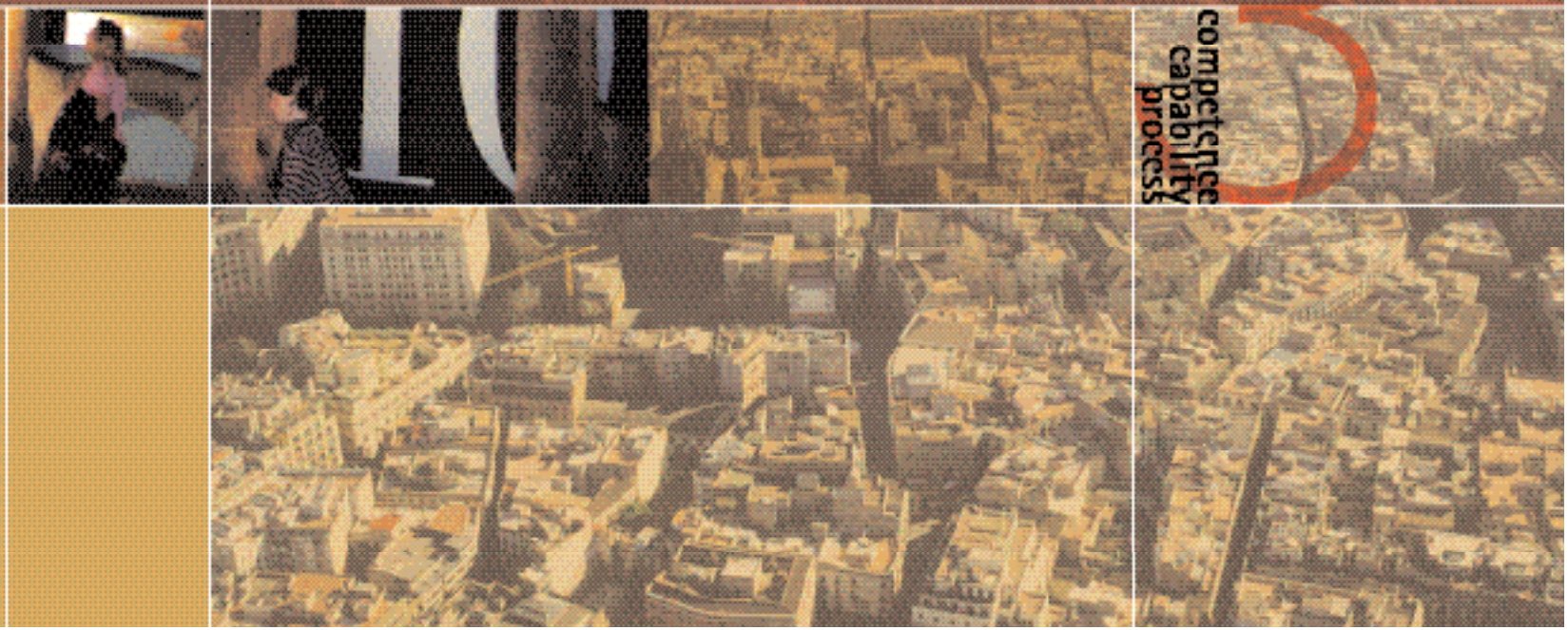
THE REVISED METREX PRACTICE BENCHMARK OF EFFECTIVE METROPOLITAN SPATIAL PLANNING



PROJECT PART FINANCED BY THE EUROPEAN UNION

North East South West INTERREG IIIC

METREX
The network of European Metropolitan Regions and Areas

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UNITED KINGDOM
North Sea
London
Amsterdam
Hamburg
Berlin
Copenhagen
Warsaw
Moscow
RUSSIAN FEDERATION
KAZAKSTAN
BELARUS
Minsk
Kiev
Kharkiv
Volgograd
Donetsk
UKRAINE
Dnipropetrovsk
Odesa
Prague
CZECH REP.
POLAND
GERMANY
Paris
FRANCE
Bay of Biscay
Lyon
Marseille
Vienna
AUSTRIA
Budapest
HUNGARY
ROMANIA
Belgrade
Bucharest
Zagreb
Sofia
BULGARIA
Black Sea
Istanbul
Ankara
TURKEY
Caspian Sea
Tehran
IRAN
Baghdad
IRAQ
Damascus
Cairo
Tunis
Algiers
Rabat
Madrid
SPAIN
Lisbon
Barcelona
Rome
Naples
Athens
Mediterranean Sea
MOROCCO
Atlas Mountains
ALGERIA
LIBYA
EGYPT
SAHARA
Mashhad
Tabriz
Aleppo
Beirut
Tripoli
Malta
Tunisia
Gulf of Aden
Mediterranean Sea

PREFACE

The purpose of this Practice Benchmark is to provide an aid to those involved in strategic decision-making, at the metropolitan level, on effective spatial planning and development practice. The function of spatial planning and development has a significant contribution to make to the overall well-being and competitiveness of urban Europe.

The Practice Benchmark has evolved over the period 1999-2005 from its origins at the 1999 Porto Convocation, sponsored for METREX by the Area Metropolitana do Porto, through the InterMETREX Interreg IIIC pilot project, to the present draft. This has been produced through the InterMETREX project under Interreg IIIC, which has now reached an interim stage.

InterMETREX involves 32 partner authorities from across the wider Europe of the EU27+ (see Appendix), led by the Glasgow and the Clyde Valley Structure Plan Joint Committee (GCVSPJC), assisted by METREX, the Network of European Metropolitan Regions and Areas, and supported by the Interreg IIIC West Zone Secretariat.

The InterMETREX partnership draws on a wide variety of knowledge, expertise and experience at various levels of government (Regional, Provincial, Metropolitan and City) across the wider Europe. Although it is aimed specifically at the metropolitan level it is hoped that it will also be of practical use and application to strategic spatial planning decision-making at other levels.

In producing this Practice Benchmark METREX wishes to acknowledge the goodwill and support within the InterMETREX partnership without which this present draft could not have been achieved.

competence capability and process 3

FOR EFFECTIVE METROPOLITAN SPATIAL PLANNING AND DEVELOPMENT

INTRODUCTION

The competitiveness and well-being of Europe's metropolitan regions and areas is essential to the achievement of the objectives of the European Convention (for territorial cohesion), the Lisbon and Göteborg Agendas (for economic competitiveness and sustainability), the European Spatial Development Perspective (for better urban balance) and the Third Cohesion Report (for social and economic cohesion)

1.0 The metropolitan dimension to European affairs

Competitiveness requires an economically and socially inclusive, and environmentally responsible, approach to urban affairs. Urban competitiveness and cohesion can be progressed most productively through the establishment of an effective means for strategic decision making and action over Functional Urban Regions and Areas (FURA – see the published studies of ESPON, the European Spatial Planning Observatory Network) and, in particular, those of metropolitan significance.

Decisions and action, involving all key stakeholders and civil society, will need to develop metropolitan strengths, address weaknesses, promote opportunities and have regard to threats (the SWOT approach). In essence, Europe's future will depend to a great extent on the longer-term competitiveness and well being of its metropolitan regions and areas. This is the metropolitan dimension to European affairs.

2.0 Metropolitan governance

The positive promotion and development of a metropolitan area will need to be matched with action on issues of economic and social cohesion and environmental sustainability, and balances struck between possibly competing interests and priorities. These are essentially issues of governance in the wider metropolitan public interest.

A sustainable approach to urban affairs requires the informed and integrated consideration of economic, social and environmental issues, particularly in relation to the wise use of natural resources. An Integrated Metropolitan Strategy, for the medium to longer term, is one means of achieving the balances that need to be struck.

The production and implementation of an Integrated Metropolitan Strategy requires an appropriate mechanism of metropolitan governance. Governance may be considered as taking the decisions and initiating the action required in the wider public interest, including civil society and sectoral interests, to effectively address agreed strategic issues of common concern over the medium and longer term.

Mechanisms for effective governance can range from statutorily elected or appointed authorities with comprehensive competencies and powers, to authorities with selective competencies, to voluntary associations of interests with advisory influence only. The range of competencies that are accorded to metropolitan bodies of these kinds will depend on the agreed strategic issues that they need to address in an effective way (see Diagram on page 16).

In addition to appropriate competencies, metropolitan governance will need to have the technical capability to take informed decisions on a continuing basis and to establish a process to monitor, safeguard, update and roll forward a Metropolitan Spatial Plan. The provision of relevant data and information for effective metropolitan governance can be contracted out but the insight and understanding required for informed decision making will remain a core in house political and technical requirement.

The METREX Practice Benchmark has been structured around the three core requirements of competence, capability and process for effective metropolitan spatial planning and development.

3.0 The spatial dimension

An Integrated Metropolitan Strategy will have a spatial dimension because of the need to balance urban renewal with urban expansion, integrate land use, transportation and infrastructure, sustain the vitality and viability of city and town centres, enable economic competitiveness through the provision of development opportunities, promote social inclusion, assess the environmental impact of development and safeguard valued resources.

The consideration of such a range of economic, social and environmental issues in an integrated and balanced way can be achieved through the production of an agreed Metropolitan Spatial Plan with the involvement of all the appropriate and relevant stakeholders and the support of civil society. Such a Plan will have to take a medium to longer-term view because it is only over such extended timescales that strategic issues of this kind can be addressed effectively (see the Diagram on page 32).

4.0 Why the METREX Practice Benchmark?

METREX is the Network of European Metropolitan Regions and Areas. It was founded in 1996 at the Metropolitan Regions Conference, in Glasgow, with the support of the European Commission through DG XVI. The twin objectives of the Network are the exchange of knowledge on spatial planning and development issues between practitioners (politicians, officials and their advisers) and the contribution of the metropolitan dimension to European affairs.

Given the importance of effective spatial planning and development practice in contributing to the realisation of wider European goals and addressing the key issues outlined above, METREX has progressively developed the Practice Benchmark (see Background overleaf). Its purpose is to provide a practical tool to enable metropolitan regions and areas to self assess their practice and progressively make the improvements that are relevant and feasible in their own particular circumstances.

The Benchmark is not a prescription but a means through which spatial planning and development practice can be made more effective on a step-by-step basis. The 28 individual Benchmarks each include ladders of effectiveness, ranging from a baseline of effective practice, through improving practice, to most effective practice. This approach recognises that practitioners will all be starting a process of self-assessment from varying levels of practice.

The Benchmarks are essentially about what to do. However, there are certain aspects of practice, for example, assessing those aspects of spatial planning and development that are significantly market orientated, such as retailing, where how to assess and balance supply and demand is a practical issue. Here the Practice Benchmark offers technical amplification associated with the Benchmarks 17 to 20, which deal with Economic Development, Housing Development, Retailing Development and Transportation.

Although the Practice Benchmark is aimed primarily at those Functional Urban Regions and Areas (FURA) of metropolitan significance, it may also be of value to higher–level authorities, or FURA in general, when they are assessing their spatial planning and development practice.

BACKGROUND

1.0 The Porto Metropolitan Magna Carta 1999

In 1999 METREX and the Junta Metropolitana do Porto, with the support of the European Commission, convened the Porto Convocation of European Metropolitan Regions and Areas. An outcome was the Porto Metropolitan Magna Carta and its associated Practice Benchmark. The Metropolitan Magna Carta of Spatial Planning and Development Intent was signed by over 40 European metropolitan regions and areas and confirmed a common intention to,

- Pursue the aim of effective spatial planning and development at the metropolitan level in Europe, by promoting the necessary competence, capability and process.

The associated Practice Benchmark sets out how this aim might be progressed. Both the Porto Metropolitan Magna Carta and the Practice Benchmark can be downloaded from the METREX website at http://www.eurometrex.org

2.0 The Practice Benchmark 1999

The Practice Benchmark concluded that,

- A Practice Benchmark of this kind has to be promoted, developed, applied and reviewed to be effective and remain effective.

The Practice Benchmark contained 4 key Benchmarks (dealing with related aspects of competence, capability and process) supported by 13 Indicators of an effective technical spatial planning capability at the metropolitan level.

3.0 The InterMETREX Pilot Project 2000-2001

In 2000 METREX made a submission under the Interreg IIc programme of the European Commission to pilot the application of the Practice Benchmark in six European metropolitan regions and areas, namely, Glasgow (Lead Partner), Bradford, Dublin, Lille, Brussels and Rotterdam. These partners represented a range of differing spatial planning circumstances and therefore offered a good basis for the application and review of the Benchmark, in practice, as was envisaged.

The InterMETREX pilot project provided a basis for a review of the Benchmark. The Report of the project has also been published on the METREX web site at http://www.eurometrex.org

The Report contained 25 Indicators of effective metropolitan spatial planning competence, capability and process, each of which has 3 levels of effectiveness ranging from a minimum, through an increasing, to a maximum level. The purpose of this approach was to recognise that, although the maximum levels represent best practice, many metropolitan bodies may have to progress incrementally, over time, towards these. The Report therefore provided a means by which any metropolitan region and area could assess its practice, position itself, and progress to greater effectiveness in its spatial planning.

4.0 The Revised Practice Benchmark 2001

The Revised Practice Benchmark draws on the original Porto Benchmark and the findings of the InterMETREX project. It takes the 25 indicators of maximum effectiveness from the project, which collectively constitute best practice, and embodies the 13 indicators from Appendix A in the Porto Benchmark.

5.0 The SocioMETREX Project 2001-2003

Reports 1-7 on the four SocioMETREX Workshops (2001-2003) can be found on the METREX web site at www.eurometrex.org. Reports 5 and 6 (Thessaloniki Conference and possible SocioMETREX Outcomes) summarise the outcome of the Project. The Project showed that a sustainable environmental approach is of most benefit to those in social need. It is the deprived who cannot use the market economy to purchase a higher quality of life. It is for this reason that social sustainability is inextricably linked to economic and environmental sustainability and why a sustainable approach to spatial planning and development will be of most benefit to the deprived.

This Project also recognised that spatial planning and development action for sustainability has to be part of an integrated approach, at the level of the metropolitan region, by all the various social, economic and environmental stakeholders involved. Within this context (see Report 5 on the Thessaloniki Conference) the SocioMETREX project then concentrates on the contribution that the function of spatial planning and development can make to sustainability, and social sustainability in particular.

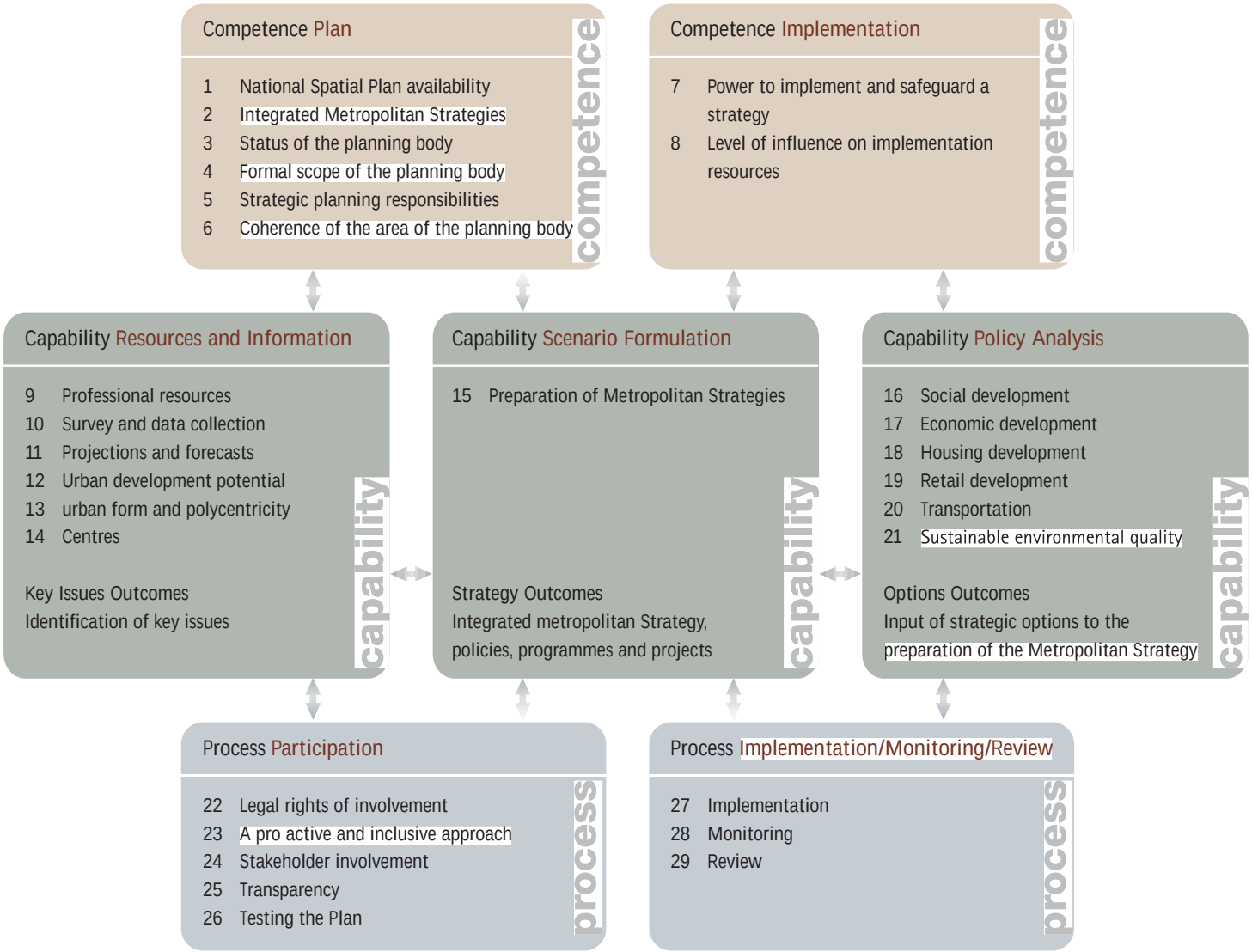
The Project concluded at the XIV Meeting of the METREX Network in Stuttgart in April 2003 with the addition of 4 benchmarks (Benchmark 2/2A, Benchmark 13 and Benchmark 14 below) to the METREX Practice Benchmark of metropolitan spatial planning practice for further consideration through the InterMETREX Project in the period 2004-2006.

6.0 InterMETREX Project 2000-2006

The European Spatial Development Perspective (ESDP) seeks to achieve a better urban balance across Europe and it is important that all of Europe's 100 or so larger metropolitan areas contribute collectively to this strategy through effective spatial planning and development practice. Every metropolitan region and area needs to address its weaknesses and support its strengths. The Revised Practice Benchmark is an aid to the achievement of this objective through the InterMETREX Project 2004-2006, extending and developing its application across the wider Europe of the European Union and central and eastern European countries (CEEC) (see also the related PolyMETREXplus Interreg IIIC project).

This Diagram summarises the current 29 Benchmarks within the METREX Practice Benchmark.

THE PRACTICE BENCHMARKS AND THEIR RELATIONSHIPS SUMMARISED BY COMPETENCE CAPABILITY AND PROCESS



SUMMARY DIAGRAM OF THE CURRENT 29 BENCHMARKS.

7.0 Clarification of terms. Functional Urban Regions and Areas (FURA)

ESPON, the European Spatial Planning Observatory Network, has developed the concept of Functional Urban Regions (FUR), meaning those coherent urban areas and their hinterlands that are closely interdependent and function, socially and economically, in a relatively self contained way. ESPON has identified some 1500 European FUR.

The Third Cohesion Report of the European Commission reflects the concept of FUR. The European Economic and Social Committee (EESC) has produced an own Opinion on Europe's metropolitan areas, for consideration by the European Parliament, which also reflects the FUR concept.

It is in this context that the Practice Benchmark has been modified to recognise that Functional Urban Regions and Areas (FURA) are now acknowledged European spatial planning units.

The term regions and areas has been adopted to reflect the fact that some FURA are recognised Regions and others are not, and in this way to be as inclusive as possible. METREX uses the term metropolitan to recognise the 120 or so European FURA that are of major significance in international, national or regional terms. They generally have significant gateway, transportation, economic, educational or cultural functions and are major centres, or polycentric clusters, of population.

The METREX Practice Benchmark is aimed primarily at those FURA of metropolitan significance but may be useful to all FURA.

8.0 Clarification of terms. Operational terminology used throughout the Practice Benchmark

Because the Benchmark has gown incrementally, since the Porto Convocation in 1999, to reflect the ongoing outcomes of the InterMETREX project, there is now a need to clarify some of the terms used and their meaning.

- *Metropolitan body/authority,* means the mechanism (which may be formal or informal), set up over a metropolitan area, with the authority to carry out the function of spatial planning and development function as well as other sectoral functions.

- *Metropolitan planning body/authority,* means the mechanism set up with the authority to carry out the spatial planning and development function only.

- *Integrated Metropolitan Strategy,* including a Vision and specific Goals, for FURA of metropolitan significance (some 120 out of the 1500+ identified by ESPON), means the integrated multi sectoral strategy prepared by a Metropolitan Authority.

- *Vision,* means a concise written/graphic statement to provide a medium to long term view of the sustainable social, economic, environmental and spatial future that is being sought and a clear focus for action by all the stakeholders.

- *Goals*, within the Vision, will reflect the key issues in prospect, their scale and significance, and set out how they are to be addressed.

- *Metropolitan Spatial Plan**, including a Metropolitan Spatial Strategy, policies, programmes and major projects, means the plan prepared and approved by a Metropolitan body/authority or planning body/authority.

- *Metropolitan Spatial Planning Strategy,* means the overall guiding direction and intent of spatial planning and development policies, programmes and major projects in the medium (10-15+ years) (see Diagram associated with Benchmark 2).

* Because planning is a general function carried out by most sectoral or territorial bodies, there has been a tendency to use alternative terms, such as Framework and Perspective, rather than Plan, which imply a more co-ordinational and directional approach. Metropolitan bodies/authorities have used terms such as Metropolitan Framework or Perspective rather than Metropolitan Spatial Plan.

9.0 The Benchmark in operation *(see also the Reports on the InterMETREX project on the METREX web site at www.eurometrex.org)*

The main purpose of the Benchmark is to enable practitioners in spatial planning and development at the metropolitan level (and other levels where circumstances apply) to self assess the effectiveness of their practice and consider what action they wish, or are able, to take to make improvements. The format of the Benchmark has been modified to include a series of indicators (in the form of questions that practitioners may wish to ask themselves) against which practitioners can make such assessments. These indicators are included after each of the 28 individual Benchmarks.

Practitioners are invited to carry out their self-assessments by taking the following approach.

- Achieving the most effective practice
- Achieving more than the baseline, but can improve
- Achieving a baseline of effectiveness

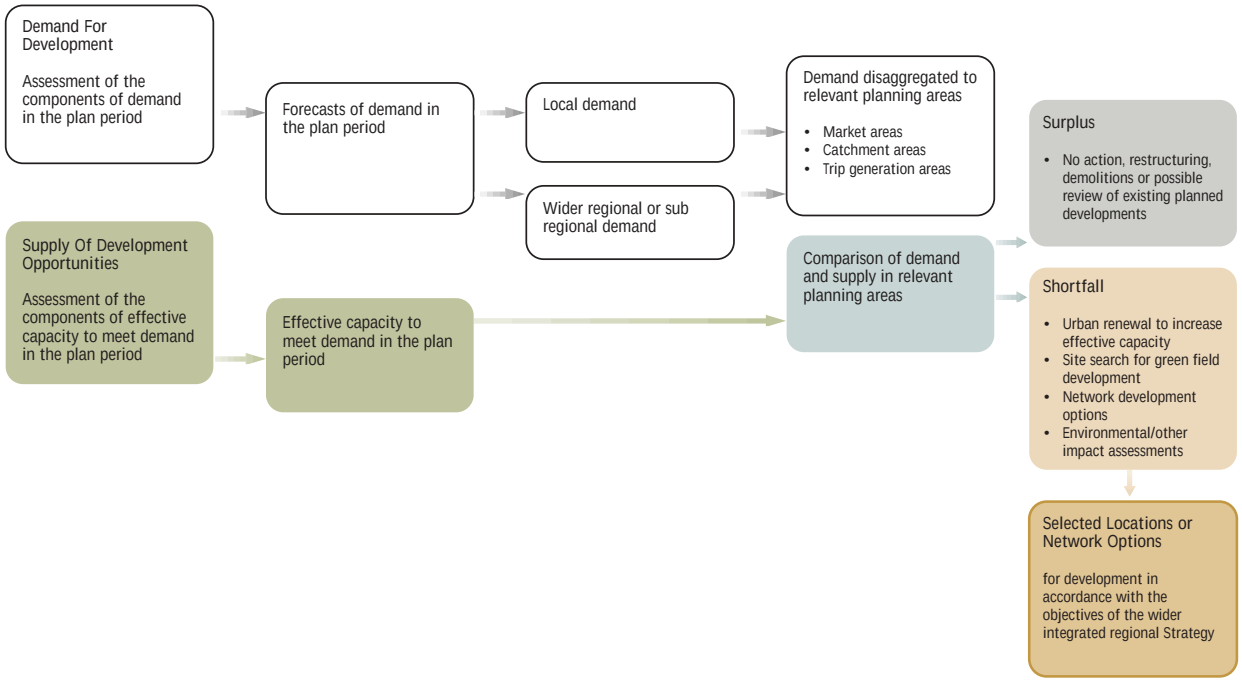
Benchmarks 15 to 21 are concerned with the ability of the Metropolitan Planning Body/Authority to analyse the respective key issues and formulate a Metropolitan Spatial Planning Strategy, and should not be confused with the existence of a policy on the issue. For example, a retail model in this context is an analytical tool and not a policy concept.

10.0 Technical amplification

Additions have been made to the text associated with Benchmarks 15 to 16 to amplify and clarify a technical basis for such analyses. These outline an assessment process that can provide the basis for informed decision making on those aspects of the Metropolitan Spatial Plan that are market related, that is, industry and business, offices, retailing, housing and transportation.

The Diagram summarises an approach to balancing supply and demand for such sectoral issues. The Diagram with Benchmark 15 shows how these inter related sectoral issues are considered within an overall integrated Metropolitan Spatial Planning Strategy.

There is a wide range of technical capability at the metropolitan level across the wider Europe of the EU27+. The text and diagrams associated with Benchmarks 15 to 20 offer a starting point from which metropolitan planning bodies can develop the technical capability appropriate to their own circumstances.



BENCHMARKS

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27. IMPLEMENTATION
28. MONITORING
29. REVIEW

1. HIGHER LEVEL CONTEXT *(for example, National Spatial Plans or plans for states or regional authorities)*

European nation states vary in their internal political and administrative structures. Some countries, such as Spain and Germany, have federal structures that recognise the autonomy of certain States or Regions. The availability of a National Spatial Plan, or a Spatial Plan for States or Regions, to provide a context for strategic planning at the metropolitan level, can make a major contribution to effective metropolitan spatial planning practice.

The concept of subsidiarity (decisions being taken at the level to which they apply) depends on spatial plans being in existence at European, (and in some cases transnational), national, state, regional, metropolitan and local (city, town or community) levels.

Plans at all levels should comprise,

* A spatial planning strategy setting out the outcome sought in the medium or longer term and the broad direction and level of urban and environmental change required to achieve this.

* The key sectoral and area policies, programmes and projects that have been adopted to achieve the strategy.

BENCHMARK 1

A higher level context (for example, National Spatial Plans, or plans for States or Regions), should define,

1. A longer-term vision for the social and economic development of the country, state or region and the role of metropolitan areas within this.

2. The demographic, migrational and sectoral economic change that such a vision implies.

3. An integrated transportation strategy for the national and regional road and rail network, national and regional ports and airports, and national and regional terminals and interchanges.

4. Investment programmes and projects for national and regional infrastructure.

5. Natural and urban heritage resources of national or regional significance.

INDICATORS FOR BENCHMARK 1	EFFECTIVENESS		
Higher level context - i.e. clarity of national, state or regional planning context.	Minimum	Increasing	Maximum
Has the National or State Government, or Regional Authority, prepared an integrated National (or equivalent) Spatial Development Plan to frame the Metropolitan Spatial Plan within declared national, state or regional priorities?	☐	☐	☐
Does the National or State Government, or the Regional Authority, agree a long-term plan and/or programme for sector specific policy issues?	☐	☐	☐
Does the National or State Government, or the Regional Authority, provide, as a minimum approach, a set of policy guidelines for specific planning sectors, which metropolitan bodies should incorporate into their Metropolitan Spatial Plans?	☐	☐	☐

2. INTEGRATED METROPOLITAN STRATEGIES FOR SUSTAINABLE DEVELOPMENT

A sustainable approach to improving the quality of life in metropolitan areas will require integrated social, economic, environmental and spatial action.

In order to bring about an improvement in the wellbeing of metropolitan areas as a whole,

- Social action will cover such issues as housing, health, education, security, culture, social cohesion and governance
- Economic action will cover such issues as higher education, research, training, investment and support for enterprise
- Environmental action will cover eco-systems, natural and urban heritage resources and environmental recovery
- Spatial action will include urban form, land use, centres and infrastructure including transportation.

These inter-related issues can be addressed best through the formulation of an Integrated Metropolitan Strategy for sustainable development produced and agreed by the various public, private and voluntary sector stakeholders concerned and with the active participation of the public.

Whilst spatial planning and development has an important part to play in moving towards a more sustainable future it is only one of a number of related functions that have to integrate their activities in a mutually supportive way. Such an Integrated Metropolitan Strategy will provide the necessary context for coherent spatial planning and development at the metropolitan and community levels. For example, action on a range of social issues, such as education and security, can provide greater confidence in the continuing viability of vulnerable areas as attractive areas in which to live and work. In this way they can support programmes and projects for urban renewal and regeneration.

BENCHMARK 2

Integrated Strategies for the sustainable development of metropolitan areas (Functional Urban Regions or Areas (FURA) of metropolitan significance) should include,

1. An assessment of the key social, economic, environmental and spatial issues in prospect over the medium to longer-term (10-15+ years)
2. A SWOT (strengths, weaknesses, opportunities and threats) analysis based on this assessment
3. A medium to longer term Vision for the sustainable social, economic, environmental and spatial development of the FURA that will provide a clear focus for action by all stakeholders
4. Specific goals, within the Vision, reflecting the key issues in prospect, their scale and significance and how they are to be addressed
5. Sectoral and community objectives, to reflect the action and resources required to address the key issues in prospect effectively
6. Indicators for assessing progress in achieving goals and objectives on a sustainable basis
7. Procedures for monitoring and review

INDICATORS FOR BENCHMARK 2		EFFECTIVENESS		
		Minimum	Increasing	Maximum
Integrated Metropolitan Strategies - i.e. how far is the competence of the metropolitan spatial planning body to prepare the metropolitan spatial Plan supported by the availability of a wider Integrated Metropolitan Strategy covering the broad socio-economic future of the area and incorporating goals for those aspects of socio-economic action which do not feature in spatial plans, e.g. action to promote social cohesion or programmes to promote the acquisition of new skills? To what extent is the metropolitan planning body involved in the preparation of an Integrated Metropolitan Strategy in conjunction with other stakeholders in the area?	Is the mandate of the metropolitan spatial planning body supported by the availability of a formal Integrated Metropolitan Strategy?			
	Is the mandate for of the metropolitan spatial planning body supported by an agreed statement with key stakeholders on the broad socio-economic future of the area?			
	Is the mandate of the metropolitan spatial planning body supported by key stakeholders on the basis of mutually agreed and co-ordinated action?			
Integrated Metropolitan Strategies should be based on an agreed Vision and a set of related Goals.	Does the Integrated Metropolitan Strategy set out an explicit Vision for the area concerned and a set of related Goals to achieve the Vision?			
	Does the Integrated Metropolitan Strategy set out a general vision?			
	Is the Integrated Metropolitan Strategy the vision?			

Integrated Metropolitan Strategies, Metropolitan Spatial Planning and sustainability

Integrated Metropolitan Strategies for the sustainable development of metropolitan areas will provide the context (Vision and Goals) within which the Metropolitan Spatial Plan can be prepared on a similarly sustainable basis. The Sustainability Checklist, from the SocioMETREXproject (2003), has been introduced at this point to demonstrate the contribution that the function of spatial planning can make to a sustainable approach to urban affairs. It also provides a checklist against which metropolitan bodies can assess the sustainability of their spatial planning practice.

SUSTAINABILITY CHECKLIST

Maintenance of high and stable levels of economic growth

1. Accessibility to metropolitan interchanges for the modal transfer of people and goods
To reduce the need for road travel and to facilitate the efficient import and export of goods

2. Effective primary transport network
To minimise congestion and facilitate the efficient movement of goods

3. Good public transport to the main centres of employment
To widen their accessibility to the labour market

4. Adequate economic development opportunities
To accommodate business needs

Social progress, which recognises the needs of everyone

5. Balanced distribution of population, housing, employment and services
To facilitate accessibility between activities

6. Where there is an unequal distribution of employment and services, take action to reduce disparities
To make the urban area more equitable

7. Where there is poor accessibility to employment and services, take action to improve this
To make the urban area more equitable

8. Adequate housing in terms of size, tenure and affordability
To provide an acceptable and affordable home for every household

9. Identify areas that suffer from multiple deprivation
To focus integrated remedial action

10. Acceptable environmental standards within urban areas in terms of noise and air pollution
To protect and improve the health of residents and workers

11. Provision of a linked network of open space
To provide access to recreational opportunities for all

Effective protection of the environment

12. Safeguard and enhance the quality and character of the landscape
To protect the setting of metropolitan areas

13. Safeguard and enhance the quality and character of the urban heritage of buildings and public spaces
To make metropolitan areas more attractive places in which to live and work

14. Safeguard and enhance biodiversity
To contribute to better ecological balance

15. Safeguard and enhance water catchment areas
To maintain and improve the quality of water supplies

16. Safeguard the capacity of flood plains from development
To reduce the risk of flooding

Prudent use of resources

17. Maximise urban development capacity through the reuse of urban land and buildings
To reduce the need for urban expansion

18. Protect high quality agricultural land from development
To sustain this resource for future generations

19. The planned development of mineral extraction
To reduce the consumption of minerals from primary sources (optimise recycling)

20. Within a waste management strategy of waste reduction, recycling, treatment and disposal, enable the development of waste management facilities
To facilitate a more sustainable approach

3. THE STATUS OF THE STRATEGIC METROPOLITAN PLANNING BODY

A strategic metropolitan planning body is most effective when it can determine conflicts of interest within its area. Through public participation in the process of plan formulation it can seek to obtain the highest possible level of support for the preferred metropolitan strategy and its related policies, programmes and projects. However, there will inevitably be occasions when differences of opinion between communities or public or private interests have to be balanced and resolved in the wider interest of the metropolitan area as a whole.

BENCHMARK 3

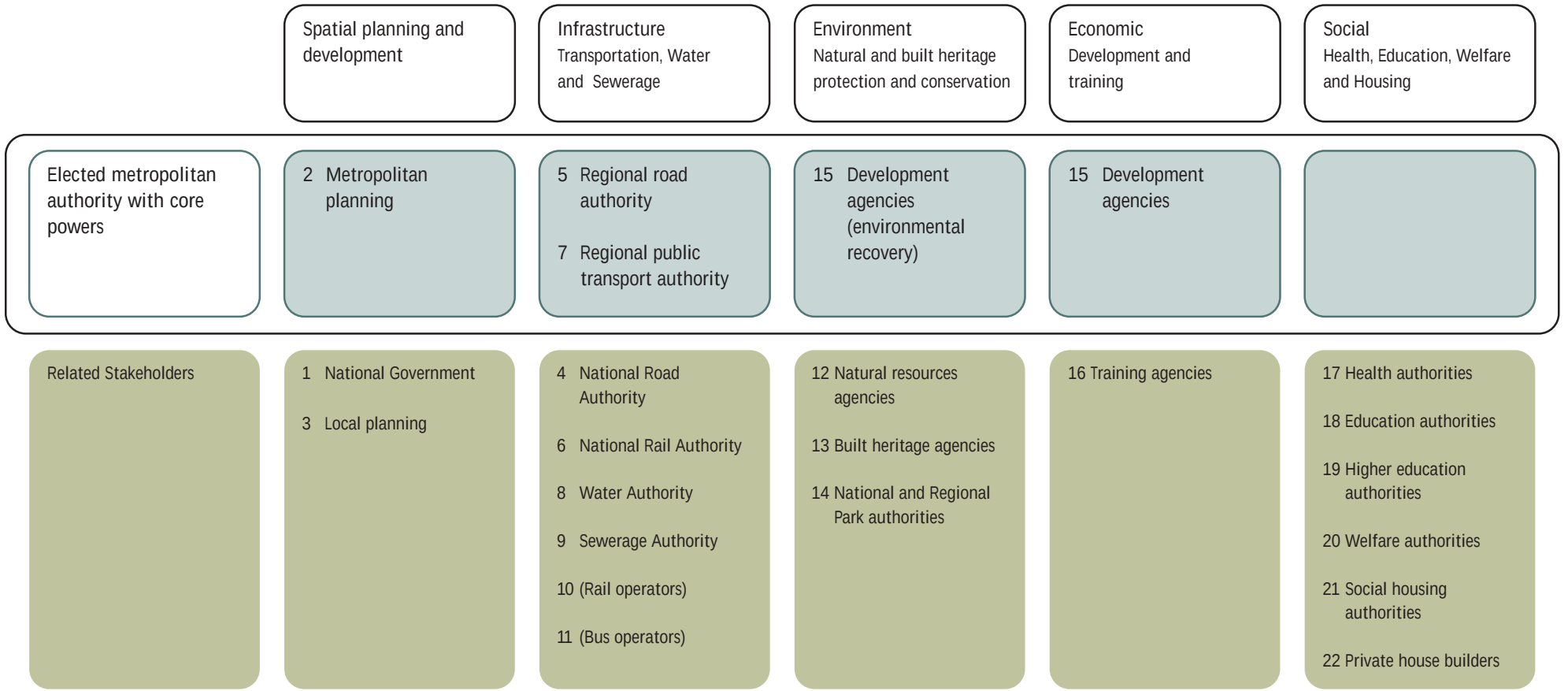
The most effective administrative arrangement for spatial planning at the metropolitan level is a single legally constituted metropolitan planning body with the power to produce, adopt and sustain a metropolitan spatial development Plan and its supporting Strategy, policies, programmes and projects.

INDICATORS FOR BENCHMARK 3	EFFECTIVENESS		
The status of the metropolitan planning body - i.e. legal and statutory basis for action.	Minimum	Increasing	Maximum
Is the metropolitan planning body a single entity, framed by statutory law or constitution, and charged with responsibility to undertake spatial planning?	☐	☐	☐
Does the metropolitan planning body undertake its statutory spatial planning as part of a formal joint partnership or other joint mechanism shared with other public bodies, authorities and stakeholders?	☐	☐	☐
Does the metropolitan planning body participate in spatial planning as part of a non-statutory advisory group?	☐	☐	☐

The Diagram below shows one option for a metropolitan authority or body, with selected powers only to address specific and inter-related issues. Other options could include a authority with a full range of powers or a body with spatial planning powers only. The portfolio of competences given to a metropolitan body/authority will normally reflect the key strategic issues that need to be addressed effectively and their scale, extent and significance.

The Diagram also illustrates the range of stakeholder interests that will have a contribution to make to the spatial planning process.

ELECTED METROPOLITAN AUTHORITY WITH CORE PLANNING,OPERATING AND MANAGING POWERS
22 primary stakeholders in the metropolitan strategic planning and development process (denotes privatised).



4. THE FORMAL SCOPE OF THE METROPOLITAN PLANNING BODY

The overall objective of strategic spatial planning at the metropolitan level is to meet the social and economic needs and demands of the area in the most sustainable way possible. This means that the planning authority must have the formal scope to do this.

BENCHMARK 4

The terms of reference for a metropolitan planning body should require it to have regard to,

1. Social and economic factors in assessing spatial planning and development needs and demands.
2. The relationship between transportation and spatial planning.
3. The relationship between environmental considerations and spatial planning.
4. The inter relationships between all these factors.

INDICATORS FOR BENCHMARK 4	EFFECTIVENESS		
	Minimum	Increasing	Maximum
The formal scope of the metropolitan planning body - i.e. the scope of its mandate. Category A does not imply that the body has the legal responsibility for these matters. It means that it is charged with the responsibility to take them into account.			
a. Does the scope of the metropolitan spatial planning body cover all four primary components of sustainable development planning i.e. social, economic, transportation and environment?	☐	☐	☐
b. Does the scope of the metropolitan spatial planning body cover only land-use and transportation, with economic development and social issues mandated to other bodies?	☐	☐	☐
c. Does the scope of the metropolitan spatial planning body cover only land-use development planning at the strategic level, with the other categories mandated to other bodies?	☐	☐	☐

5. STRATEGIC PLANNING RESPONSIBILITIES

In most European metropolitan areas there are a variety of bodies and authorities with responsibilities that are related to spatial planning that need to be integrated into the strategy making process. These stakeholders should include,

- Bodies with responsibility for specific social functions such as welfare, education and health and also for wider spatial planning issues such as social inclusion.
- Bodies with responsibility for specific economic functions such as promotion and training and also for wider spatial planning issues such as economic development and environmental renewal.
- Transportation authorities or companies with specific responsibility for operating the road or rail networks and services and also with wider spatial planning interests in urban change and the location of development.
- Environmental authorities or bodies with specific responsibility for safeguarding natural or urban heritage resources but also with wider spatial planning interests in sustainability.

The Diagram on page 14 sets out these related responsibilities to illustrate the need for an integrated approach to spatial planning and development at the metropolitan level involving all these key stakeholder interests. However, strategic planning will not usually be the primary function of such stakeholders.

BENCHMARK 5

The most effective mechanism for integrated strategic planning at the metropolitan level is an authority on which all key functions (social, economic, transportation, environmental and spatial) are represented and which has the power to prepare, adopt and sustain a spatial Plan which is binding on all parties.

Such a Plan should be subject to an inclusive and transparent process of public participation (see Benchmarks 22 to 25) and to the acceptance by national/state government, or higher level authority, of its conformity with the National (or equivalent) Spatial Plan.

INDICATORS FOR BENCHMARK 5		EFFECTIVENESS		
		Minimum	Increasing	Maximum
Strategic planning responsibilities (social, economic, transportation and environmental functions) - i.e. the outcome of metropolitan planning responsibilities	5.1 Social functions	☐	☐	☐
	5.2 Economic functions	☐	☐	☐
	5.3 Transportation functions	☐	☐	☐
	5.4 Environmental functions	☐	☐	☐

The same type of question applies to all functions:

a. Is land-use and development planning in the Metropolitan Spatial Plan fully integrated with the other key categories of social development, economic development and transportation and environmental planning, to produce a holistic and integrated approach to strategic planning in the area? If, for example, the metropolitan authority is also responsible for the economic function it could be said to be fully integrated and categorised as (a).

b. Are the related themes of social, economic, transportation and environmental planning linked to land-use and development planning through some other mechanism, for example, a related organisation such as a Strategic Transportation Planning Board, rather than being fully integrated into the Plan?

c. Are these related themes of social, economic, transportation and environmental planning kept wholly separate from land-use and development planning and produced as related sectoral plans?

6. LEVEL OF COHERENCE OF THE AREA OF THE PLANNING BODY

In order to ensure that the integrated approach described above is effective the strategic planning body should operate over a coherent metropolitan area. This means the Functional Region or Area (FURA). FURA are those coherent urban areas and their hinterlands that are closely interdependent and function socially and economically in a relatively self-contained way.

BENCHMARK 6

A metropolitan planning area should reflect the,

1. *Journey to work* commuting catchment area.
2. Public transport system area.
3. Housing market area.
4. Retail catchment area of the shopping centres of metropolitan significance.
5. Hydrological catchment area (relevant to the environment of the metropolitan area).

INDICATORS FOR BENCHMARK 6	EFFECTIVENESS		
	Minimum	Increasing	Maximum
Level of coherence of the area of the metropolitan body - i.e. is the metropolitan area a coherent planning unit (a FURA)? A low level of self-containment will indicate that the boundary of the metropolitan body effectively shares the FURA with other planning bodies. In this event there will be a need for joint strategic planning.			
There are five different catchment geographies suggested for measuring self-containment or coherence of the planning area:			
6.1 Commuting catchment	☐	☐	☐
6.2 Public transport network catchment	☐	☐	☐
6.3 Housing market	☐	☐	☐
6.4 Retail catchment	☐	☐	☐
6.5 Hydrological catchment	☐	☐	☐
The same type of question applies to all catchment measures:			
a. Does more than 95% of the daily population live within the journey-to-work catchment?			
b. Does between 66% and 95% of the daily population live within the journey-to-work catchment?			
c. Does less than 66% of the daily population live within the journey-to-work catchment?			

7. POWER TO IMPLEMENT AND SAFEGUARD A METROPOLITAN SPATIAL STRATEGY

A spatial Strategy that is approved by a metropolitan planning body, after a proper process of public participation and government approval, should be binding on key stakeholders (public and private) and related levels of local planning.

In these circumstances the need for the metropolitan planning body to use its powers to safeguard the approved Strategy from major incompatible developments or incremental erosion from numerous small-scale developments should be limited. However, there will inevitably be occasions when such powers will be needed to resolve conflicts of interest or to safeguard the integrity of the Strategy.

BENCHMARK 7

A metropolitan planning body should have the power to require local plans (for cities, towns or communities or planning applications of metropolitan significance (single large scale or numerous small-scale developments) to accord with the approved spatial planning Strategy.

INDICATORS FOR BENCHMARK 7	EFFECTIVENESS		
Powers to implement and safeguard a spatial planning Strategy - i.e. is the metropolitan planning body empowered through the Metropolitan Spatial Plan to control development - i.e. the regulatory role?	Minimum	Increasing	Maximum
a. Does the planning body have powers to ensure that development always conforms to the Metropolitan Spatial Plan, and that the Plan controls development, including the ability directly to take decisions on individual projects away from lower-tier authorities?			
b. In terms of the Plan, when decisions are taken on individual development projects, is the Plan only one factor amongst many others that have to be considered?			
c. In terms of deciding upon individual development projects, is the influence of the planning body, and the Plan, limited to giving advice and comment to others who will take the final decision?			

8. LEVEL OF INFLUENCE ON IMPLEMENTATION RESOURCES

If the key public sector stakeholders are members of a metropolitan planning authority then a high level of commitment to, and support for, the spatial Plan should be able to be obtained. The Plan will then be a major influence in directing investment in support of the metropolitan Strategy.

However, there may be occasions when the interpretation of the requirements of the Plan becomes an issue or when stakeholders simply disagree. When alternative public sector investment priorities would prejudice the achievement of the Plan, national or state government, or a higher-level authority, may have to arbitrate.

BENCHMARK 8

A metropolitan planning body should have the power to require public bodies to have regard to the metropolitan Strategy and the right to bring non-conforming policies, programmes or proposals to the attention of the National or State Government, or Regional Authority, for resolution.

INDICATORS FOR BENCHMARK 8	EFFECTIVENESS		
Level of influence on implementation resources - i.e. how much control does the metropolitan body exercise over the resources necessary to implement your strategy - i.e. the proactive leadership role?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan direct the resources of all public agencies and government bodies in support of its aims and objectives, i.e. joined-up government, and also direct private investment such that all development resources are geared to and controlled by the Plan?			
b. Does the Plan work more on the basis of formal negotiated commitment from partners, rather than absolute direction from the Plan?			
c. Is the Plan actually separated completely from its implementation and delivery, which then relies upon the advice, recommendations and network building skills of the metropolitan body to line up resources for its delivery? Could the proposals in the plan be described as aspirational?			

9. PROFESSIONAL RESOURCES

Spatial planning at the metropolitan level is concerned with key strategic issues that require a longer-term approach. The process of data collection, analysis, the formulation of a Strategy and associated policies, programmes and projects, and their subsequent monitoring and review requires the allocation of professional resources on a continuing basis. A permanent dedicated professional team will provide the necessary continuity and commitment and develop expertise from experience.

BENCHMARK 9

A metropolitan planning body will benefit from the services of a permanent professional planning team to provide the expertise and experience required to sustain the ongoing longer term planning process and to enable informed decision making.

INDICATORS FOR BENCHMARK 9	EFFECTIVENESS		
Professional Resources - i.e. what professional staff resource is available to the metropolitan body to undertake spatial planning?	Minimum	Increasing	Maximum
a. Does the metropolitan body have a professional team dedicated to it's spatial planning mandate?	☐	☐	☐
b. Does the metropolitan body have a professional team, which comprises staff on temporary secondments from other organisations to produce the Metropolitan Spatial Plan, rather than a dedicated long-term team?	☐	☐	☐
c. Is the team constituted by ad hoc allocations of staff from other organisations or consultancies and does it change on a frequent basis?	☐	☐	☐

10. SURVEY AND DATA COLLECTION

The partners in the strategic planning authority (see Benchmark 5) will all be able to contribute information, experience and expertise to the metropolitan planning process as will the constituent local (city, town and community) authorities. It will be important that surveys and data collection are organised to agreed standards, that is, to agreed definitions, time periods and geographic areas, to enable analysis and planning at the metropolitan level. Such standards should be reasonable, having regard to the key strategic issues being addressed in the spatial Plan, the analyses needed and the resources available to the contributing public or private bodies involved.

BENCHMARK 10

A metropolitan planning body should have the authority to set reasonable standards for the collection of the key data that is needed for spatial analysis and planning at the metropolitan level and to require that these be met.

The key data that is needed is set out in Benchmarks 11 to 21.

INDICATORS FOR BENCHMARK 10	EFFECTIVENESS		
Survey and data collection - i.e. how rigorous are the factual data required to support the metropolitan Strategy and policy formulation?	Minimum	Increasing	Maximum
Do the planning databases of the metropolitan body comprise data collected to a standard agreed with and adhered to by all data providers and are they capable of integrated spatial analysis?	☐	☐	☐
Do the planning databases comprise data collected to standards agreed with all data providers?	☐	☐	☐
Do the planning databases comprise data that is often non-standard and therefore requires professional resources to reconcile the data and make it available for compatible analysis?	☐	☐	☐

11. PROVISION OF SOCIAL AND ECONOMIC PROJECTIONS AND FORECASTS AS A CONTEXT FOR STRATEGIC AND LOCAL PLANNING

From the agreed metropolitan data sources, and from national sources such as the census, the metropolitan planning body will be able to carry out projections and forecasts to provide a social and economic context for the investigation of strategic planning scenarios and policy options and for local planning.

BENCHMARK 11

The social and economic context for strategic and local planning that will normally be prepared by a metropolitan planning body should include,

1. Population, age group and household projections and forecasts interpreted for metropolitan planning areas such as journey to work areas, housing market areas or retail catchment areas.

2. Economic projections and forecasts (including sectoral economic projections and forecasts) interpreted for metropolitan planning areas.

3. Investigation of alternative socio-economic futures as inputs into spatial (which includes transportation and environmental) scenario planning.

4. Investigation of future levels and patterns of income and consumer expenditure (consistent with the economic forecasts) as an input into interactive transportation, housing and retail demand models.

5. Assessment of social inclusion as an issue arising from the above factors and the urban potential assessment (see also Benchmarks 12 and 16)

INDICATORS FOR BENCHMARK 11		EFFECTIVENESS		
		Minimum	Increasing	Maximum
Preparation of forecasts and projections - i.e. how effective are the forecasts and projections which frame the Plan?				
There are four areas of forecasts and projections which are fundamental to Metropolitan Spatial Plans:	11.1 Demographic and household			
	11.2 Economic			
	11.3 Transportation			
	11.4 Retailing			
The same type of question applies to all functions: a. Are forecasts and projections prepared specifically for the metropolitan area and are they internally consistent between the different sets, one to the other? For example, the transportation forecasts should incorporate the demographic forecasts and should reflect the growth rates set out or implied in the economic forecasts. Are the forecasts actually controlled to or reconciled with other forecasts and projections prepared by higher-level bodies e.g. national, state or regional governments? b. Are forecasts and projections effectively stand-alone in being prepared solely for the metropolitan area, without internal consistency and reconciliation to other wider data sets? c. Are the forecasts and projections simply derived from wider contextual forecasts and projections, such as those of the national government, then simply pro-rated to the metropolitan area on a population or other basis?				

12. URBAN DEVELOPMENT POTENTIAL

Within mature European metropolitan regions the key issue is very often the need to balance the demand for development with the development potential within urban areas and the need for their extension. It is therefore important that the strategic planning authority should have the most complete and up to date assessment of urban development potential available to it as is possible.

BENCHMARK 12

A metropolitan planning body should have the power to carry out an urban potential assessment with the active co-operation and participation of the local (city, town and community) authorities. This should assess the development potential of,

1. Zoned land.
2. Land and buildings with potential for reuse or alternative use.
3. The intensified use of urban areas.
4. *Windfall* urban capacity (for example, from anticipated industrial restructuring)

and include an assessment of residual land requiring environmental treatment.

INDICATORS FOR BENCHMARK 12	EFFECTIVENESS		
	Minimum	Increasing	Maximum
Urban development potential - i.e. how does the metropolitan body substantiate the development potential within the urban area in order to strike a balance between urban renewal and extensions to the urban area?			
a. Does the metropolitan body undertake a full survey and assessment of long-term urban development potential, including current sites and buildings, sites which potentially may arise through land-use change (e.g. the concept of windfall sites) and the scope for intensification?	☐	☐	☐
b. Does the metropolitan body undertake a full survey and assessment of long-term urban development land, but restrict it to zoned development land and known future reserves?	☐	☐	☐
c. Does the metropolitan body undertake a full survey and assessment of long-term urban development land, but restrict it to zoned development land allocations?	☐	☐	☐

13. URBAN FORM AND POLYCENTRICITY

A polycentric approach to urban restructuring and development is particularly appropriate to European metropolitan regions and areas because of their strong focus on centres and their tradition of public transport orientated, compact, mixed use urban form.

A polycentric approach helps to reduce the need to travel by offering accessibility, on foot and by public transport, to compact urban areas focussed on attractive centres. It is applicable to the longer term restructuring of existing urban areas or to their extension. It is central to sustainable spatial planning and development for balanced urban renewal and development, economic competitiveness, social cohesion and accessibility.

BENCHMARK 13

A polycentric approach to the restructuring or extension of metropolitan areas based on compact development, mixed use, public transport orientated development focussed on centres will assist in achieving balanced urban renewal and development, economic competitiveness, social cohesion and accessibility. It will provide the strategic framework for local community programmes and projects.

INDICATORS FOR BENCHMARK 13	EFFECTIVENESS		
Urban form and polycentricity - i.e. given the central policy theme of Polycentricity in the ESDP, how does the Metropolitan Spatial Plan interpret and articulate this policy?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan include a formal polycentric metropolitan strategy in terms of urban functions and urban restructuring and/or urban growth?			
b. Does the Plan seek to develop urban areas in a compact mixed-use manner structured around public transport services?			
c. Does the Plan only have the capability to develop urban areas in a compact mixed-use manner?			

14. CENTRES

City and town centres have been the traditional focal points of urban life. They originated because of their accessibility, before the growth in car ownership undermined them environmentally and led to the decentralisation of core functions and activities (retailing, entertainment, education, culture and business). They contain much of Europe's rich urban heritage of buildings, streets and public spaces. They often remain the focal points of public transport and interchange.

However, they have sometimes lost their vitality and viability, comfort and security. They retain their traditional qualities for the disadvantaged, who are not able to buy into the car-based way of life. They are also important to the image and identity of metropolitan areas and give them their individuality and character. The necessity to sustain and restore European city and town centres is now recognised as an essential first step to better urban balance, competitiveness, cohesion and accessibility.

This approach needs positive environmental action within centres and positive strategic metropolitan policies to confirm centres as the preferred location for core functions and activities and to control their decentralisation. They are key focal points for a polycentric approach to metropolitan spatial planning and development.

BENCHMARK 14

City and town centres need to be sustained and rejuvenated as the preferred locations for core metropolitan functions such as retailing, entertainment, culture, education and business to enable them to act as the focal points for a polycentric approach to urban spatial planning and development.

INDICATORS FOR BENCHMARK 13	EFFECTIVENESS		
Centres - i.e. given the central importance of metropolitan areas to EU policies in the ESDP, how does the metropolitan body handle the central policy issue of the future of City and Town centres in its Metropolitan Spatial Plan?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan give City and Town Centres paramount importance as the focal points of a polycentric strategy, with appropriate regulatory policies to prevent the dispersal of City and Town Centre core functions?	☐	☐	☐
b. Does the Plan identify City and Town Centres as the preferred locations for core metropolitan functions, but without regulatory policies to enforce this?	☐	☐	☐
c. Does the Plan identify City and Town Centres as locations which need action to sustain and rejuvenate their core metropolitan functions?	☐	☐	☐

15. PREPARATION OF METROPOLITAN STRATEGIES

The formulation of a metropolitan strategy involves an interaction between the context provided by Benchmarks 11 to 14 and sectoral policy options for the most common key strategic metropolitan issues, arising from the application of Benchmarks 16 to 21. These will most probably concern,

* Social development (including areas of multiple deprivation)
* Economic development (including industrial, business, office and tourism development).
* Housing development (including the public and private sectors).
* Retail development.
* Transportation (including road, rail, air and maritime transportation).
* Sustainable environmental quality (including natural and urban heritage resources).

BENCHMARK 15

A metropolitan strategy should result from the assessment of integrated scenarios that consider the social and economic context, urban development potential, social, economic, housing, retail and transportation development issues and options and sustainable environmental quality.

INDICATORS FOR BENCHMARK 13	EFFECTIVENESS		
Preparation of strategic scenarios - i.e. does the metropolitan body undertake scenario planning as part of its long-term strategy and how is this work undertaken?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan give City and Town Centres paramount importance as the focal points of a polycentric strategy, with appropriate regulatory policies to prevent the dispersal of City and Town Centre core functions?			
b. Does the Plan identify City and Town Centres as the preferred locations for core metropolitan functions, but without regulatory policies to enforce this?			
c. Does the Plan identify City and Town Centres as locations which need action to sustain and rejuvenate their core metropolitan functions?			

A sustainability assessment

The components of a sustainability assessment include the,

- demand for development arising from the individual urban development assessments (housing, industry and business, offices and retailing)
- opportunities these offer for integrated urban renewal or urban extension

and the implications for

- transportation action including demand management or network extension
- environmental action including the reduction of existing pollution (air, noise), treatment of contamination (land, water), conservation of urban heritage and compensatory action for environmental impact
- social and economic action to address issues of inclusion and deprivation

There will be a process of evaluation to assess and weigh all these inter related factors and to select a strategy that offers the best balance between them, having regard to the over riding need for a sustainable approach.

An integrated metropolitan spatial planning Strategy

The components of an integrated Strategy include,

- policies, programmes and proposals for housing, industry and business, offices and retailing development
- opportunities for integrated development, transportation and environmental action areas
- policies, programmes and proposals for social and economic inclusion, including health, welfare, education, training and security
- policies, programmes and proposals for environmental action to remedy eliminate or alleviate existing deficiencies and compensate for the impact of new development where necessary
- policies, programmes and proposals for integrated transportation action

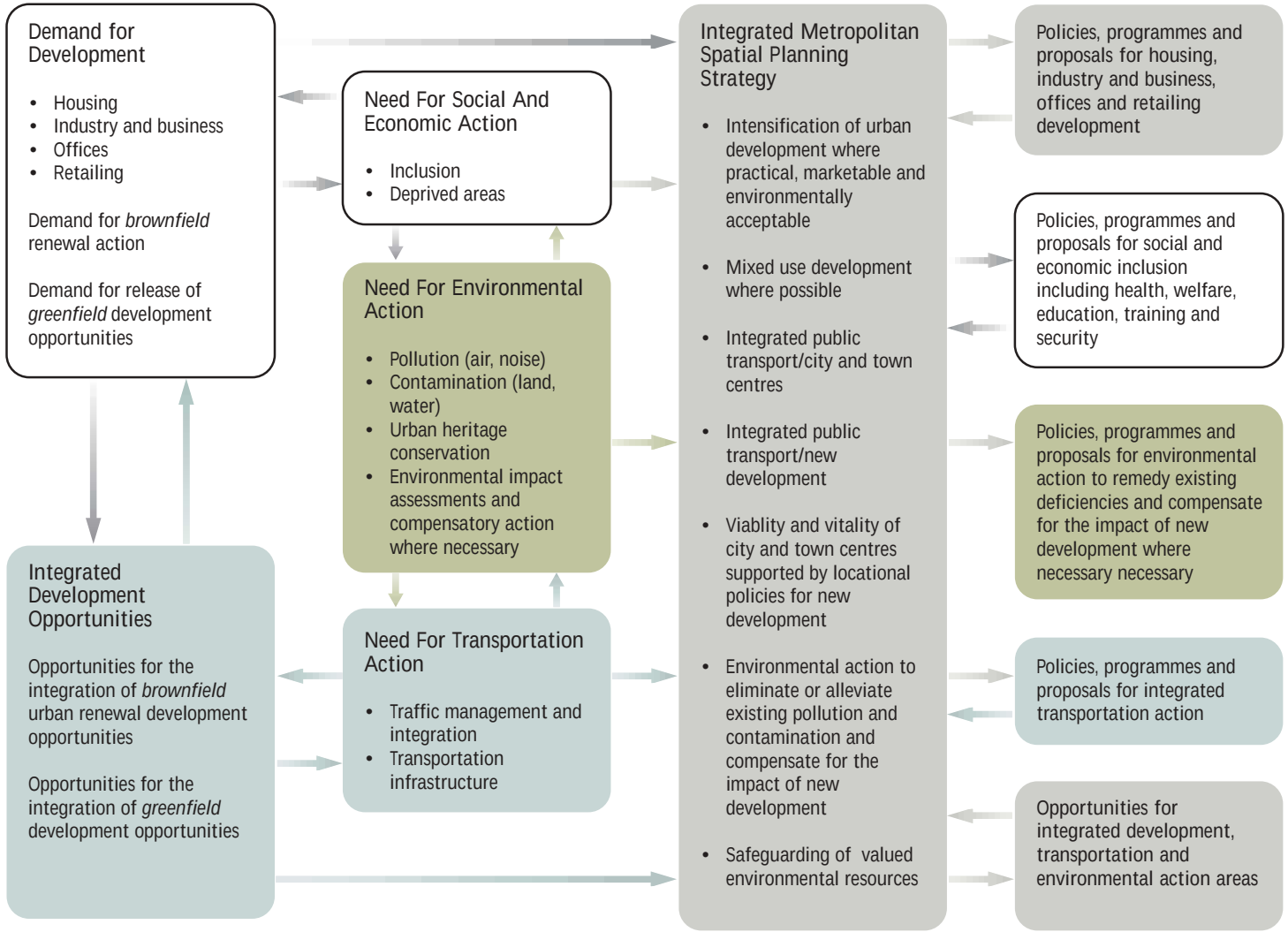
These components will generally contribute to a polycentric strategy (see Benchmarks 14 and 15), which will reflect the following policy directions,

- intensification of urban development where practical, marketable and environmentally acceptable
- mixed use development where possible
- integrated public transport/city and town centres
- integrated public transport/new development
- vitality and viability of city and town centres supported by locational policies for new urban development (particularly offices and retailing)
- environmental action to eliminate or alleviate existing pollution and contamination and compensate for the impact of new development
- safeguarding valued environmental resources

Spatial planning practice will be more effective if metropolitan strategies can be produced that can be seen to consider the main components of demand for urban development in an integrated and sustainable way. The extent to which the above approach can be followed will depend on the collective capability of the stakeholder interests directly involved.

The following Diagram shows the relationships between the components of an integrated metropolitan spatial planning Strategy for sustainable polycentric development

THE INTERRELATED ACTION INVOLVED IN THE PREPARATION OF AN INTEGRATED METROPOLITAN SPATIAL PLANNING STRATEGY FOR SUSTAINABLE DEVELOPMENT ON A POLYCENTRIC BASIS



16. SOCIAL DEVELOPMENT

Social exclusion has become a key issue in many metropolitan areas as a result of social and economic change and migration within and between urban areas. An inclusive approach requires consideration of these factors and their relationship to urban conditions (see also Benchmarks 11 and 12). Areas of multiple deprivation will require integrated social, economic and physical action. Spatial planning can also promote social inclusion through strategic policies for urban renewal and regeneration and urban accessibility.

BENCHMARK 16

Analyses for the formulation of social policy options at the metropolitan level should normally include,

1. An analysis of social and economic change and urban migration.
2. An analysis of urban conditions.
3. An analysis of areas of multiple social, economic and physical deprivation.
4. An assessment of the inter related spatial planning and socio-economic action required to relieve deprivation and promote social inclusion.

INDICATORS FOR BENCHMARK 16	EFFECTIVENESS		
	Minimum	Increasing	Maximum
Social issues - i.e. how does the metropolitan body undertake the analysis of social issues and incorporate these into its Metropolitan Spatial Plan?			
a. Does the Metropolitan Spatial Plan include an assessment of the development planning implications of urban and rural social exclusion and provide a development response?	☐	☐	☐
b. Does the Plan simply identify areas of multiple deprivation and social exclusion as factors to be considered in Plan policy?	☐	☐	☐
c. Does the Plan limit its coverage of social issues to an assessment of changing trends and characteristics of the various exclusion client groups?	☐	☐	☐

17. ECONOMIC DEVELOPMENT

In identifying the strategic economic development issues and options a metropolitan body will normally need to consider the demand and supply situation over the adopted plan period and appropriate policy responses.

BENCHMARK 17

Analyses for the formulation of economic policy options at the metropolitan level should normally include,

1. An annual assessment of the industrial, business and office land and floor space supply.
2. An analysis of the annual take-up of industrial, business and office land and floorspace and the origin and nature of demand (for example, from relocation, expansion or incoming investment).
3. An analysis of the balance of supply and demand in journey to work areas to determine the adequacy of the land and floorspace supply for economic development in the plan period.
4. An analysis of the opportunities for tourism development and their relation to foreseeable demand in the plan period.
5. An assessment of the options to meet economic development inadequacies through the enhancement of existing land and floorspace, use of available urban potential or land release (having regard to marketing, infrastructural and environmental considerations).

INDICATORS FOR BENCHMARK 17	EFFECTIVENESS		
Economic issues - i.e. how does the metropolitan body derive its economic context(s) for its Metropolitan Spatial Plan and evaluate the development implications?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan develop its own economic futures scenarios and statement, around which the spatial Plan is then shaped?			
b. Does the Plan incorporate a spatial interpretation of economic forecasts in terms of future development?			
c. Does the Plan limit its coverage of economic issues to an assessment of the implications of current economic trends for the Plan?			

INDUSTRY/BUSINESS ASSESSMENT PROCESS

There are a number of aspects of the urban development assessment process that are specific to industry and business.

Industry/business demand

Demand for industry/business development is driven by external factors, such as levels of inward investment by internationally mobile investment, and by regional or local investment from SME (small and medium sized enterprises) start-ups, expansion or restructuring. These components of demand can be foreseen to an extent from trends in world or European trade and the structure of the metropolitan economy and it's economic prospects.

However, the translation of this perception and understanding into demand for land and floorspace is more problematic. Commercial confidentiality may limit the extent to which firms are prepared to share their intentions with the planning authorities. There may be longer-term provision for inward investment and shorter-term provision metropolitan needs. There may be pressure for journey to work areas to maintain a competitive portfolio of development opportunities. Technological and trading considerations will be factors and these may limit the extent to which urban land and buildings can be adapted and reused.

In these circumstances it may be necessary to accept a limited degree of overprovision, flexibility and choice in the supply of opportunities for industry and business order to maintain the ability of a metropolitan area to maintain its competitiveness in holding existing employment and attracting mobile investment.

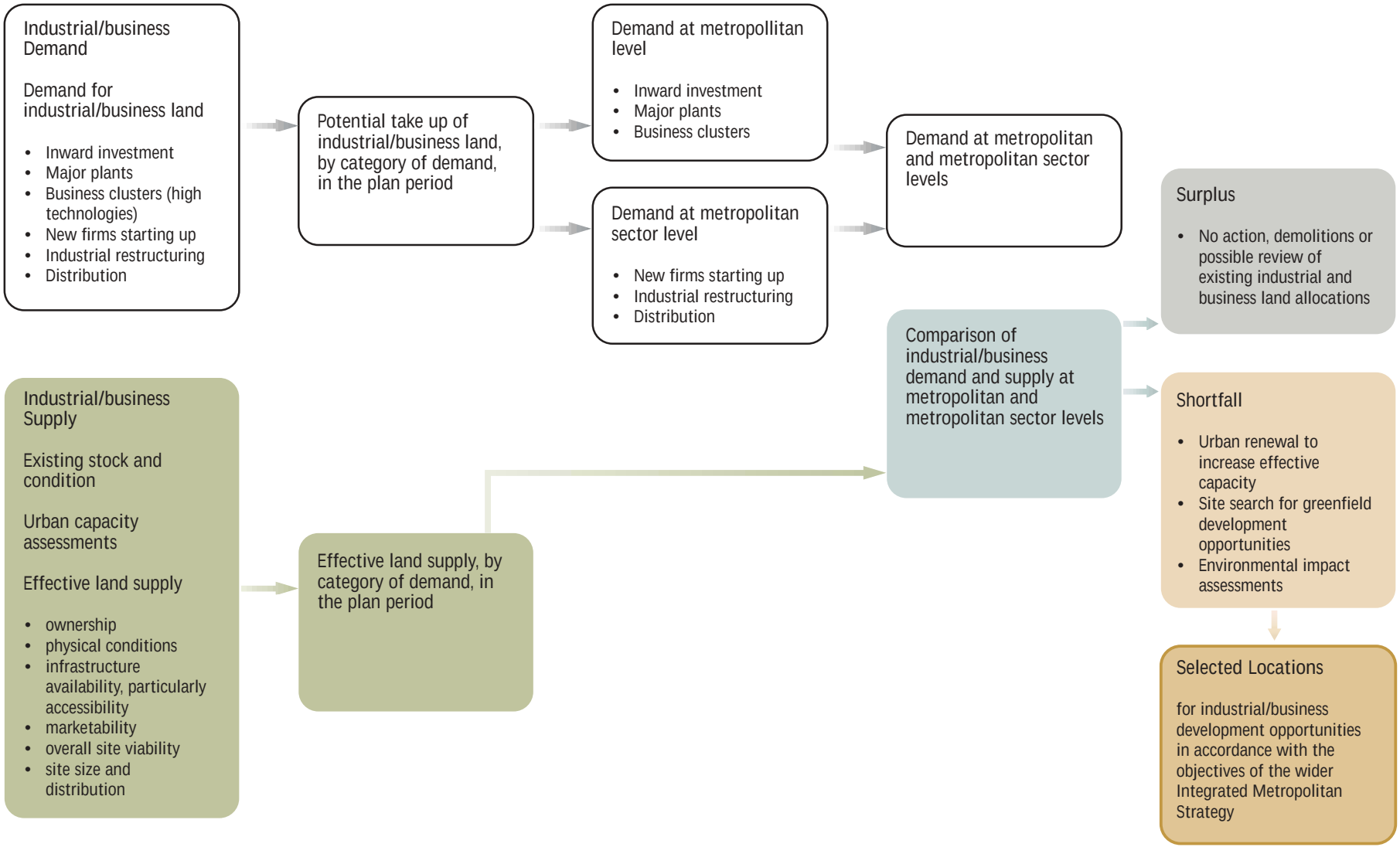
However, a balance will need to be struck to safeguard the function key industrial/business sites from inappropriate sub regional or local needs. Over provision may also result in other alternative land uses having to be accommodated elsewhere (opportunity cost) and perhaps some environmental impact. These effects have be known as planning blight.

Effective industrial/business supply

The components of supply for industrial/business development, as with housing, will include the existing stock of land and buildings, the outcome of urban potential assessments and the existing undeveloped land supply. The effectiveness of these sources of supply will depend on their ownership, physical conditions, infrastructure, and marketability and, in consequence, overall site viability. However, there will also be other considerations including the need for a range and distribution of sites of varying sizes and characteristics.

Spatial planning practice will be more effective if such assessments of effective industrial/business supply can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic industry and business options.

The following Diagram shows the relationships between these components of the industry/business development assessment process.


Industrial/business Demand
Demand for industrial/business land
• Inward investment
• Major plants
• Business clusters (high technologies)
• New firms starting up
• Industrial restructuring
• Distribution
Potential take up of industrial/business land, by category of demand, in the plan period
Demand at metropollitan level
• Inward investment
• Major plants
• Business clusters
Demand at metropolitan sector level
• New firms starting up
• Industrial restructuring
• Distribution
Demand at metropolitan and metropolitan sector levels
Industrial/business Supply
Existing stock and condition
Urban capacity assessments
Effective land supply
• ownership
• physical conditions
• infrastructure availability, particularly accessibility
• marketability
• overall site viability
• site size and distribution
Effective land supply, by category of demand, in the plan period
Comparison of industrial/business demand and supply at metropolitan and metropolitan sector levels
Surplus
• No action, demolitions or possible review of existing industrial and business land allocations
Shortfall
• Urban renewal to increase effective capacity
• Site search for greenfield development opportunities
• Environmental impact assessments
Selected Locations
for industrial/business development opportunities in accordance with the objectives of the wider Integrated Metropolitan Strategy

OFFICE ASSESSMENT PROCESS

There are a number of aspects of the urban development assessment process that are specific to offices.

Office demand

As with industry and business the demand for office development is driven to an extent by inward investment and by metropolitan and local demand. Technological and service provision requirements, for example, for computer based operations, have affected perceptions of the extent to which existing office floorspace can be modernised or adapted to meet such requirements. Technological advance has therefore generated its own demand for office floorspace.

However, locational factors, such as multi modal accessibility, continue to make city and town centres attractive locations for office development. In industry and business there are now perceived to be advantages in the clustering of mutually supportive economic activities such as research and development, production and marketing. Such benefits have long been acknowledged in the service industries, which is why city and town centres have remained prime locations for office investment.

There is, therefore, a locational dimension to demand for office development that favours city and town centres. Although there have been pressures for car orientated office parks on urban peripheries it is now recognised that such developments are inconsistent with a sustainable approach to urban development unless they form part of new multi function peripheral centres within planned urban extensions.

In these circumstances office demand in local and town centres is likely to be generated primarily by new and existing local firms and office demand in the metropolitan centre by inward investment and the expansion of existing international/national and regionally orientated firms. As with industry and business, commercial confidentiality may limit the extent to which firms are prepared to share their intentions with the planning authorities.

In these circumstances it may be necessary to accept a limited degree of overprovision, flexibility and choice in the supply of opportunities office based activities order to maintain the ability of a metropolitan area to maintain its competitiveness in holding existing employment and attracting mobile investment.

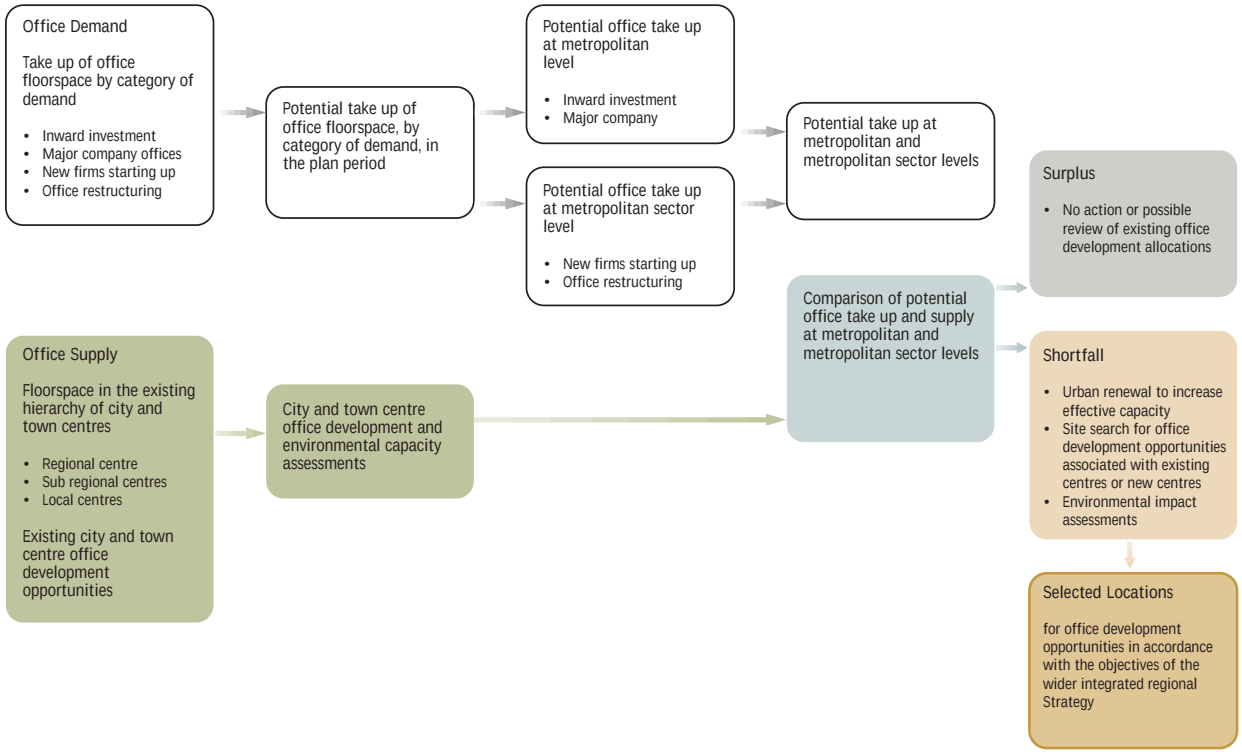
However, a balance will need to be struck to safeguard the function of the metropolitan centre from inappropriate competition from town or local centres.

Effective office supply

The components of supply for office development, as with industry and business, will include the existing stock of floorspace, the outcome of urban potential assessments and the existing undeveloped land supply. The effectiveness of these sources of supply will depend on their ownership, physical conditions, infrastructure, and marketability and, in consequence, overall site viability.

As with industry and business, spatial planning practice will be more effective if such assessments of effective office supply can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic office development options.

The following Diagram shows the relationships between these components of the office development assessment process.



18. HOUSING DEVELOPMENT

In identifying the strategic housing development issues and options a metropolitan body will normally need to consider the demand and supply situation over the adopted plan period and appropriate policy responses.

BENCHMARK 18

Analyses for the formulation of housing policy options at the metropolitan level should normally include,

1. An annual assessment of the housing stock and the land supply within the metropolitan *housing market areas* (that is, areas for mobile and local demand).
2. An assessment of the programming assumptions for the effective land supply (that is, available for development in the plan period).
3. An analysis of the components of demand in housing market areas (for example, for rent or purchase) in the plan period.
4. An analysis of the balance of supply and demand in housing market areas to determine the adequacy of the housing stock and land supply to meet demand in the plan period.
5. An assessment of the options to meet housing development inadequacies through the enhancement of the existing housing stock, use of available urban potential or land release (having regard to marketing, infrastructural and environmental considerations).

INDICATORS FOR BENCHMARK 18	EFFECTIVENESS		
Housing issues - i.e. on what basis does the metropolitan body evaluate the need for new housing allocations in its Metropolitan Spatial Plan?	Minimum	Increasing	Maximum
a. Does the Metropolitan Spatial Plan include the development of an hierarchical or nested model of housing market areas, in which forecasts are disaggregated into separate tenure streams, and new housing land allocated dependent upon demand-supply comparisons at the individual market area level?	☐	☐	☐
b. Does the Plan disaggregate its demand-supply evaluation to address tenure issues of private and public supply?	☐	☐	☐
c. Does the Plan contain an overall metropolitan area evaluation of forecast demand for further housing and the supply of land to meet that requirement?	☐	☐	☐

HOUSING ASSESSMENT PROCESS

There are a number of aspects of the urban development assessment process that are specific to housing.

Housing demand

Housing demand is driven by demographic factors (births and deaths), migration (in, out and within a metropolitan area), household characteristics (single person, family, aged etc), household and disposable income levels and expenditure patterns (housing, retailing, travel, leisure etc.). The housing market in urban regions will have different tenure balances, for example, between the rented and owner occupied sectors and between the public and private rented sectors.

The extent to which these inter related components of demand can be assessed and incorporated into forecasts will depend on the data and methodologies available. However, spatial planning practice will be more effective if such assessments and forecasts can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic housing options.

Housing market areas

There will always be a level of demand that results from movement into and out of a metropolitan area and within it. Such demand often arises from employment led considerations. This mobile element of demand is open to influence by spatial planning policy and can be met to an extent in locations that are selected as part of a metropolitan spatial planning Strategy. Local demand often arises from housing led considerations such as trading up or down or meeting changing household needs. It is possible to assess these components of housing demand within local and metropolitan housing market areas. These can be defined on the basis of information on household origins and destinations when households move and their reasons for moving.

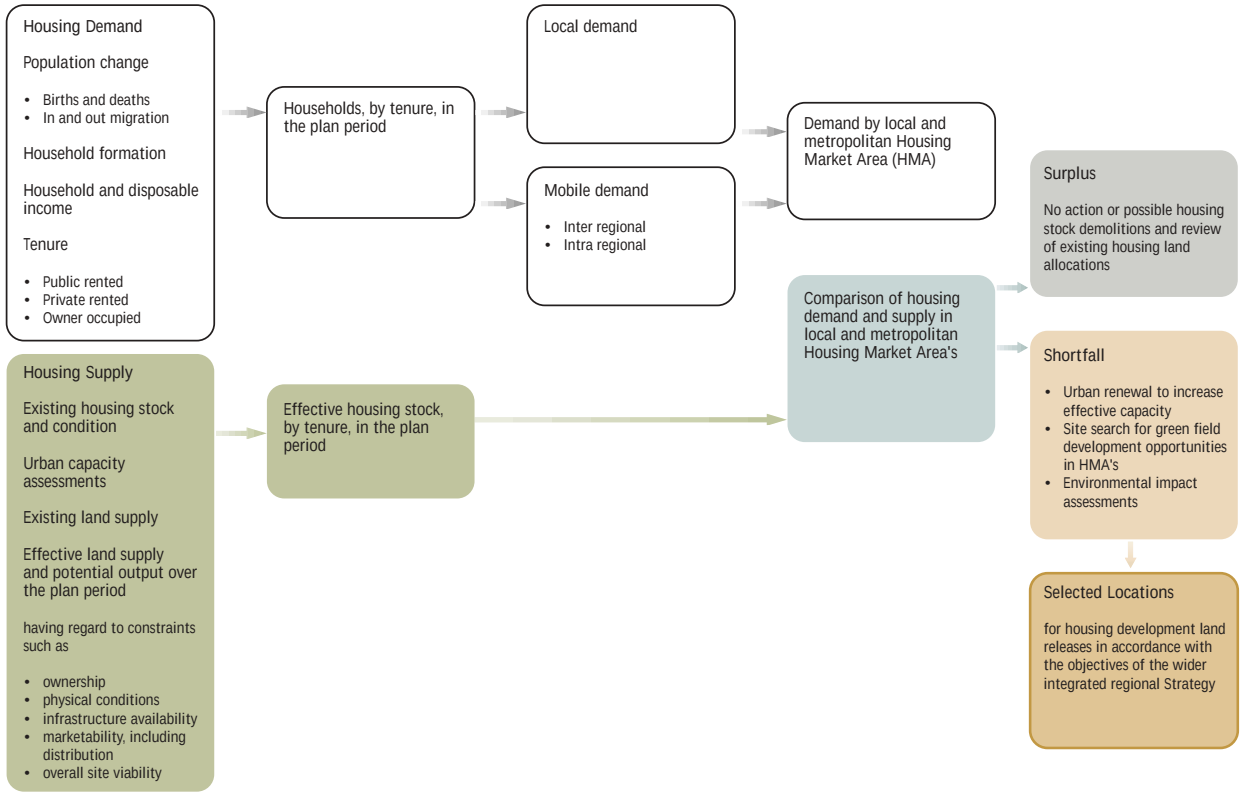
The conclusions above, in relation to housing demand, also apply to the issue of housing market areas.

Effective housing supply, by tenure, in the plan period

The components of housing supply in the plan period will include the existing housing stock (having regard to housing conditions and any prospective demolitions), the existing undeveloped housing land supply and the outcome of urban potential assessments. The effective output from these components can be programmed over the plan period having regard to such constraints as ownership, physical conditions, infrastructure, marketability and, in consequence, overall site viability. An added refinement would be to programme this output by tenure in order to be able to compare it to demand by tenure in housing market areas.

Spatial planning practice will be more effective if such assessments of effective housing supply can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic housing options.

The following Diagram shows the relationships between these components of the housing development assessment process.



19. RETAIL DEVELOPMENT

In identifying the strategic retail development issues and options a metropolitan body will normally need to consider the demand and supply situation over the adopted plan period and appropriate policy responses.

BENCHMARK 19

Analyses for the formulation of retail development policy options at the metropolitan level, through an interactive retail model, should normally include,

1. An annual assessment of the retail floorspace in metropolitan, town and local centres and their retailing capacity.
2. An analysis of retail expenditure levels and patterns in the catchment areas of metropolitan, town and local centres.
3. An analysis of the balance of retail floorspace in centres and demand in retail catchment areas to determine the adequacy of the land and floorspace supply for retail development in the plan period.
4. An assessment of the options to meet retail development inadequacies through the enhancement of existing urban centres, available urban potential or land release (having regard to marketing, infrastructural and environmental considerations).

INDICATORS FOR BENCHMARK 16	EFFECTIVENESS		
Retail issues - i.e. how does the metropolitan body evaluate the need for, and the impact of, future retail development as contained in its Metropolitan Spatial Plan?	Minimum	Increasing	Maximum
a. In terms of the network of retail centres, is the Spatial Plan based on computer models of that network and its different catchment areas, calibrated by detailed analysis of shopper characteristics, which allow for modelling of forecasted demand/supply retail development scenarios?	☐	☐	☐
b. Does the Plan reflect a catchment analysis of the network of retail centres and evaluation of the supply of retail floorspace vis-à-vis forecast demand?	☐	☐	☐
c. Does the Plan simply reflect an overall metropolitan area demand/supply analysis of retail requirements?	☐	☐	☐

RETAILING ASSESSMENT PROCESS

There are a number of aspects of the urban development assessment process that are specific to retailing.

Retail demand

Demand for retail development is driven to an extent by external factors such as changes in the form of retail development, for example, through the introduction of enclosed centres, superstores and retail warehouses, but primarily by population change and changes in the proportion of household and disposable income available for expenditure on convenience (primarily food and drink) and comparison (primarily household goods and clothing) shopping in the plan period. Prospective annual retail expenditure at the end of the plan period can be assessed in these terms.

The catchment areas of metropolitan, town and local centres can be assessed and annual convenience and comparison retail expenditure disaggregated to them. Forecasts can then be made of quantitative demand within retail catchment areas, and a view taken of qualitative demand for new forms of retailing, at the end of the plan period.

There is a locational dimension to demand for retail development that favours city and town centres. Although there have been pressures for car orientated retail parks on urban peripheries it is now acknowledged that such developments are inconsistent with a sustainable approach to urban development unless they form part of new multi function peripheral centres within planned urban extensions.

The extent to which these inter related components of demand can be assessed and incorporated into forecasts will depend on the data and methodologies available. However, spatial planning practice will be more effective if such assessments and forecasts can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic retailing options.

Retailing structure

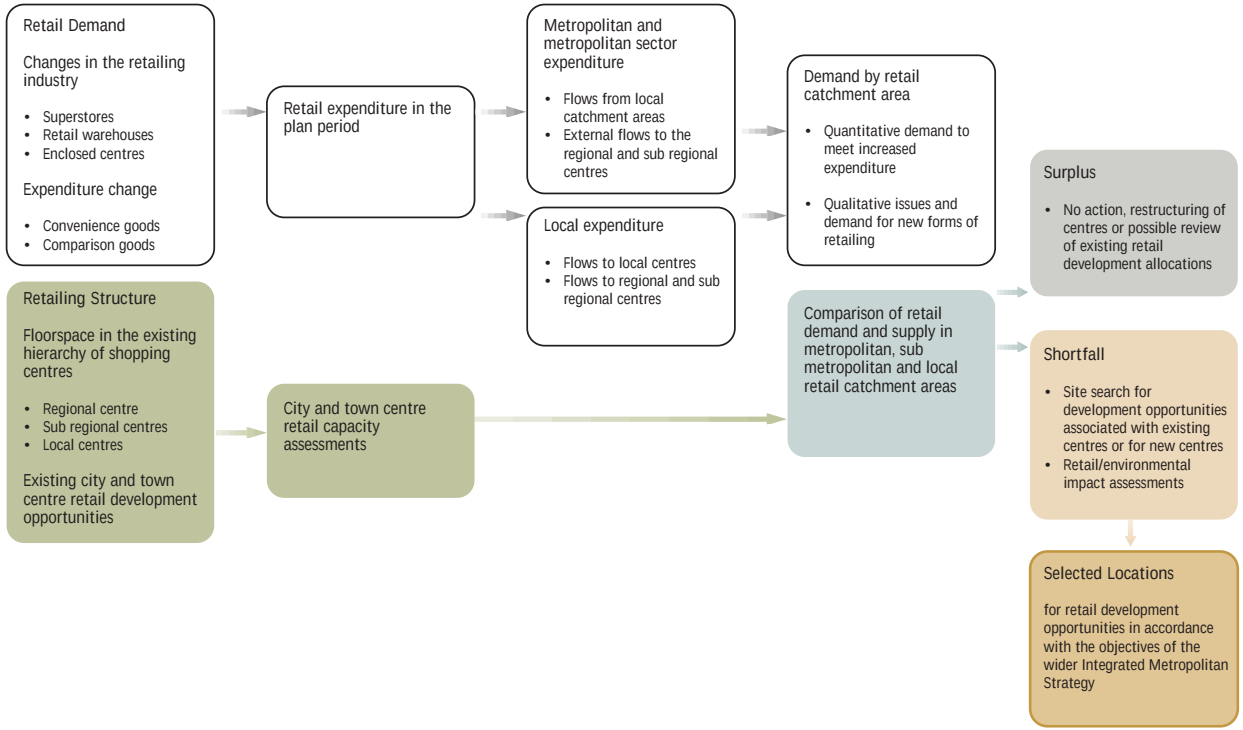
Despite the changes that have been experienced in retailing practice (see above) European metropolitan areas retain a recognisable hierarchy of metropolitan, town and local shopping centres. Metropolitan centres offer specialised shopping, larger stores and a level of consumer choice above that available in town or local centres. The balance between convenience and comparison shopping changes from local to metropolitan centres. Metropolitan centres can offer related cultural and entertainment choices that have much to do with the character and identity of metropolitan areas as a whole. All centres need to maintain an overall vitality and viability and there are recognised methodologies to assess these factors.

The components of supply for retail development will vary in accordance with the regional retailing structure. The retail development opportunities that are required in each centre in the metropolitan hierarchy will depend on the quantitative and qualitative levels of demand that have been assessed and forecast for them. For example, there may be demand for food superstores in town and local centres and a demand for larger specialised stores in metropolitan centres.

It will be helpful to have urban development capacity assessments for the metropolitan hierarchy of shopping centres in order to be able to judge the potential to increase the turnover of existing floorspace and capitalise on opportunities for new retail development. It will be especially important to assess the potential of existing centres to accommodate large stores. It will then be possible to compare the quantitative and qualitative demand for retail floorspace at the end of the plan period with effective development opportunities and retail floorspace turnover capacity. There may or may not be a requirement for new urban shopping centres.

Spatial planning practice will be more effective if such assessments of effective retail potential within centres can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic retailing options.

The following Diagram shows the relationships between these components of the retailing development assessment process.



20. TRANSPORTATION

In identifying the strategic transportation issues and options a metropolitan body will normally need to consider the demand and supply situation over the adopted plan period and the appropriate policy responses.

BENCHMARK 20

Analyses for the formulation of transportation policy options at the metropolitan level, through an interactive transportation model, should normally include,

1. An annual assessment of patterns of movement and interchange of people and goods by road, rail, air and sea.
2. An analysis of levels and patterns of demand for transportation and interchange in the plan period, having regard to national, state, regional and metropolitan spatial planning policies, particularly in journey to work areas.
3. An analysis of the balance of transportation demand and the capacity of the transportation network and its related terminals and interchanges, in the plan period.
4. An assessment of the options to meet transportation and interchange inadequacies through the management of demand for movement or additional transportation provision.
5. An analysis of the interaction between the development (Benchmarks 17,18 and 19) and transportation options.

INDICATORS FOR BENCHMARK 20	EFFECTIVENESS		
	Minimum	Increasing	Maximum
Transportation issues - i.e. how does the metropolitan body evaluate the future transportation requirements of the Metropolitan Spatial Plan area and the future transportation and land-use relationships associated with the Plan?	☐	☐	☐
a. Does the metropolitan body have access to and uses interactive computer models which allow for policy option analysis, including feedback loops between land-use and transportation?			
b. Does the metropolitan body have access to and uses computer models, which model the transport impacts of planned development?	☐	☐	☐
c. Does the metropolitan body restrict its analysis to simple trend extrapolations of existing trip patterns?	☐	☐	☐

TRANSPORTATION ASSESSMENT PROCESS

There are a number of aspects of the urban development assessment process that are specific to transportation.

Transportation demand

Demand for movement arises from the economic activities in a metropolitan area and from personal social, educational and employment needs. This demand arises in areas that are connected to the transportation network and have varying social and economic characteristics that affect their propensity to generate and attract trips. Such trip generation areas form the basis for interactive land use and transportation computer models. Models of this kind also require the databases and methodologies to allow population/household forecasts to be disaggregated to trip generation areas. Forecasts of household car ownership levels and modal split for journeys to work can then be made. Journey to work areas will depend on the availability of public transport and accessibility to the primary road network. Journeys will be local or metropolitan.

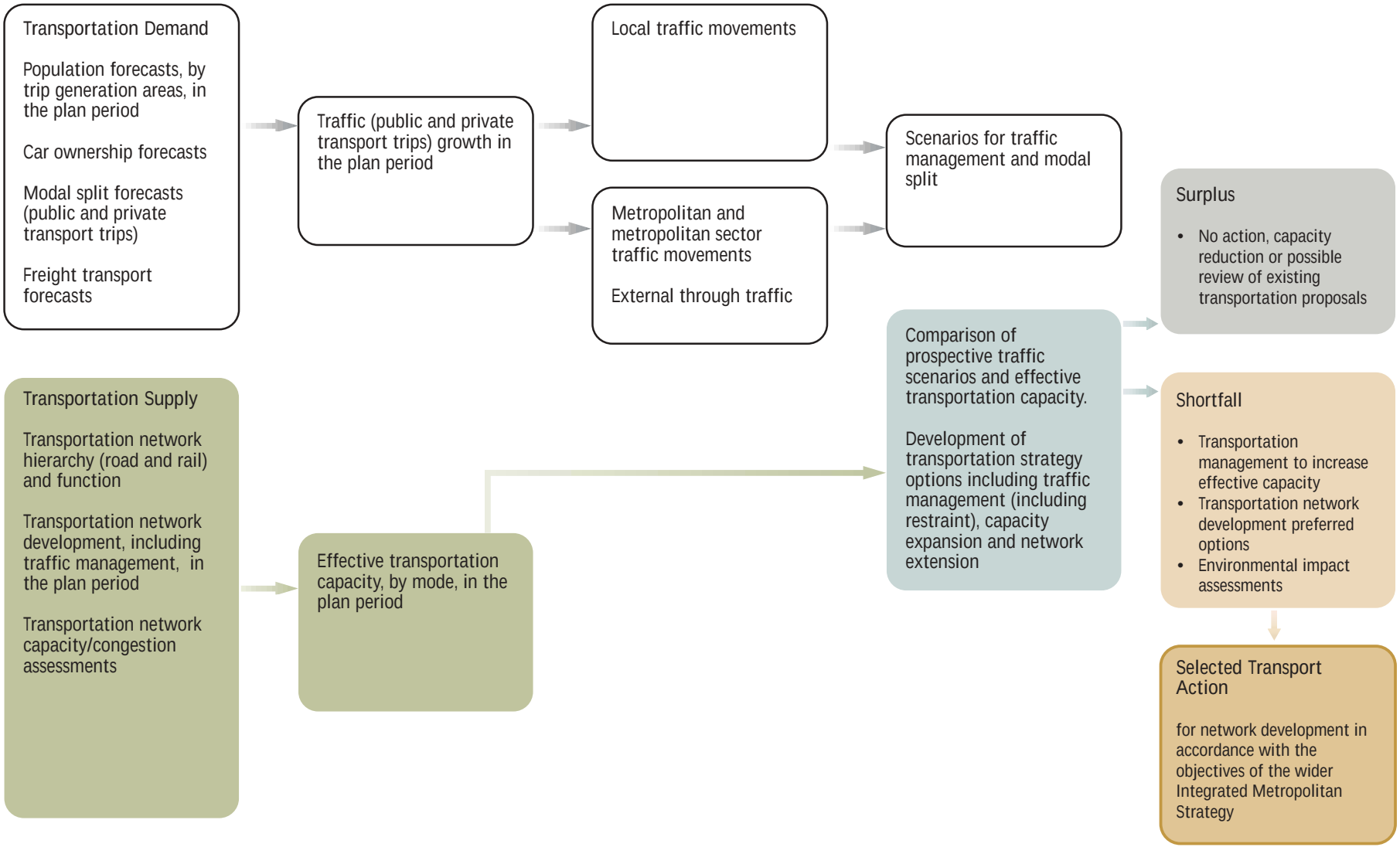
Spatial planning practice will be more effective if interactive land use/transportation computer models are available to enable a more informed and proactive approach to be taken to exploring strategic transportation options. These could include transportation demand restraint and management measures. They could also include measures to promote modal shift from private to public transport.

Transportation supply

European metropolitan areas generally retain a recognisable hierarchy of primary (inter regional), secondary (intra regional) and local transportation networks, terminals and interchanges. These have functional and environmental capacities, which are often exceeded leading to congestion and adverse environmental impact. The longer term supply of transportation capacity will have to reflect such existing realities, together with the issue of safety, and the additional demand that can be forecast in the plan period. Where demand and capacity cannot be balanced through restraint or management then consideration can justifiably be given to the expansion of capacity and/or extension of the network.

Spatial planning practice will be more effective if assessments of transportation network capacity can be made, monitored and reviewed regularly to enable a more informed and proactive approach to be taken to exploring strategic transportation options. These could include the expansion of capacity and/or extension of the network.

The following Diagram shows the relationships between these components of the transportation development assessment process.


Transportation Demand
Population forecasts, by trip generation areas, in the plan period
Car ownership forecasts
Modal split forecasts (public and private transport trips)
Freight transport forecasts
Traffic (public and private transport trips) growth in the plan period
Local traffic movements
Metropolitan and metropolitan sector traffic movements
External through traffic
Scenarios for traffic management and modal split
Transportation Supply
Transportation network hierarchy (road and rail) and function
Transportation network development, including traffic management, in the plan period
Transportation network capacity/congestion assessments
Effective transportation capacity, by mode, in the plan period
Comparison of prospective traffic scenarios and effective transportation capacity.
Development of transportation strategy options including traffic management (including restraint), capacity expansion and network extension
Surplus
• No action, capacity reduction or possible review of existing transportation proposals
Shortfall
• Transportation management to increase effective capacity
• Transportation network development preferred options
• Environmental impact assessments
Selected Transport Action
for network development in accordance with the objectives of the wider Integrated Metropolitan Strategy

21. SUSTAINABLE ENVIRONMENTAL QUALITY

All strategic spatial planning and development scenarios and sectoral policy options will require to be assessed in terms of their environmental impact on the natural and urban heritage resources of the metropolitan area. This requires the development of an interactive model that will allow the impact of development on the carrying capacity (ability of natural resources to absorb pollution and waste without detriment) of the metropolitan eco-system. Sustainable urban quality will only be achieved if the impact of existing pollution on the metropolitan environment is also reduced and a commitment is made to environmental recovery and improvement.

BENCHMARK 21A

In order to assess the environmental impact of spatial planning and development scenarios and sectoral policy options on the carrying capacity of the natural environment, metropolitan bodies should utilise interactive models of the metropolitan eco-system.

BENCHMARK 21B

Analyses for the formulation of environmental policy options at the metropolitan level, through an interactive model of the metropolitan eco-system, should normally include,

1. An assessment of the significance, sensitivity and condition of natural and urban heritage resources.

2. An assessment of the need for environmental recovery and improvement (drawing on the urban potential assessment described in Benchmark 12).

INDICATORS FOR BENCHMARK 21	EFFECTIVENESS		
Environmental issues - i.e. how does the metropolitan body evaluate the potential environmental impacts of its Metropolitan Spatial Plan?	Minimum	Increasing	Maximum
a. Does the metropolitan body seek to establish the environmental carrying capacity of its area in development terms and then model, both quantitatively and qualitatively, the potential combined impacts of developments set out in the Plan?	☐	☐	☐
b. Does the metropolitan body restrict its evaluation to conventional impact assessments for individual major projects?	☐	☐	☐
c. Does the metropolitan body limit the assessment to the impact of expected changes in environmental conditions?	☐	☐	☐

22. LEGAL RIGHTS OF INVOLVEMENT

Although the metropolitan spatial planning process should involve the stakeholders identified in Benchmark 5 it will also need to involve a wide range of other informal bodies and the general public. This good practice (amplified in Benchmarks 23, 24 and 25) should incorporate a statutory requirement to involve the general public in the participation process.

BENCHMARK 22

There should be a legal right for participation by the general public in the metropolitan spatial planning process in order to ensure an inclusive approach.

INDICATORS FOR BENCHMARK 22	EFFECTIVENESS		
Legal rights of involvement - i.e. do interested parties have a legal right of involvement in the metropolitan spatial planning process?	Minimum	Increasing	Maximum
a. Do interested parties have formal legal rights of involvement in the metropolitan Plan-making process with the right of Legal Court action to enforce their involvement?			
b. Does the Plan-making system have a legal context whereby certain organisations, Agencies or Authorities are designated as statutory consultees to the Plan-making process?			
c. Is the Plan-making system based solely on a legal requirement to notify potential interested parties and the public about starting, or having completed, the process of preparing a spatial Plan?			

23. A PROACTIVE AND INCLUSIVE APPROACH

In order to ensure that the metropolitan spatial Plan identifies and addresses key strategic issues within a metropolitan area and that the adopted strategy, sectoral and area policies, programmes and projects command widespread understanding and support, it is helpful to provide opportunities for public participation to shape the plan.

BENCHMARK 23

A metropolitan body should take a pro-active and inclusive approach to public participation in shaping the spatial Plan in order to ensure that all strategic issues are identified and addressed. Such an approach could include the publication of a Participation Plan or Statement setting out the participation process, prior to the preparation of the Plan.

INDICATORS FOR BENCHMARK 23	EFFECTIVENESS		
A pro-active inclusive approach - i.e. how proactive is the approach by the metropolitan body to involving civil society as a whole in the spatial planning process?	Minimum	Increasing	Maximum
a. Does the spatial planning process involve pro-actively developing participation by civil society as a whole, with an equal opportunity for all to be involved in Plan-making and to influence its shape and direction e.g. by preparing a Participation Plan or Statement which sets out how it is intended to involve all sections of civil society ?	☐	☐	☐
b. Is the participation programme limited to involving only those parties deemed significant in terms of their potential contribution to the process e.g. Government Agencies, infrastructure companies, etc. or those required by legislation?	☐	☐	☐
c. Is the participation process limited to formal consultation after the publication of the Plan and/or its draft, not involving the generation of active participation by interested parties during the actual Plan-making stages?	☐	☐	☐

24. STAKEHOLDER INVOLVEMENT

Benchmark 5 sets out how stakeholders in the metropolitan spatial planning process can be incorporated into the strategic plan making and implementation process.

BENCHMARK 24

A metropolitan body should make particular arrangements to ensure the incorporation of key stakeholders in the strategic plan making and implementation processes in order to ensure their commitment to the spatial Plan.

INDICATORS FOR BENCHMARK 24	EFFECTIVENESS		
Stakeholder involvement - i.e. What is the actual form and nature of stakeholder involvement in the metropolitan spatial planning process? Stakeholder Involvement should be taken to include both Plan-making and implementation.	Minimum	Increasing	Maximum
a. Does the metropolitan body actively seek stakeholder and public participation in Plan-making, and is this conducted via a formal partnership approach to ensure equality in the process?			
b. Does the metropolitan body establish participatory working groups with interested parties and stakeholders and the public as a vehicle for their active participation?			
c. Does the metropolitan body restrict participation to an ad hoc/when we need it, reactive approach to some stimulus from wider stakeholder/public responses?			

25. TRANSPARENCY

The most powerful force for effective metropolitan spatial planning is a reasoned justification, or well founded argument, for the adopted strategy and its supporting policies, programmes and projects. Complete transparency, or openness, to the general public and to stakeholders throughout the plan making process (and its subsequent monitoring and review) will ensure widespread understanding of, and support for, the spatial Plan.

BENCHMARK 25

A metropolitan body should adopt an open and transparent approach to the involvement of the public and key stakeholders in process of plan making, monitoring and review in order to promote understanding of, and support for, the spatial plan.

INDICATORS FOR BENCHMARK 25	EFFECTIVENESS		
Transparency - i.e. how transparent and open is the approach of the metropolitan body to its spatial planning?	Minimum	Increasing	Maximum
a. Are the planning decisions of the metropolitan body taken in the public arena, with the public given open access to the decision-making process (as opposed to in camera proceedings) with these decisions documented and open to public scrutiny?	☐	☐	☐
b. Are the planning decisions restricted to shared explanations with major stakeholders who are instrumental to the success of the Plan?	☐	☐	☐
c. Are the planning decisions effectively summarised in the actual Plan, with little substantive opportunity for stakeholders and the public to examine the decision-making process?	☐	☐	☐

26. TESTING THE PLAN

As an aspect of an open and transparent approach to plan making a metropolitan planning body may find it helpful to test the spatial Plan, through sectoral or territorial Workshops and/or Conferences or formal or informal inquiries, against public representations on both the technical foundations of the Plan and it's Strategy, policies and proposals.

BENCHMARK 26

Public and stakeholder involvement in plan making could involve testing the plan, for example, through sectoral or territorial Workshops and/or Conferences or formal or informal inquiries (see also Benchmark 5).

INDICATORS FOR BENCHMARK 26	EFFECTIVENESS		
Testing the plan - i.e. how is the metropolitan spatial Plan tested against public representations on both the technical foundations and policies and proposals?	Minimum	Increasing	Maximum
a. Is there a legal requirement for the metropolitan spatial Plan to be tested by an Independent Panel at a public hearing and an obligation for a public response to the Panel report?			
b. Is the metropolitan body legally obliged to formally resolve issues raised through representations, on both the technical background and policies and proposals, by conferences or meetings with the stakeholders involved?			
c. Is the metropolitan body legally obliged to provide a justified response to each representation received?			

27. IMPLEMENTATION

Support for the implementation of the spatial Plan, through the allocation of the necessary human and financial resources, can be secured through the adoption of formal partnership agreements with key stakeholders to secure their commitment to key strategic policies, programmes and projects.

BENCHMARK 27

A metropolitan body should seek to secure the commitment of key stakeholders to the implementation of the strategic plan through partnership agreements for key strategic policies, programmes and projects. Such an approach could include the production of an Implementation Statement or Plan setting out the agreed contributions of all service providers.

INDICATORS FOR BENCHMARK 27	EFFECTIVENESS		
Implementation - i.e. how is the actual delivery and implementation of the metropolitan spatial Plan organised?	Minimum	Increasing	Maximum
a. Is the implementation and delivery of the metropolitan spatial Plan achieved through the means of formal contractually signed partnership programmes with key public and private agencies and companies, which are set out in a public Implementation Statement or Plan?			
b. Is the implementation and delivery of the Plan achieved via negotiated agreements which remain in principle agreements rather than formally contracted programmes?			
c. Is the implementation and delivery of the Plan based upon projects which are essentially aspirational, and which will require negotiated agreements and network building in order to achieve actual delivery?			

28. MONITORING

As the implementation of the spatial Plan proceeds, a process of annual monitoring of progress will support the objectives of Benchmarks 13 to 21.

BENCHMARK 28

Monitoring of a metropolitan spatial Plan should include consideration of,

1. The changing national, state or regional spatial planning context (see Benchmark 1)
2. The changing wider social and economic context of the plan (see Benchmark 11 and 12).
3. Progress in achieving the objectives of the adopted metropolitan strategy (see Benchmark 15)
4. Progress in achieving the realisation of the sectoral policies, programmes and projects supporting the strategy (see Benchmarks 16 to 21).

INDICATORS FOR BENCHMARK 28	EFFECTIVENESS		
Monitoring - i.e. on what basis is the monitoring of the metropolitan spatial Plan organised and how is that reported to stakeholders?	Minimum	Increasing	Maximum
a. Is the monitoring of the metropolitan spatial Plan published annually as a formal public document, with explicit clearly stated Policy targets which give all stakeholders, including the public, a clear view as to the effectiveness and attainment of the metropolitan Strategy?	☐	☐	☐
b. Is the monitoring of the Plan organised as an annual report to the metropolitan body, using both a set of key indicators, supplemented by a range of softer, less quantifiable indicators, which thus give a quantitative and qualitative assessment of effectiveness?	☐	☐	☐
c. Does the monitoring of the Plan take the form of general reports to the metropolitan body indicating a general assessment of progress towards objectives?	☐	☐	☐

29. REVIEW

As the implementation of the spatial Plan proceeds monitoring will reveal new key strategic issues that have to be addressed or policies, programmes and projects that have to be modified or revised in order to maintain the relevance and effectiveness of the metropolitan Strategy. The Plan should be reviewed regularly, in whole or in part as necessary, preferably every two years but at least every five years.

BENCHMARK 29A

Review of the spatial Plan, in whole or in part, should be undertaken regularly, preferably ever 2 years and at least every 5 years, in order to maintain its relevance and effectiveness in dealing with key strategic issues.

INDICATORS FOR BENCHMARK 29A	EFFECTIVENESS		
Review - i.e. what is the attitude of the metropolitan body to maintaining the currency of the Plan, and how is that reflected in the planning process?	Minimum	Increasing	Maximum
a. Does the metropolitan body have a legal commitment to review its metropolitan spatial Plan on a regular five-year basis?			
b. Does the metropolitan body have a declared commitment to review its Plan on a regular basis without adhering to a set frequency of review?			
c. Does the metropolitan body conduct reviews of its Plan as it deems necessary, without adhering to legal or formal commitments and set frequencies?			
INDICATORS FOR BENCHMARK 29B			
Review - i.e. what is the current status of the spatial Plan in terms of its date of publication?			
Is it under two years since the metropolitan body last reviewed its spatial Plan?			
Is a review currently underway? Is it more than five years since the metropolitan spatial Plan was last reviewed?			

LIST OF PARTNER AUTHORITIES IN THE INTERMETREX INTERREG IIIC PROJECT THROUGH WHICH THE METREX PRACTICE BENCHMARK HAS BEEN DEVELOPED

INTERREG IIIC PARTNERS

1	Lead Partner	Glasgow and the Clyde Valley Structure Plan Joint Committee

PHASE 1 PARTNERS EU15

2	Workshop Partner	Verband Region Stuttgart
3	Workshop Partner	Stockholm City Council
4	Workshop Partner	Regione Emilia Romagna
5	Workshop Partner	Area Metropolitana do Porto
6	Workshop Partner	Greater London Authority
7	Workshop Partner	Generalitat de Catalunya
8	Partner	Provincia di Napoli
9	Partner	Gobierno del Pais Vasco
10	Partner	Regione di Veneto
11	Partner	City of Helsinki
12	Partner	Ayuntamiento de Granada
13	Partner	Organisation of Thessaloniki
14	Partner	Eurocity Basque
15	Partner	Øresund Committee
16	Partner	South Coast Metropole
17	Partner	Organisation of Athens
18	Partner	Junta de Andalucia
19	Partner	Regione Piemonte
20	Partner	Liverpool City Council
21	Partner	Ayuntamiento de Sevilla

PHASE 2 PARTNERS ACCESSION AND THIRD COUNTRIES

22	Workshop Partner	Central Hungarian Regional Council
23	Workshop Partner	Riga City Council
24	Workshop Partner	Malta Planning Authority
25	Workshop Partner	Municipality of Szczecin
26	Partner	Regionalplanung Zürichund Umbebung
27	Partner	Municipality of Minsk
28	Partner	Vilnius Planus
29	Partner	Krakow Institute
30	Partner	Nicosia Municipality
31	Partner	Municiplaity of Sofia

PROJECT PROMOTION, DEVELOPMENT, DISSEMINATION AND SUPPORT

32	Partner	METREX

Invited contributors

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Warsaw City Council
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