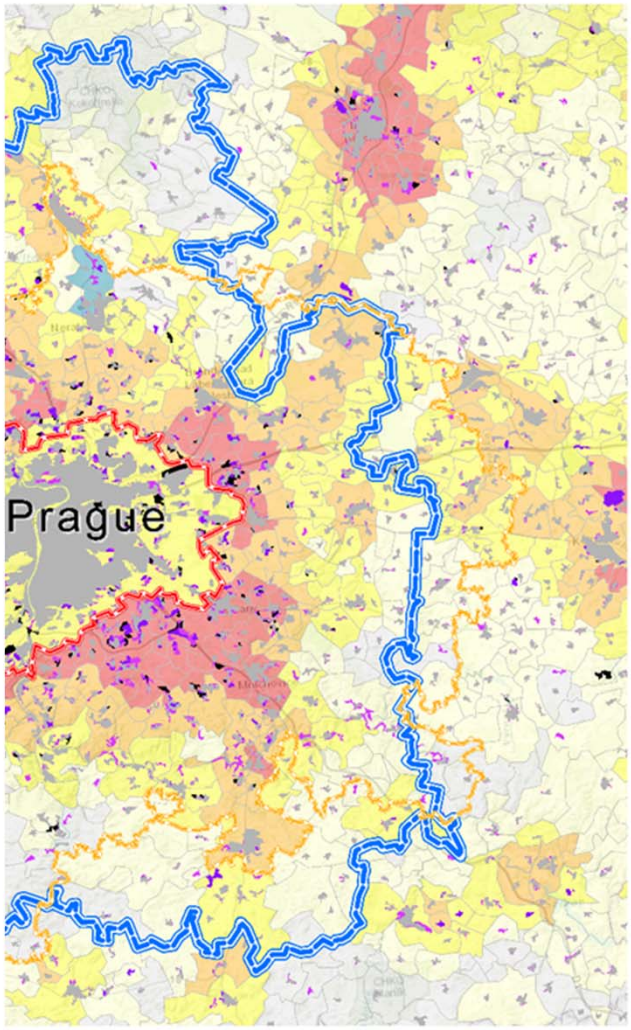
Key socio-economic and environmental trends and spatial dynamics

- Most areas represent current or potential polycentric development and a certain degree of metropolitization
- Generally increasing urbanization trend
- Generally increasing population growth with exceptions
- Dynamic/fragmented population distribution core cities-sub-urban areas
- Generation of growth poles
- Fragmented land use patterns
- Mobility and accessibility needs more efficiency

The relevant scale for planning: supported by additional data and knowledge on the differences in trends between the MUA, FUA and MDA. As soon as additional synchronized data becomes available at the LAU2 level, such an analysis can be extended to other relevant indicators.





0 5 10 20 Kilometers

0 5 10 20 Kilometers

Legend

Tavel time by car to the city centre

- <15 min
- 15 -30 min
- 30 -45 min
- 45 min - 1 h
- 1 - 1.5 h
- 1.5 - 2 h

- Core city municipality
- MUA of the core city (ESPON 2013 Database)
- FUA of the core city (ESPON 2013 Database)
- Metropolitan Develpment Area (MDA)
- Motorway
- Primary road
- Other road

Increase in Night Light Intensity 1992 - 2012

- < -5 Dn
- -4.9 - -1
- -0.9 - 1
- 1.1 - 5
- 5.1 - 10
- 11 - 20
- >20 Dn

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0
10
20
30
40
50
60
70
80
90
100
Demography
1.1 Population growth
1.2 Population decline
1.3 Migration of population to suburban areas
Spatial structure
2.1 Suburbanization (urban sprawl)
2.2 Inefficient spatial planning process
2.3 Reallocation of businesses outside core area
2.4 Sporadic sprawl due to lack of planning
2.5 Pressure on land
2.6 Missed opportunities for mutually beneficial developments between municipalities
2.7 Need for multifunctional land use planning
2.8 Land price imbalances (i.e. suburbs - core city)
2.9 Achieving polycentric development
2.10 Pressure from developers for urban sprawl
2.11 Ensuring sustainable commuting patterns (dealing with free rider effect)
Economy& Funding
3.1 Ensure affordable and good quality housing
3.2 Economic stagnation e.g. housing market
3.3 Creating sustainable tourism opportunities
3.4 Taxation system does not support desired spatial development
3.5 Lack of funding for metropolitan development
3.6 Achieve economic growth and attractiveness
Welfare
4.1 Unequal job opportunities between different urban areas and among social groups
4.2 Deprived communities in inner city
4.3 Increase in foreign population (inflow)
4.4 Social segregation
Transport
5.1 Ensuring an efficient transport infrastructure, mobility and accessibility
5.2 Traffic congestion issues
Environment
6.1 Environmental quality
6.2 Regeneration of post-industrial areas
6.3 Using local resources in sustainable way
6.4 Loss of agricultural land, agro-food resources
6.5 Conflicts of interest between urbanised areas and rural development context
6.6 Nature and landscape preservation
6.7 Energy
6.8 Climate adaptation (floods risk etc.)
Institutions
7.1 Lack of legitimacy and recognition of the MA
7.2 Reluctance of politicians to address MA issues, and constrains in election of MA political body
7.3 Need for multilevel collaboration
7.4 Achieving shared vision on strategic plans
7.5 Cumbersome or complex legal system
7.6 Fragmented administrative structures
7.7 Gap between strategic planning and implementation of metropolitan development
7.8 Lack of leadership by regional and local governments for MA development
7.9 Lack of understanding and/or commitment among municipalities on the mutual benefits
7.10 Lack of effective communication between many small municipalities
7.11 Deal with inter-municipal/regional competition

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Success factors, incentives and triggers

- Top-down incentives with bottom-up collaboration initiatives
- Collaboration between dedicated/appointed planning authorities
- Fine-tuning cooperation takes time: start with commonly recognizable issues for most actors: ***motivation trigger***
- Involvement of a wider range of stakeholders involvement: business
- A “minimum gain for all” when negotiation and compromise is needed;
- Common funds and agencies at the MA level that may provide expertise and financial incentives (national sources may be included in these pools)
- Engaging political leaders and gaining support from higher levels of government: flexibility in a dynamic environment needs strong leadership
- Ensuring transparency in the collaboration processes
- Setting the “rules of the game”: flexible and fluent co-governance with fixed points (restrictive/legal mechanisms) for growth management (e.g. land-use, infrastructure development, environment protection and social services).

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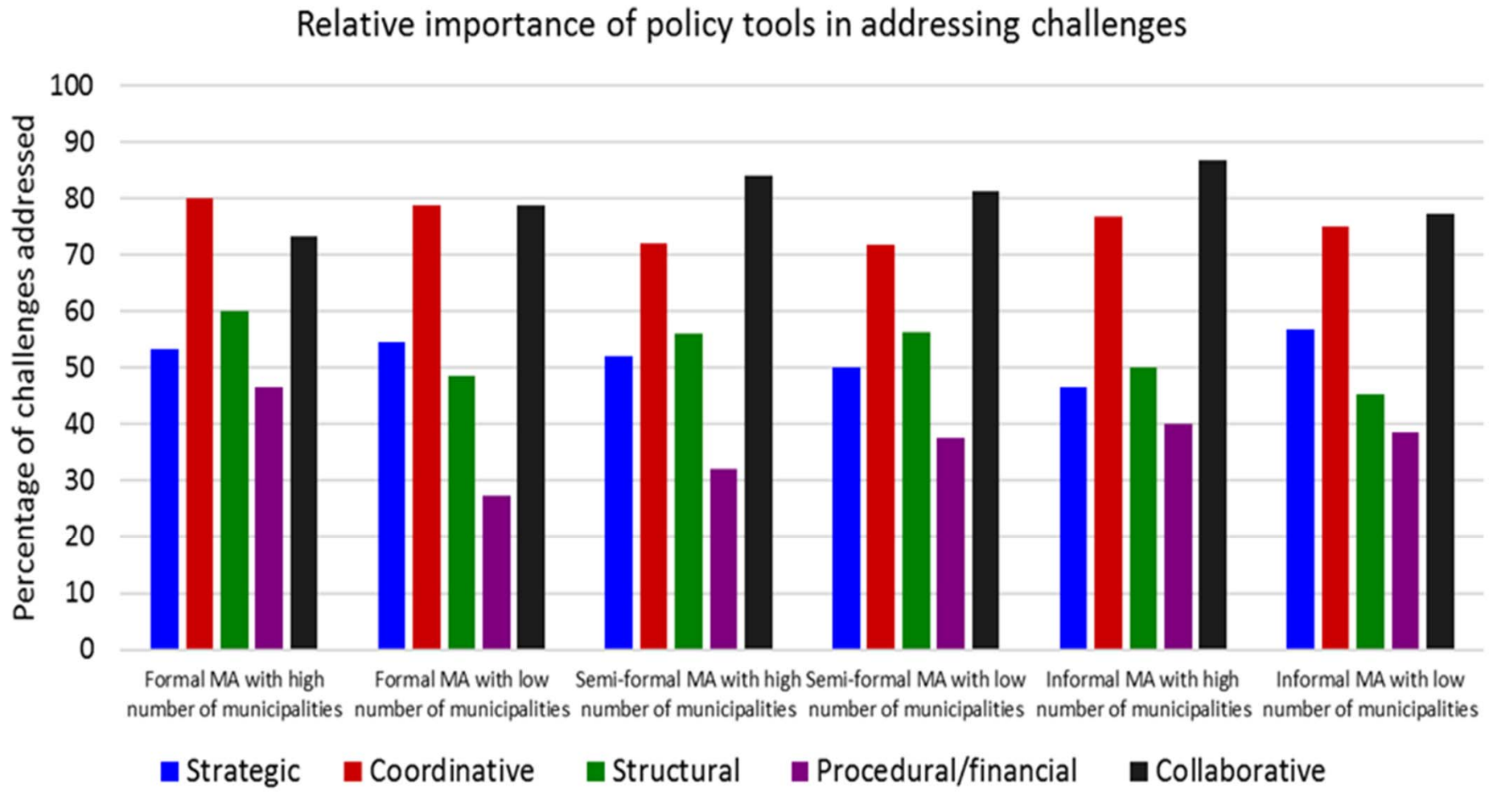
Typology to generalize relevant policy tools for other metropolitan areas



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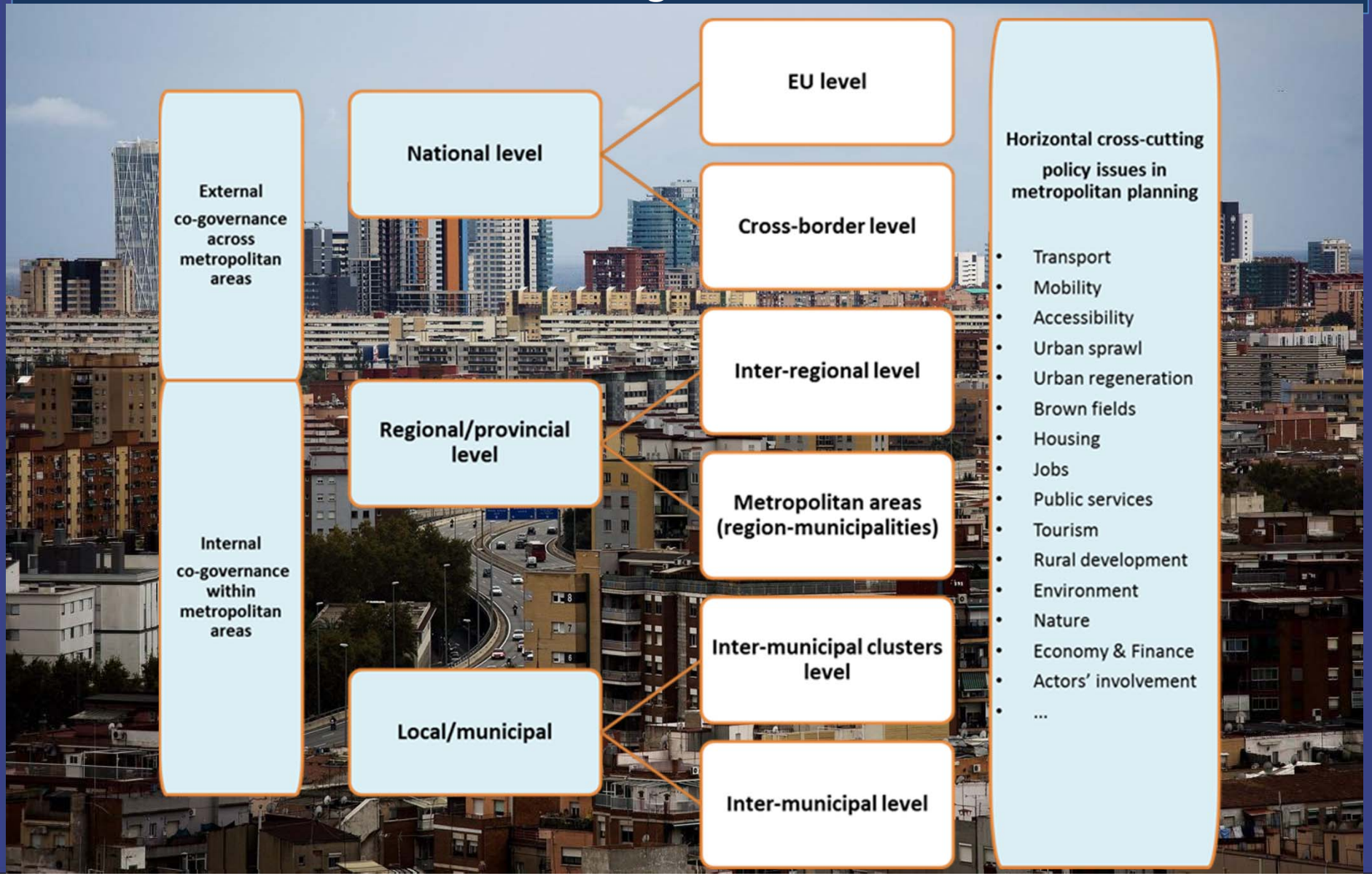
SPIMA Guidelines: shared-governance at a multilevel scale



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Metropolitan Planning Approach: *It just takes eight Action Areas!*

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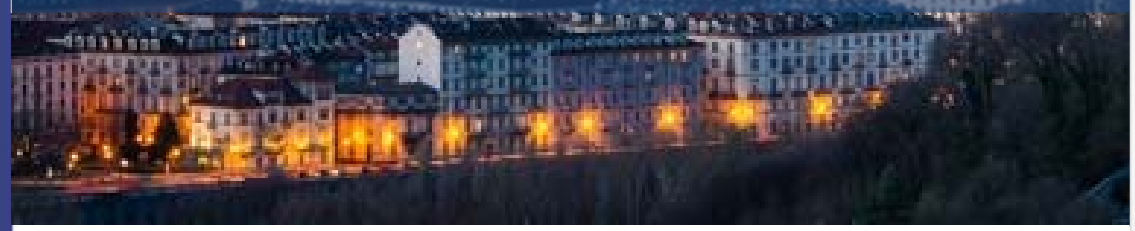
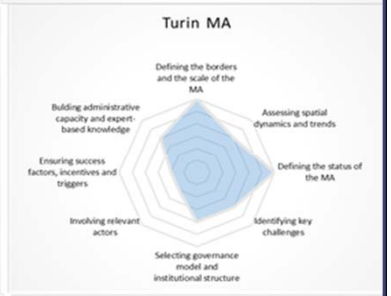
Key recommendations – progress cities

- The current administrative and spatial planning systems of the ten stakeholder areas address metropolitan development issues (agendas) to a limited extent. In exceptional cases these systems clearly define the metropolitan area and/or foresee metropolitan planning approach
- Different progress is achieved in the stakeholder areas, varying from single initiatives. A mix of strategic, statutory and collaborative planning activities are needed.
- In most of the areas the implementation process of a systematic MA spatial planning needs to enhanced.





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Key recommendations –MPA approach

- Decentralization of planning needs strengthening the administrative capacity of local governments.
- Delineation by MDA tailor-made approach: make a “spatial fit” of the MDA with regard to urban trends (decision-support tool)
- Shared-governance: flexible, clearly linked to administrative levels of procedural spatial planning: coordination and shared competencies among governmental levels (vertically) and policy issues (horizontally).
- MPA sets different foci in strategic, statutory and collaborative planning and involves eight specific “action areas”.
- A mix of policy tools: coordination and collaboration, metropolitan bodies to coordinate or collaboration process among multiple actors.
- Formalization of the MAs is not determining factor, whereas acceptance and recognition of the metropolitan areas is an essential trigger.
- EU policy agenda and funding: incentive for regional and local authorities

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Policy implications

•Redefining the metropolitan areas as clusters of administrative and/or functional areas: understanding different delineating approaches

•The role of spatial planning policies for metropolitan development: setting different foci in strategic, statutory and collaborative planning and decision making

•Enhancing the role of EU policy and programming in promoting sustainable metropolitan policies and collaborative action at the local and regional levels

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Towards a sustainable metropolitan future!

Thank you!