



24-26 April 2013 METREX Glasgow Spring Conference

The Metropolitan Dimension - The state of the Union



Hosted by Glasgow City Council and the Glasgow and the Clyde Valley Strategic Development and Planning Authority

Preface

This Companion to the METREX 2013 Glasgow Conference draws on previous METREX statements and declarations, which are all published in the METREX Manual. This can be downloaded from the METEX web site at www.eurometrex.org

They include the Glasgow Founding Declaration of Intent (1996), the Porto Convocation Metropolitan Magna Carta and the Porto Declaration (1999), the Porto Practice Benchmark (1999), the METREX AISBL Statutes (2000), the METREX Practice Benchmark, the Szczecin Conference Declaration (2006) and the Hamburg Conference Declaration (2007).

The METREX Manual contains a major section on the Metropolitan Dimension.

The Companion has been prepared by METREX as a context document for the METREX Glasgow Spring 2013 Conference, which takes as its theme - The Metropolitan Dimension - The state of the Union.



The Metropolitan Dimension to European affairs

Companion to the METREX 2013 Glasgow Conference

METREX
The Network of European Metropolitan Regions and Areas
125 West Regent Street
Glasgow G2 2SA
Scotland UK

Phone/fax +44 (0)1292 317074
secretariat@eurometrex.org
www.eurometrex.org

Acknowledgements

This Metropolitan Manifesto has drawn on the exemplars of the,

- **Structuurvisie Amsterdam 2040** (Structural Vision for Amsterdam 2040).
Produced for the Metropoolregio Amsterdam by the City of Amsterdam.
- **Strategy Report for the Capitalregion Berlin-Brandenburg.**
Produced by the Joint Spatial Planning Department of Berlin-Brandenburg.
- **Schéma Directeur de la Région Ile-de-France (SDRIF) 2030.**
Produced for Ile-de-France Regional Council by the Institut d'Aménagement et d'Urbanisme-Ile-de-France (IAU-Idf).

They illustrate the three main options for the governance of the Metropolitan Dimension.

- Voluntary cooperation
- Cooperation through a joint metropolitan body
- A statutory metropolitan authority

All three authorities are Members of METREX and the Network gratefully acknowledges the permission that has been given to draw on these documents to illustrate and validate the concept of a Metropolitan Dimension to European affairs.

The Metropolitan Dimension to European affairs

Companion to the METREX 2013 Glasgow Conference

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Introduction

METREX

METREX is the Network of European Metropolitan Regions and Areas. It was founded in 1996 at the Glasgow Metropolitan Regions Conference, with the support of local authorities and bodies in the West of Scotland and the then DG XVII. It now has Members from some 50 of the 127 recognised metropolitan areas of Europe (Urban Audit and Eurostat).

It is an Association Internationale Sans But Lucratif (not for profit AISBL) registered with the Belgian Government. It is funded solely from Member subscriptions and public and private support for its major projects.

The purposes of METREX, as set out in its AISBL Statutes are,

- *To facilitate the exchange of scientific information, expertise and experience in spatial planning and development at the metropolitan region and area level in Europe, and to provide an interface between spatial planning and development at the transnational and metropolitan region and area levels in Europe.*
- *Spatial planning is defined as the strategic and integrated planning of land, development, infrastructure and environment, having regard to economic and social considerations.*
- *Metropolitan regions and areas are defined as urbanised areas with a core population of the order of 500,000 or above, and their surrounding hinterland.*

However, in recent years METREX has evolved to take a wider interest in the Metropolitan Dimension to European affairs and to be a primary advocate for its recognition.

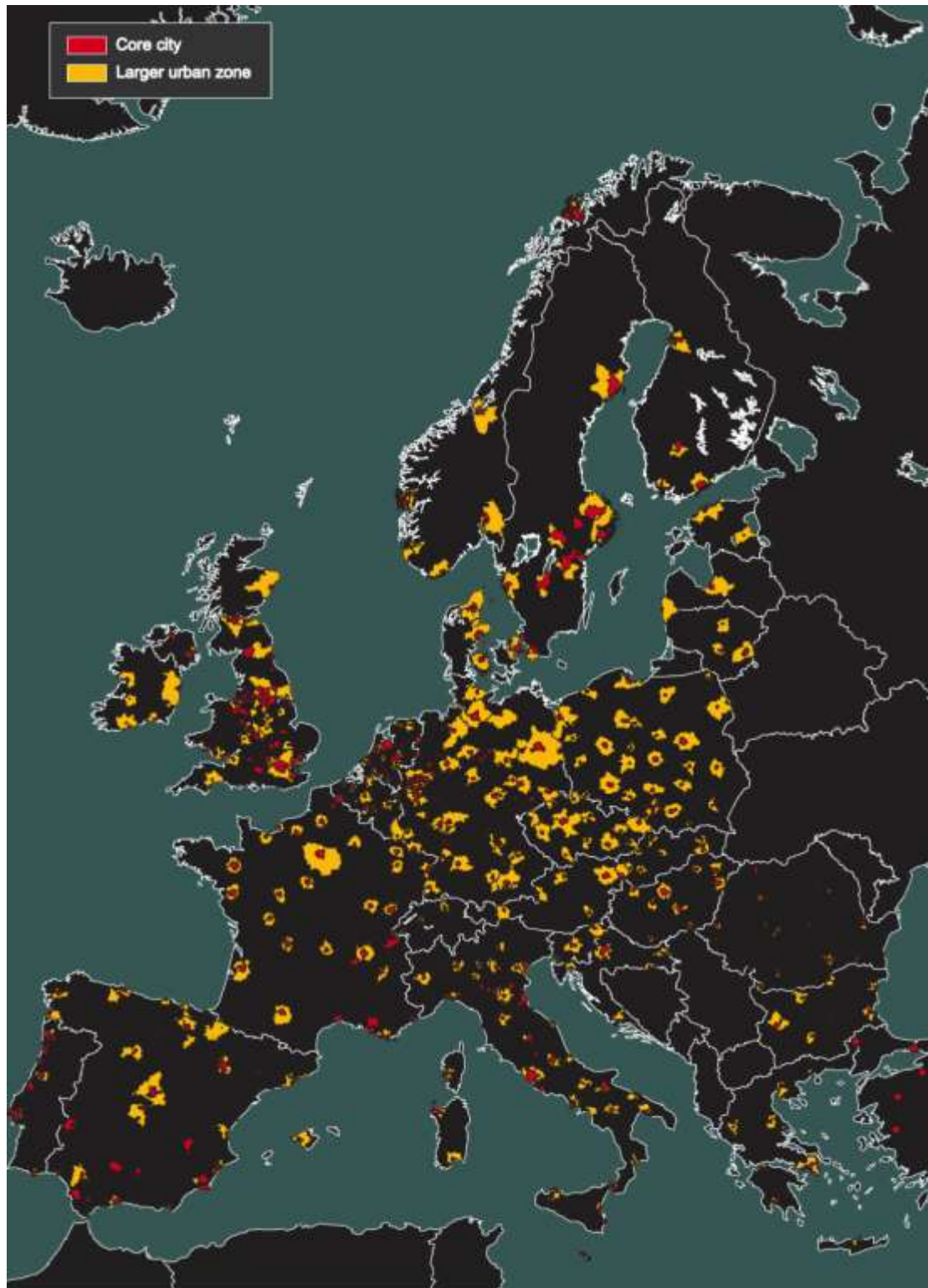
The purpose of this Companion to the METREX 2013 Glasgow Conference is to outline the case for greater recognition at European, national, regional and local levels of government of the Metropolitan Dimension.

The Metropolitan Dimension

METREX advocates the establishment of appropriate forms of metropolitan governance to respond to those many key issues that can be most effectively addressed at the metropolitan level. Many such issues are inter related and require an integrated metropolitan response.

Without such governance many of the key decisions affecting the future competitiveness of Europe's major urban areas and the well being of their citizens will not be taken in an informed and considered way.

Europe needs effective metropolitan governance, within a system of multi-level governance.



Urban Audit and Eurostat - Core cities and their Larger Urban Zones (LUZ)

The urban reality of Europe is metropolitan

Beyond metropolitan areas (Larger Urban Zones) are their metropolitan regions or areas of influence

The Metropolitan Dimension to European affairs

The meaning of Metropolitan

Europe is a predominantly urban continent, with some 70% of its population of 500m living in its cities and towns. However, over time, many of these have grown together to function as one integrated whole or "functional urban area". There are many terms for the outcome of this process including agglomeration, conurbation, city region etc.

METREX has adopted and fostered the use of the term "metropolitan" to define those larger functional urban areas, typically with populations of more than 500k, which share common social, economic and environmental problems and opportunities that can only be addressed effectively at the metropolitan level. Metropolitan appears to be the term with the greatest common usage and understanding across Europe, within its institutions and in everyday life. One of the challenges in Europe is to develop a common language for shared situations and circumstances such as this.

METREX commends the adoption of "metropolitan" to aid recognition of the reality of the larger functional urban areas of Europe and their shared problems and opportunities, which are so significant to the future well being of the continent as a whole.

The Urban Audit and Eurostat have identified 127 larger "functional urban areas", which they recognise as being metropolitan in character. METREX has taken this list as a basis for consideration of the Metropolitan Dimension to European affairs.

It is clear that metropolitan areas also exercise influence beyond their urban boundaries, for example, in generating commuting flows to and from surrounding towns, villages and rural areas. They also provide higher-level services, for example, for health and education, to their areas of influence. Conversely, such areas can provide sustainable water and food supplies, recreation resources, renewable energy resources, forestry resources and construction resources such as stone, sand and gravel.

METREX has recognised the areas of influence of metropolitan areas as "metropolitan regions".

Metropolitan Dimension to European affairs

European Core Net of Transport

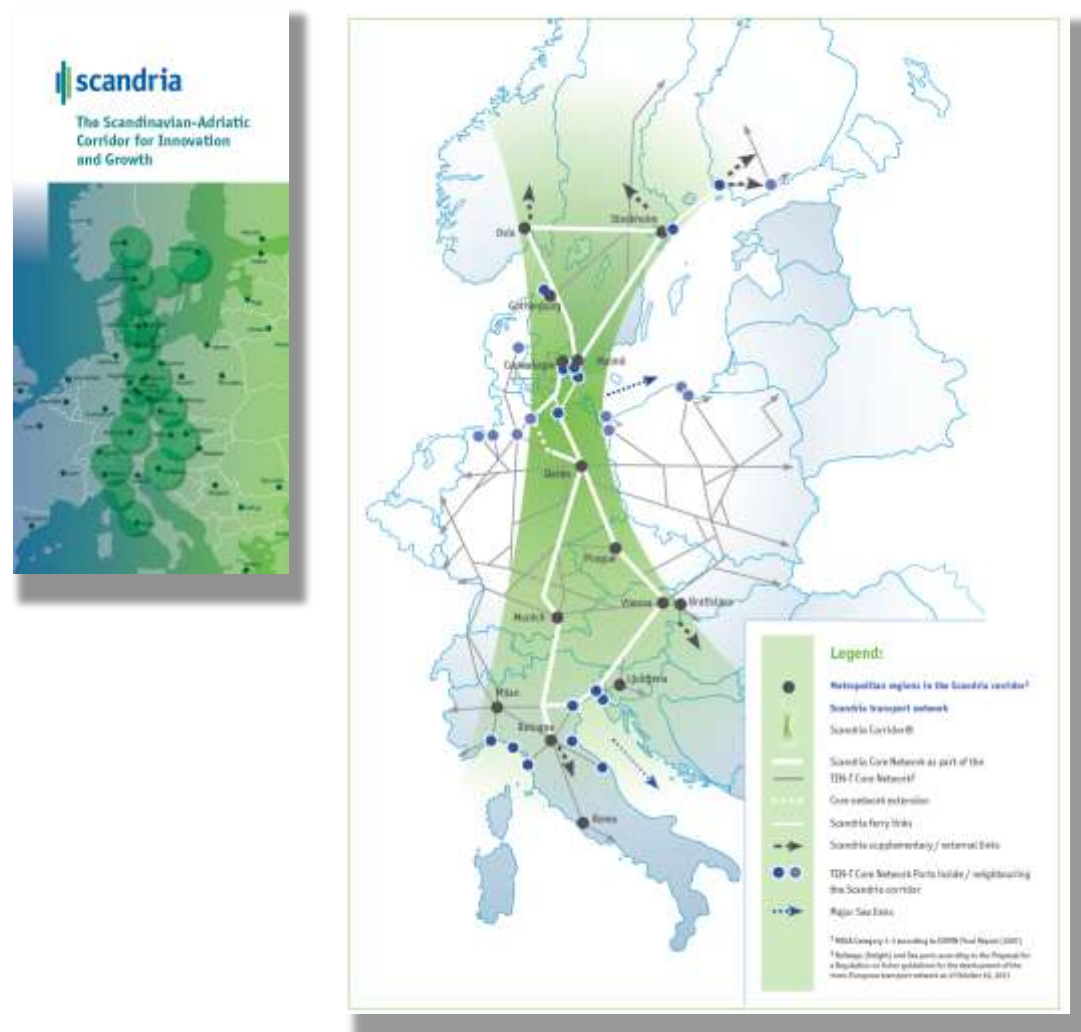
Metropolitan regions are the most important functional nodes within the new European Core Net of Transport. Its role is to connect Europe with its "metropolitan engines" and provide an adequate net for transportation. The Core Net is based on a comprehensive network for freight and public transport and it ensures the accessibility of all regions.



TEN-T Core Network and Corridors

Metropolitan Dimension to European affairs

Polycentric clusters and corridors of metropolitan regions and areas



The example of the Baltic-Adriatic Development Corridor - Opportunities and Potential of Spatial Economics

The Metropolitan Dimension

What then are the functions that have a metropolitan dimension?

Economic functions

A metropolitan area is firstly a market for labour and economic activity. Europe has become a service economy and a manufacturing economy and services and products are traded within and between metropolitan areas and exported to the global market.

Metropolitan areas have developed economic relationships within recognised clusters and corridors across Europe, perhaps within river valleys and along coasts. Such relationships might be based on cooperation, for example, on a common interest such as tourism, or complementarity, with individual metropolitan areas contributing a speciality, such as higher education or health services.

The phenomenon of clusters and corridors of cooperating metropolitan areas has come to be known as "Polycentricity" and this has been seen as one response to the growing disparity between the urban core of Europe (London, Paris, Brussels and the Rhine/Ruhr area), and the European periphery. The metropolitan areas outside the core have opportunities to act together for greater collective strength.

Forces for change

There have been problems of structural economic change in many metropolitan areas, which have resulted in a human need for higher re-education and retraining and a physical need for the alternative use of land and buildings. Sometimes this can be on a major scale when large service or manufacturing plants close or relocate.

There have been opportunities arising from structural change with new employment possibilities, a continuing need for education and training and pressures for urban extension and infrastructure provision.

An outcome can be changing patterns of travel to work, which the metropolitan transportation systems have to anticipate and respond to. A further outcome can be changing housing markets, which the planning and development services also have to anticipate and respond to.

As a consequence of these forces for change metropolitan areas have had to develop the capability to respond.

So a primary function within a metropolitan area, and perhaps also across the polycentric area within which it may lie, is to anticipate and respond to economic change and its consequences for,

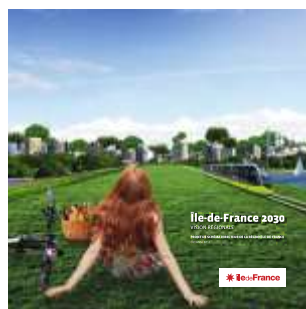
- Reuse of urban land and buildings
- Urban extensions
- Infrastructure provision, including transportation networks, green infrastructure networks, waste, water and telecommunications systems.
- Housing markets
- Services of public interest such as health, education and training (public and private)
- Market services such as retailing



Governance - Voluntary cooperation - Metropoolregio Amsterdam



Governance - Cooperation through a joint metropolitan body - Capitalregion Berlin-Brandenburg



Governance - A statutory metropolitan authority - Région Ile-de-France

Governance functions - Competence, Capability and Process

Governance is the term now used to describe the process through which the necessary decisions on these key issues can be taken, in the wider metropolitan interest. Its key components are Competence, Capability and Process.

Governance - Competence

It will be important that whatever form of governance is adopted within a metropolitan area it should have the competencies to respond effectively to the key issues that it faces. For example, a metropolitan area facing severe economic restructuring may require the related competencies of strategic spatial planning, economic development and promotion, education and training, environmental recovery and transportation.

Metropolitan competencies should be those that are necessary to make effective responses to the key issues being faced or in prospect.

As well as strategic forward planning and development competencies metropolitan governance will frequently include promotion and marketing competencies in order to give effect to metropolitan Visions and Strategies for the future.

Governance - Voluntary cooperation

These issues will already be on the agendas of the localities within a metropolitan area. So one approach is for localities to cooperate in responding to them across the wider metropolitan area. Decision-making might then be by consensus and the outcomes put into effect through cooperation.

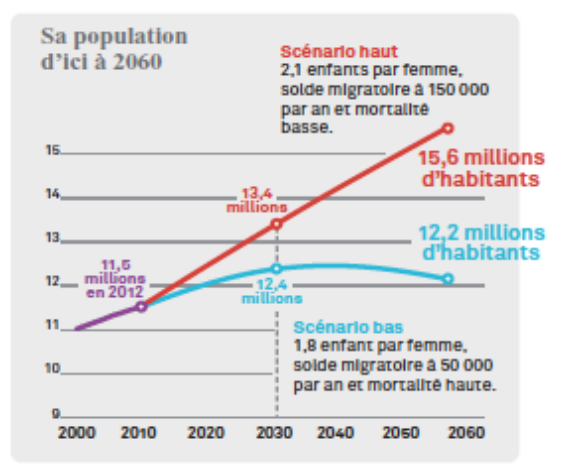
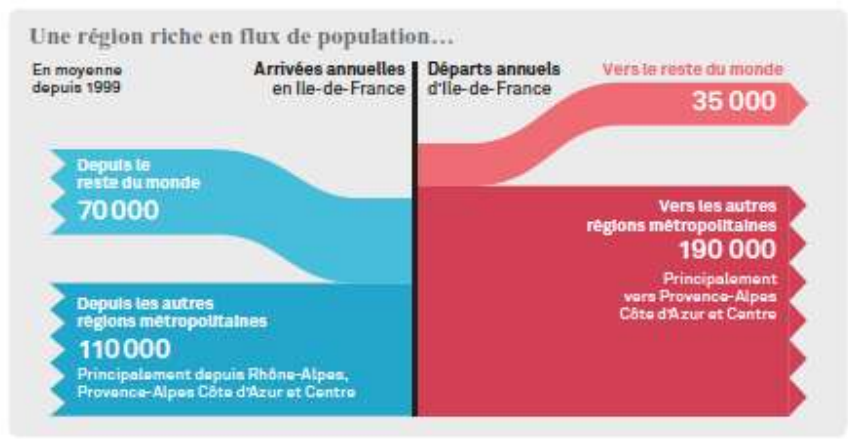
Governance - Cooperation through a joint metropolitan body

Alternatively, this cooperation might result in the setting up of a joint body with distinct metropolitan responsibilities, powers and resources. The joint body might be established by a national government and/or by regional or local governments. Decision-making would be more formal in order to exercise the powers of the body, which might be advisory or binding on others.

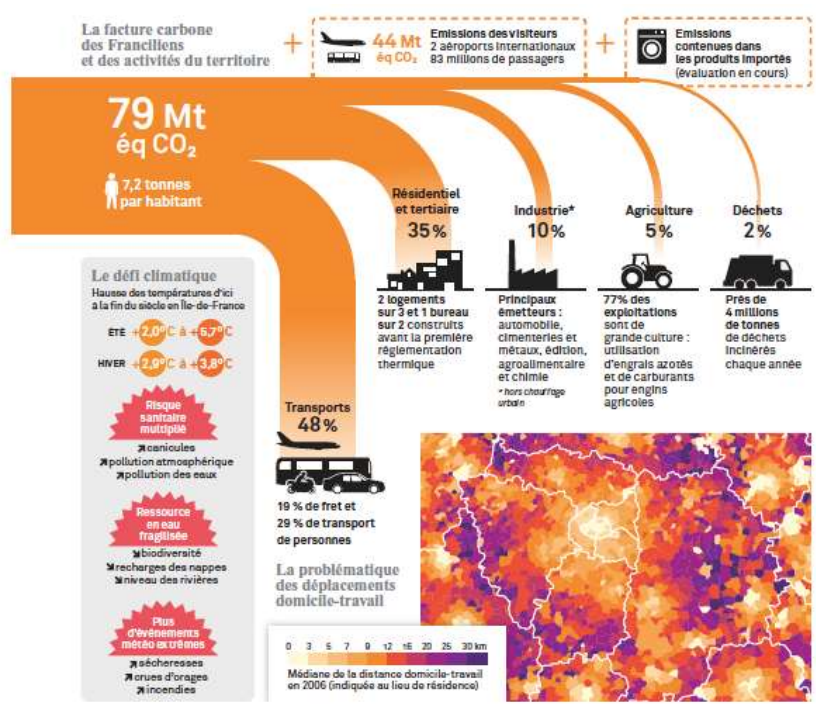
Governance - A statutory metropolitan authority

In some cases, where the metropolitan issues to be faced are intense or of great significance, a metropolitan authority may be required to ensure that the responses needed are proportionate and effective. Such an authority might be constituted by direct election or through appointed representatives but it would normally have the powers to give effect to its decisions, which would then be binding on others.

Whatever model is chosen, or appropriate local variation, it will be important that it should have the capability to anticipate and respond to the key issues in prospect. This will require a common foresight on economic and social change and their consequences.



The drivers of socio-economic change - Demographics and migration- Région Ile-de-France



The drivers of climate change - Urban greenhouse gas emissions- Région Ile-de-France

Governance - Capability

Social and economic change

Economic change can have direct social consequences such as out migration or in migration. Such flows have been the main drivers of population change across Europe in recent times. Europe has developed a common market in goods and services and is developing a comparable free market in labour. However, this has been more problematic because of its social consequences. Nevertheless, economic migration continues to be a factor that metropolitan areas have to recognise and assess. In and out migration continues to be a major driver of population and household change.

Population and household change is also driven by demographic change as migrant populations may be younger and in the process of forming families and households and the existing population may be aging and declining and household size may be reducing. The net effect may range between population decrease but household increase (more smaller households) or population increase and household decrease (more larger households) depending on the balance of demographic change and migration change.

These fundamental social changes have a bearing on all aspects of the public and private provision of goods and services, including development and infrastructure.

A key capability of metropolitan governance will, therefore, be to assess such drivers of social change and their consequences over the medium and longer term. This means in the period beyond current investment programmes and usually for the period 5-15 years (medium term) and 16-30 years (longer term).

Sustainability

The concept of sustainability is that each generation should not diminish the natural resources available to successor generations. When applied to metropolitan areas this means making the urban structure of land, buildings and infrastructure as efficient as possible and ensuring that waste is recycled. It has been interpreted as maintaining the traditionally compact form of European urban areas, integrating urban functions and transportation to minimise the need to travel, maximising the reuse of urban land and buildings and having regard to environmental impact when planning necessary urban extensions.

These are issues that are clearly inter-related. A key capability of metropolitan governance will, therefore, also be to be able to take an integrated approach to urban change to achieve sustainability.

Climate change and renewable energy

A wider aspect of sustainability is the impact of urban life on climate change. Urban areas are the main generators of greenhouse gases and they need to move towards decarbonisation. This can be achieved through the reduction of wasted energy, the consequential lowering of energy consumption and the meeting of much of this lower demand from urban sources of renewable energy.

However, such an approach again requires an integrated approach to a more energy efficient urban fabric, including modes of transport, and to renewable energy generation within metropolitan areas and their areas of influence.



The in house process of communication, monitoring, update and review that is common to Amsterdam, Berlin-Brandenburg and Ile-de-France

The core business of metropolitan areas and out sourcing

There has been a move within regional and local government in Europe to out source many functions from the public to the private sector. The motives have been financial, for greater efficiency and value for money.

However, it will be important in selecting any particular model of metropolitan governance, to maintain an in-house capability to sustain a process of metropolitan foresight, to foresee and respond to the drivers of change, to monitor change and to update and roll forward an integrated and sustainable approach to key issues.

It is not wise for any business, whether metropolitan governance or private sector corporations, to out source its core functions. It has to retain the core information, knowledge and understanding to exercise its competencies responsibly and with confidence.

Whatever form of metropolitan governance is adopted it will require the resources to fulfil its in-house core functions effectively.

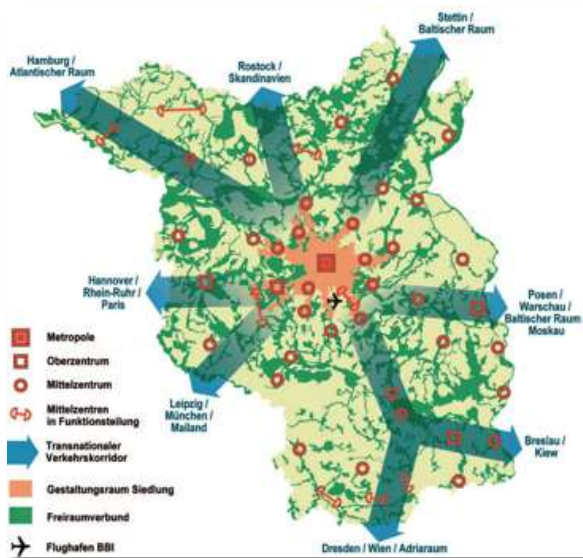
Governance - Process

Some of the key issues that a metropolitan authority has to deal with will be long lasting and others will be more volatile and uncertain. For example, the natural resources within the area of influence of a metropolitan area may be stable or slow changing whereas urban economic growth or decline may be accelerating. In consequence, some issues may require consideration over a short timescale, regularly rolled forward, and others over a longer time scale with less frequent review.

It will be important to establish a process at the metropolitan level to foresee and respond to change and to involve relevant stakeholders in the formulation of integrated responses to change and in taking appropriate action.



Densification



Strengthening strengths



Multi-polar and well connected

The Spatial Visions for the Metropolitan areas and regions of Amsterdam, Berlin-Brandenburg and Ile-de-France

Metropolitan dimension - The contribution of strategic spatial planning

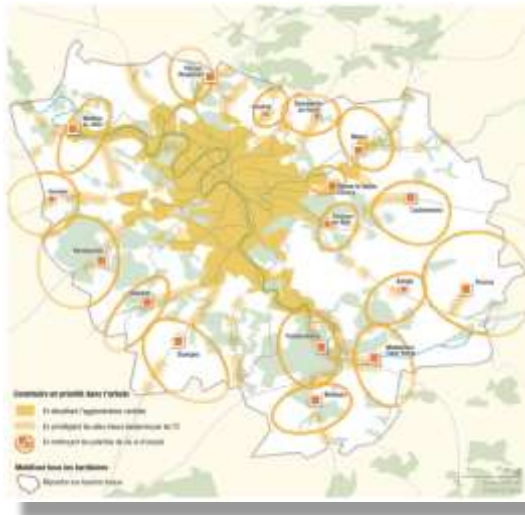
Most European metropolitan areas have a spatial planning capability and process. The function of spatial planning involves taking a longer term, integrated, view of social and economic change and identifying and considering their implications for the planning and development of metropolitan areas.

Spatial planning is, therefore, well placed to contribute to the capability of metropolitan governance to respond to the problems and opportunities that it faces.

Metropolitan Dimension - Vision and Strategy

An outcome of the process of metropolitan governance, outlined above, could be a Vision to articulate the longer-term future that is conceivable and feasible. Such a Vision could be supported by a Metropolitan Strategy (or Framework or Perspective) to demonstrate how such a future could be achieved.

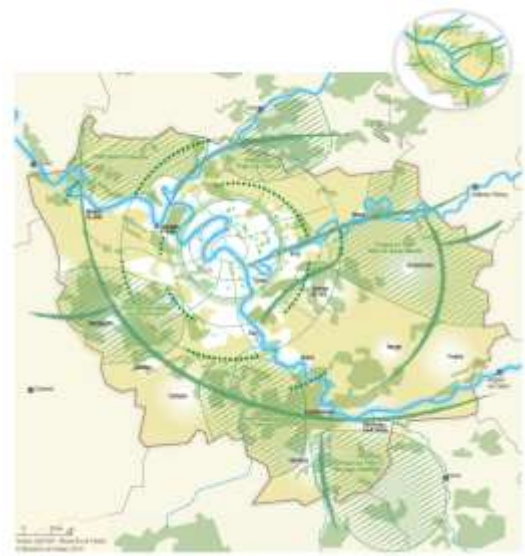
These are means of communication that can offer metropolitan governance a leadership opportunity.



Metropolitan dimension - Reuse of urban land and buildings and urban extensions



Metropolitan dimension - Infrastructure provision - Transportation networks



Metropolitan dimension - Green infrastructure networks
The exemplar of - Région Ile-de-France

Metropolitan dimension - Reuse of urban land and buildings and urban extensions

A key issue for many Visions and Strategies will be the balance to be struck between the longer-term demand for development, the capacity of urban areas to meet this and the need for urban extensions. Urban development capacity will include the potential to reuse urban land and buildings (brownfield development). Urban extensions (greenfield development) will include locations that are well related to transportation systems and have the least, or offset, environmental impact.

The balance between brownfield and greenfield development has a clear metropolitan dimension.

A sustainable approach to the reuse of urban land may involve recognition of the costs involved, for example, the decontamination of polluted land or the stabilisation of land that has been undermined.

These problems can be acute in older industrial areas and can also have a metropolitan dimension.

Metropolitan dimension - Transportation networks and other Infrastructure provision

A key relationship will be between the metropolitan urban form and infrastructure provision, particularly for transportation.

Transportation networks

Accessibility, internally and externally, is a key aspect of the attraction of any urban area for economic and social activities. A well-connected metropolitan area, both internally and externally, has become essential to its ability to retain its existing labour force and economic base and to attract mobile economic activities.

Connectivity inevitably has a metropolitan dimension.

Green infrastructure networks

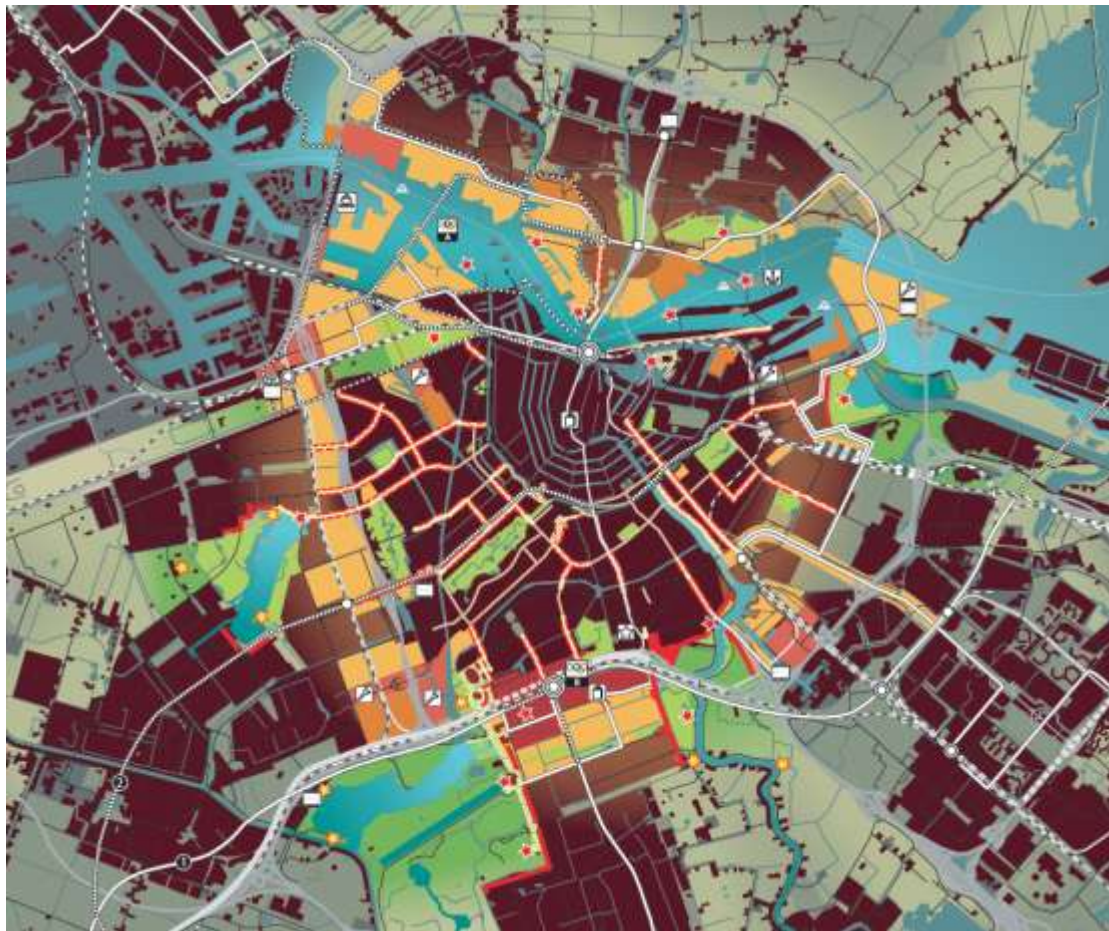
The green infrastructure of river valleys, regional and local parks, nature reserves, forests and woodlands, high quality agricultural land, water catchment areas, and landscapes of cultural heritage will form a linked network of productive, functional and recreational open space. Together they comprise the setting for the urban fabric of a metropolitan area.

Green infrastructure, as a metropolitan wide network, has a clear metropolitan dimension

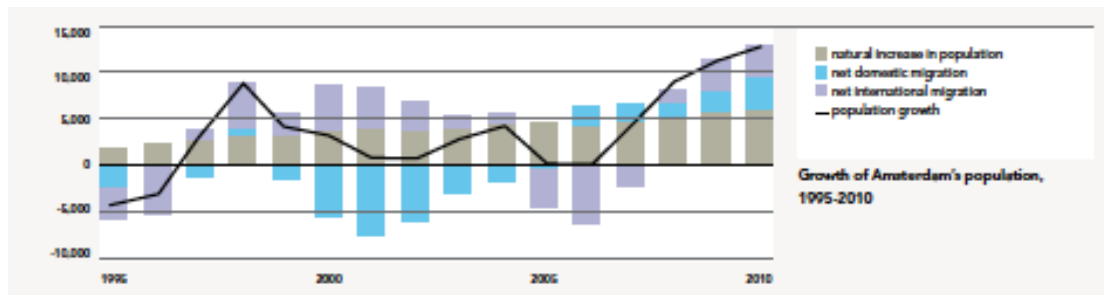
Waste, water supply and telecommunications systems

Other aspects of infrastructure provision will also be important to metropolitan competitiveness, including efficient waste recycling, secure and reliable and high standard water supplies and high speed telecommunications. Water management will also be a key issue in many metropolitan areas where the risk of flooding may be being exacerbated by climate change.

As metropolitan wide systems they also have a clear metropolitan dimension.



Local and mobile housing demand in Amsterdam - Densification as the strategic response



Metropolitan dimension - Housing markets

Housing will be the single largest land use in a metropolitan area. The housing supply usually comprises housing for owner occupation and for rent. There are also variations of part ownership/part rental. The housing supply can meet local needs, often for a larger or smaller dwelling, or the mobile needs of incomers. Incomers will often have moved to a metropolitan area for economic reasons, to new employment or to seek new employment. Their housing needs can be met from a number of possibilities across a metropolitan area.

Within metropolitan areas there are, therefore, local and wider metropolitan housing markets.

In some areas of the EU, with a high level of owner occupation, housing has been used for speculative investment as well as for dwelling purposes. House prices may rise to the point where they are no longer affordable and rent levels may follow. As housing is such a key aspect of metropolitan competitiveness and such a key factor in social cohesion, affordable housing has become a key issue with a metropolitan dimension.

The assessment of housing need, by tenure and possibly affordability, and the process of balancing this with housing supply, within housing markets over the medium to longer term, has a clear metropolitan dimension.

Metropolitan dimension - Services of public interest such as health, education and training (public and private)

Within metropolitan areas there will be authorities with the responsibility to provide "services of public interest", particularly health, education and training. They may or may not be part of a statutory metropolitan authority.

Within such services there is always a choice between a more centralised approach, with larger facilities able to provide specialised and possibly higher standard services and a decentralised approach, which offers greater accessibility. A balance is usually struck with some services being more local and others more centralised.

The accessibility of key services of public interest is, therefore, a metropolitan issue as is their relationship to other major points of accessibility such as city and town centres and transportation interchanges.

For example, some metropolitan areas have moved away from peripheral campus university locations to more centralised locations that support urban social and economic life. Such urban consolidation is possible when major development opportunities present themselves, such as in redundant docklands or former industrial areas.



Metropolitan dimension - The way forward

The exemplar of Amsterdam metropolitan area and region

Metropolitan dimension - Market services such as retailing

There has been a major move towards larger retail outlets, such as supermarkets and retail warehouses, which have been grouped together in out of centre retail parks and shopping malls. Shopping malls are often anchored by department stores that might normally be found in established city and town centres. The impact on established city and town centres has often been substantial and may jeopardise their vitality and viability.

City and town centres are the cores of European urban life. They contain much of Europe's urban heritage and they give cities and towns their identity and much of their character. As transportation centres they offer a high level of accessibility and the possibility of multi purpose trips. Their wellbeing is, therefore, a key aspect of a sustainable approach.

The growth or decline of retail expenditure and its implications for the provision of retail floor space will be a key issue in many metropolitan areas. As with housing, there will be local catchment areas around city and town centres and wider catchment areas for retailing with a metropolitan wide attraction. More local shopping tends to be for "convenience" goods, such as food, and metropolitan shopping more for "comparison" goods, such as fashion and household items.

The medium to longer-term assessment of retailing demand and supply, by convenience and comparison expenditure, over local and metropolitan retail catchment areas, has a clear metropolitan dimension.

The vitality and viability of city and town centres will be affected by such assessments and this issue is also a matter of common metropolitan interest.

Metropolitan dimension - The way forward

It is clear from this brief summary of the reality of the metropolitan dimension in Europe, that many of the key issues affecting Europe's future competitiveness and wellbeing can be addressed most effectively at the metropolitan level.

However, there is a problem, which is that there are already established European institutions and levels of national, regional and local government that do not yet fully recognise this reality.

The consequence is that the populations of Europe's major urban areas, its metropolitan areas and their areas of influence, are disenfranchised from many of the key issues affecting their futures.

This Companion to the METREX 2013 Glasgow Conference demonstrates the need for greater recognition of a Metropolitan Dimension to European affairs and the need to establish suitable forms of governance for metropolitan areas and their areas of influence.

Effective metropolitan governance, within a system of multi-level governance, should be seen as a key level of cooperation and partnership with European, national and regional governments. It is the level at which many of their strategic initiatives, such as EU 2020 and individual National Planning Frameworks, can be realised, in practice.

Steps towards a Metropolitan Dimension

1 Mass

Metropolitan areas (comprising major urban areas, clusters and corridors) can create the critical population mass on which to build the knowledge base, labour markets and expenditure markets from which to compete more effectively.

2 Connectivity

Improved connectivity will help to build social networks and economic markets and change perceptions of what is possible. Connectivity will include transportation and telecommunications links. Metropolitan regions are the main nodes within the European Core Net of Transport.

3 Identity

Over time metropolitan areas can build fresh identities around the new social and economic relationships that become possible.

4 Recognition

Publicity for the new opportunities in prospect can enhance public awareness and generate recognition of the value of metropolitan collaboration.

5 Marketing

Collective marketing can be undertaken, with confidence, once the opportunities in prospect have been clarified and take on more substance.

6 Influence

Once metropolitan possibilities are established then a body or organisation might be formed to represent the collective and common interests of the metropolitan area, cluster or corridor. It may begin to have influence on strategic decision-making and to generate its own resources.

7 Support

Once real benefits begin to flow from the new relationships that have been formed then the metropolitan area will be able to generate lasting support for its initiatives and activities.

8 Integrated strategies

There may then come a point where the added value of an integrated approach to the consideration of the collective strengths and weaknesses of a metropolitan area, cluster or corridor will become apparent and an integrated Strategy can be produced with the involvement of stakeholders and civil society.

9 Collective decision-making and governance

Integrated metropolitan strategies can be taken forward on a collective and voluntary basis or through an established body with planning and implementation powers and resources. These are issues of governance, which is the function of effective representative decision-making on the basis of subsidiarity.

Subsidiarity, in a metropolitan context, would require recognition of those issues that require to be addressed over the metropolitan area as a whole and have a "metropolitan dimension".

10 Proximity

Metropolitan relationships can arise from shared problems and opportunities. Borders and natural barriers can present administrative and technical problems to be overcome jointly. Natural resources can form the basis for a common interest in their sustainable use. Water and renewable energy resources, in particular, offer opportunities for metropolitan collaboration, for example, along river valleys and coasts.

11 Co-operation

Metropolitan relationships can also arise from shared economic and social opportunities, for example, where businesses draw on a wide range of suppliers or public services offer specialist research, health or educational opportunities. Interregional public transport services offer particular opportunities for co-operation.

12 Complementarity

Metropolitan relationships can also be formed on the basis of complementarity, where urban communities with different roles and functions can improve their collective competitiveness through a wider portfolio of services, attractions and opportunities.

METREX commends this step-by-step approach to those setting out on the road to effective Metropolitan governance



Steps towards a Metropolitan Dimension

Appendix 1 - The Metropolitan Dimension in practice

The example of METREX Members

Forms of governance		1	2	3
1 Iberia				
Barcelona	Prefecture of Catalunya			
Bilbao	Gobierno del Pais-Vasco			
Eurociudad Vasca	Eurociudad Vasca/Bayonne/St Sebastian			
Lisboa	Area Metropolitana de Lisboa			
Madrid	Comunidad de Madrid			
Porto	Area Metropolitana do Porto			
Sevilla	Junta de Andalucia			
Zaragoza	Diputación Provincial de Zaragoza			
	Ayuntamiento de Zaragoza			
Granada	Centro Internacional de Estudios Urbanos			
2 Italy				
Bologna	Regione Emilia-Romagna			
Firenze	Regione Toscana			
Milano	Regione Lombardia			
Napoli	Provincia di Napoli			
Torino	Regione Piemonte			
	Provincia di Torino			
Veneto	Regione del Veneto			
3 Cadses+				
Athens	Organisation of Athens			
Bucharest	Municipality of Bucarest (UMPCB)			
Moscow	Institute for the General Plan of Moscow			
	Cities Globaly United			
Oradea	Oradea Metropolitan Area Association			
Prague	City of Prague			
Sofia	Municipality of Sofia			
Thessaloniki	Organisation of Thessaloniki			
Zurich	RZU			
Budapest	Central Hungarian Development Agency			
Wien	Stadt Wien			
4 Germany				
Berlin	Capitalregion Berlin and Brandenburg			
Frankfurt	Planungsverband Frankfurt			
Hamburg	Hamburg Metropolitan Region			
Hannover	Metropolregion Hannover Braunschweig Göttingen			
Köln/Bonn	Metropolregion Köln/Bonn			
Mitteldeutschland	Metropolregion Mitteldeutschland			
Nürnberg	Verien die Region Nürnberg			
Rhein-Neckar	Verband Region Rhein-Neckar			
Stuttgart	Verband Region Stuttgart			
München	Regionaler Planungsverband München			
5 Poland				
Szczecin	Municipality of Szczecin			
	Region of West Pomerania			
Wroclaw	Municipality of Wroclaw			
Krakow	Municipality of Krakow			
6 Baltic				
Helsinki	Helsinki City Council			
	HSY			
	Uusimaa Regional Council			
Oslo	Oslo City/Askerhus			
Riga	City of Riga Council			
Stockholm	Stockholm County Council			
Vilnius	Vilnius City Municipal Government			
7 France				
Marseille	agAM			
Paris	IAU-Idf			
8 Central				
Amsterdam	Stad Amsterdam			
Bruxelles	Ville de Bruxelles			
Glasgow	GCVSDPA			
Rotterdam/den Haag	Rotterdam City Council			
	Municipality of The Hague			
1 Voluntary cooperation				
2 Co-operation through a joint metropolitan body or joint arrangements				
3 A statutory metropolitan authority				
METREX exemplars				

Appendix 2 - 127 European Larger Urban Zones (LUZ)

1	London	UK	11,917,000
2	Paris	France	11,089,124
3	Istanbul	Turkey	11,044,642
4	Madrid	Spain	5,804,829
5	Ruhr Area	Germany	5,302,179
6	Berlin	Germany	4,971,331
7	Barcelona	Spain	4,440,629
8	Athens	Greece	4,013,368
9	Ankara	Turkey	3,708,047
10	Rome	Italy	3,457,690
11	Hamburg	Germany	3,134,620
12	Milan	Italy	3,076,643
13	Katowice	Poland	2,710,397
14	Stuttgart	Germany	2,663,660
15	Warsaw	Poland	2,660,406
16	Manchester	UK	2,600,100
17	Munich	Germany	2,531,706
18	Budapest	Hungary	2,524,697
19	Frankfurt am Main	Germany	2,517,561
20	Izmir	Turkey	2,440,902
21	Lisbon	Portugal	2,435,837
22	Leeds	UK	2,393,300
23	Birmingham	UK	2,357,100
24	Naples	Italy	2,253,964
25	Vienna	Austria	2,179,769
26	Bucharest	Romania	2,140,194
27	Prague	Czech Republic	1,964,750
28	Cologne	Germany	1,873,580
29	Stockholm	Sweden	1,860,872
30	Copenhagen	Denmark	1,806,667
31	Brussels	Belgium	1,800,663
32	Glasgow	UK	1,747,100
33	Turin	Italy	1,745,221
34	Lyon	France	1,717,300
35	Valencia	Spain	1,564,145
36	Dublin	Ireland	1,535,446
37	Düsseldorf	Germany	1,525,029
38	Bursa	Turkey	1,458,067
39	Amsterdam	Netherlands	1,443,258
40	Adana	Turkey	1,384,680
41	Liverpool	UK	1,365,900
42	Bielefeld	Germany	1,297,876
43	Hanover	Germany	1,294,447
44	Nuremberg	Germany	1,288,797
45	Sheffield	UK	1,277,100
46	Kraków	Poland	1,264,322
47	Sofia	Bulgaria	1,263,807
48	Seville	Spain	1,249,346
49	Bremen	Germany	1,249,291
50	Helsinki	Finland	1,224,107
51	Rotterdam	Netherlands	1,186,818
52	Łódź	Poland	1,163,516
53	Ostrava	Czech Republic	1,153,876
54	Zürich	Switzerland	1,110,478
55	Gdańsk	Poland	1,105,203
56	Porto	Portugal	1,099,040
57	Oslo	Norway	1,090,513
58	Tyne and Wear	UK	1,055,600
59	Toulouse	France	1,052,497
60	Gaziantep	Turkey	1,042,732
61	Wrocław	Poland	1,031,439
62	Poznań	Poland	1,018,511
63	Bristol	UK	1,006,600
64	Riga	Latvia	1,003,949
65	Thessaloniki	Greece	995,766
66	Bordeaux	France	981,370
67	The Hague	Netherlands	978,161
68	Bilbao	Spain	939,994
69	Konya	Turkey	919,433

70	Antwerp	Belgium	915,258
71	Bonn	Germany	908,503
72	Leipzig	Germany	904,401
73	Dresden	Germany	902,067
74	Göteborg	Sweden	873,335
75	Saarbrücken	Germany	855,31
76	Palermo	Italy	855,285
77	Vilnius	Lithuania	850,300
78	Cardiff	UK	841,600
79	Nottingham	UK	825,600
80	Diyarbakir	Turkey	814,874
81	Antalya	Turkey	814,685
82	Edinburgh	UK	787,700
83	Córdoba	Spain	779,870
84	Szczecin	Poland	777,806
85	Leicester	UK	772,400
86	Nantes	France	751,085
87	Bologna	Italy	743,965
88	Brno	Czech Republic	728,101
89	Genoa	Italy	718,896
90	Karlsruhe	Germany	712,475
91	Málaga	Spain	699,916
92	Florence	Italy	696,767
93	Zaragoza	Spain	685,873
94	Kayseri	Turkey	675,734
95	Badajoz	Spain	663,896
96	Aarhus	Denmark	653,472
97	Lublin	Poland	652,642
98	Coventry	UK	651,000
99	Kiel	Germany	641,905
100	Belfast	UK	641,638
101	Strasbourg	France	634,275
102	Augsburg	Germany	629,139
103	Liège	Belgium	626,357
104	Las Palmas	Spain	625,892
105	Bari	Italy	623,298
106	Freiburg	Germany	618,467
107	Venice	Italy	612,245
108	Padua	Italy	605,709
109	Izmit	Turkey	601,351
110	Bratislava	Slovakia	601,132
111	Palma	Spain	593,386
112	Magdeburg	Germany	588,875
113	Bydgoszcz	Poland	582,927
114	Kingston upon Hull	UK	573,300
115	Catania	Italy	572,302
116	Utrecht	Netherlands	564,485
117	Verona	Italy	563,952
118	Rennes	France	553,579
119	Malmö	Sweden	550,289
120	Vigo	Spain	548,799
121	Erfurt	Germany	543,226
122	Grenoble	France	541,888
123	Linz	Austria	532,995
124	Białystok	Poland	523,958
125	Tallinn	Estonia	521,410
126	Rouen	France	519,318
127	Malatya	Turkey	501,849
Total			201,857,731

127 LUZ over 500k population, or metropolitan areas and regions, as defined in the Urban Audit, 2008 (EU 27 (116 LUZ) plus Turkey (11 LUZ). Zurich has a population of 366,445 and Oslo has 605,005.

Appendix 3 - Three METREX exemplars of the Metropolitan Dimension in practice

Structural Vision Amsterdam 2040



In the Structural Vision, Amsterdam emphatically looks beyond its borders. Problems, challenges and opportunities present themselves on the scale of the Amsterdam Metropolitan Area, so the Vision Map covers the whole territory between Zandvoort, Purmerend, Almere and Haarlemmermeer. This is the region that must operate as an economically robust entity on the European and international stage, in order to be able to compete with, for example, the Ruhr Area.

Amsterdam is the core city within this region and its showpiece.

During the Structural Vision's formulation, as many people and organizations as possible were encouraged to share their thoughts, using such means as the internet campaign and the extended series of challenging public discussions. All the municipal departments concerned with spatial development contributed to the definitive version of the document, making this vision a product that can truly be said to belong to the whole city.

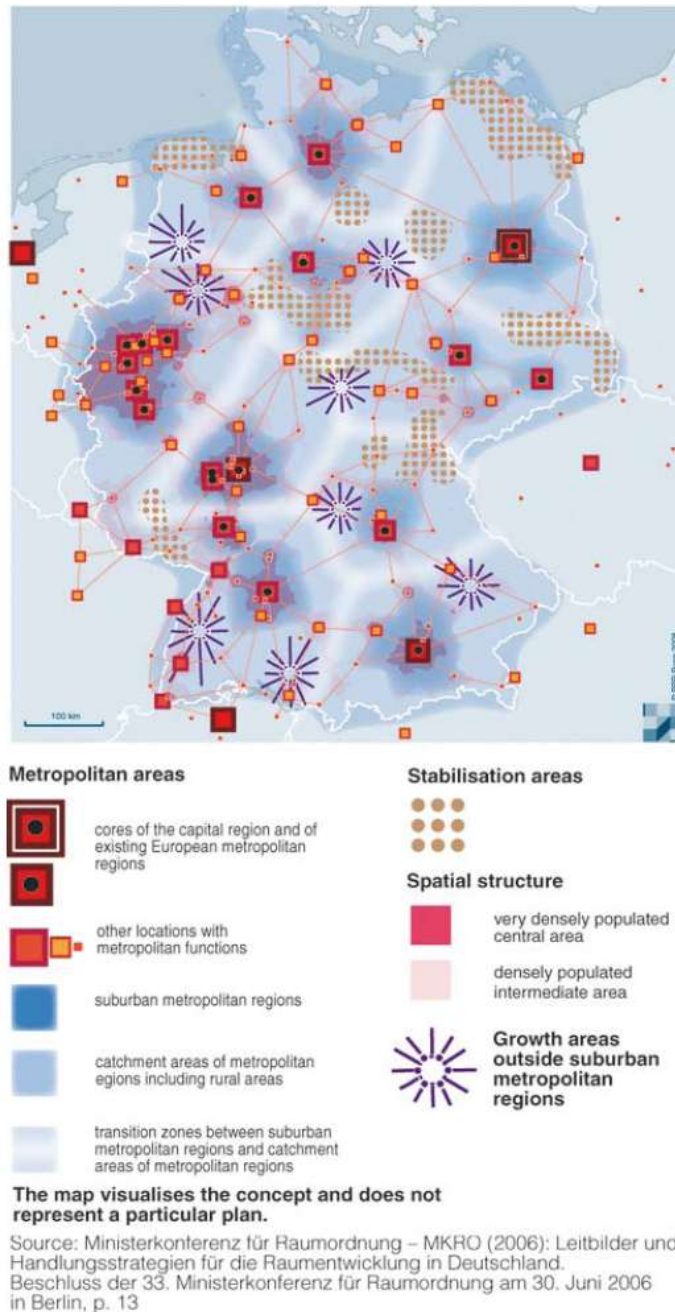
The Structural Vision outlines the ambition for the long term, which is why the vision must be continuously readjusted in the light of current events, such as the economic crisis. Or, indeed, quite the contrary: in turbulent times, the vision for the future must provide a framework of analysis to determine the plans that ought to be executed and those that are of secondary importance. The vision for the future should not be swayed by the issues of the day; it must map out how we respond to them. Only then can Amsterdam become both economically strong and sustainable.

*Maarten van Poelgeest
Alderman for Spatial Planning*

The exemplar of the 11 German Metropolregions

Context for the Joint Spatial Planning for Capitalregion Berlin-Brandenburg

Growth and Innovation concept



The exemplar of the 11 German Metropolregions

Context for the Joint Spatial Development Plan for the sphere of mutual influence Berlin-Brandenburg

The metropolitan region concept of the new Concepts clearly focuses on cooperation and joint responsibility not only in suburban metropolitan regions but especially in catchment areas of metropolitan regions and in the cross-border context as well.

This expansive approach is designed to intentionally integrate subareas with different structures, i.e. economically strong and weak, rural and urban, peripheral and central subareas, into one development strategy.

The Federal Government has therefore supported such supraregional partnerships, that means city regional cooperation in larger catchment areas of metropolitan and cross-border regions, since 2007 under the research programme "Demonstration Projects of Spatial Planning".

The aim was to test the approach of large area communities of shared responsibilities based on the concept of metropolitan regions in Germany in 10 cooperation areas, similar in terms of area and size to the "catchment areas of metropolitan regions" in the "Concept map" and ideally to give it an innovative direction.

The results of these comprehensive analyses of the Spatial Planning Report 2005 were integrated in the "Concepts and Strategies for Spatial Development in Germany" adopted by the Standing Conference of Ministers responsible for Spatial Planning in 2006.²⁹

They established eleven European metropolitan regions in Germany: Capitalregion Berlin-Brandenburg, Hamburg, Bremen-Oldenburg, Hanover-Braunschweig-Göttingen, Rhine-Ruhr, Frankfurt/Rhine-Main, Rhine-Neckar, Stuttgart, Nuremberg, Munich and Halle/Leipzig Saxon Triangle (now Mitteldeutschland).

The standing conference of Ministers for Spatial Planning agreed a joint strategy for Spatial Policy and Spatial development on the national and the federal level of Bundesländer according three guiding models.

- *Growth and Innovation*
- *Ensuring General-interest Services and*
- *Preserving Resources and Developing Cultural Landscapes*

It was expected the strengthening of the role of German metropolitan regions and the development of examples for co-operation to units of common regional responsibility.

The Ministers conference decided to concrete and to develop the guiding models. The concept of European metropolitan regions will be launched to include cross-border metropolitan functional links. Furthermore, new aspects of mobility and logistics, climate protection and energy will be integrated. New forms and strategies of co-operation and partnership of urban and rural regions will be elaborated. The proceedings are on-going.

Joint Spatial Planning for the Joint Capital Region Berlin-Brandenburg

State planning is the supra-regional and interdisciplinary planning for the spatial development of a federal state. In Berlin and Brandenburg these planning activities are performed with joint responsibility by two federal states. Spatial development plans are being prepared in common for the entire region as well as for the partial spaces of the federal states (as spatial and functional partial plans). For this purpose, the Joint Spatial Planning Department of Berlin and Brandenburg was established, that is, an authority being operated by both federal states.

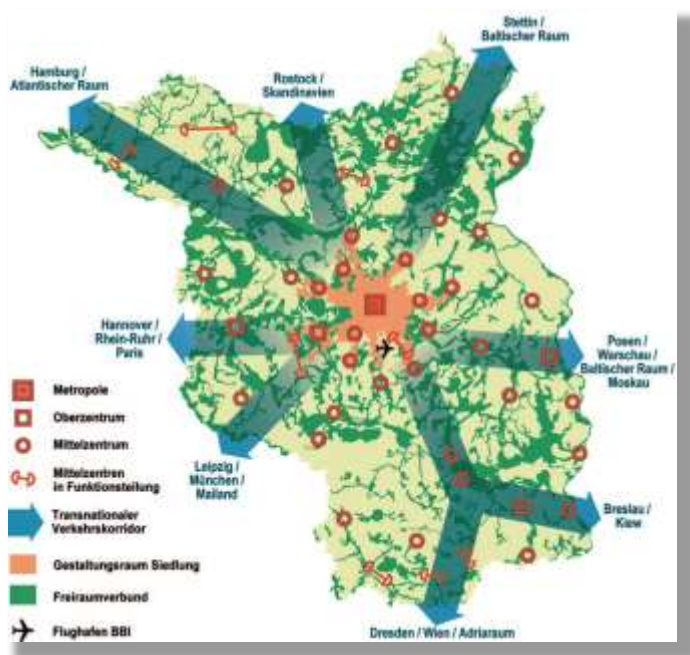
It was the result of a broad discussion process to transform the former concept of "Decentralized Concentration" for three main spatial categories - metropolis, mutual sphere of influence and outside development zone - into a joint interlinking spatial development pattern. Joint capital region including the metropolis as a central space category.

The new concept was called "Strengthening Strengths".

The 2006 new elaborated informal overall concept for the "Capital Region of Berlin – Brandenburg" indicates the direction. The formal provisions in the State Development Programme and the State Development Plans are based on this overall concept. In Berlin and Brandenburg, the following programs and plans are in force based on a state planning contract.

- State Development Program 2007 (LEPro 2007)
- State Development Plan Berlin-Brandenburg (LEP B-B)
- State Development Plan on the Development of the Airport Location (LEP FS)
- Furthermore, for Brandenburg, five regional planning zones with its planning tasks exist extending in sectoral terms from Berlin to the state border
- The Land Use Plan of Berlin includes elements of regional planning forces

Any tool, programme or plan of regional planning requires application and implementation on the part of the stakeholders in both federal states, in the regions and at the municipal level.



Structural Concept according to the State Development Plan Berlin-Brandenburg (LEPB-B)

In the capital region of Berlin-Brandenburg, the spatial prerequisites for strengthening international and national competitiveness shall be improved within a Europe of the regions. The concentration of the existing efficient structures within the space - that's the core of the development strategy of both federal states. This one comprises setting priorities in economy, infrastructure, culture, education and science. Funding policy has responded to this by concentrating on competence fields in Berlin and by placing spatial focal points in the federal state of Brandenburg.

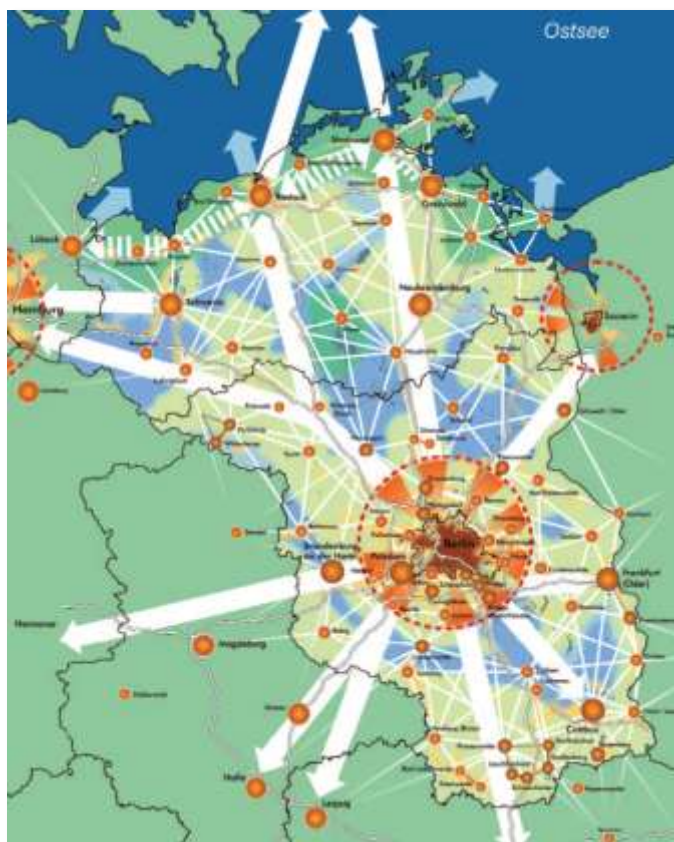
In the capital region of Berlin-Brandenburg, the spatial prerequisites for strengthening international and national competitiveness shall be improved within a Europe of the regions. For this purpose, the capital region has to make use of the interplay of all metropolitan and regional potentials and to further develop its attractiveness.

Core Topics of the new concept for the whole functional metropolitan area are,

- *Integrating the capital region in national and international interweavements*
- *Enabling sustainable growth*
- *Regulating public basic services in spatial terms*
- *Concentrating the infrastructural development towards spatial focal points*
- *Protecting open spaces and natural resources and*
- *Encouraging stakeholders at municipal and regional levels to create scopes for action*

Crossing traditional spatial borders

It is a permanent proceeding to harmonize development and objectives with the neighbours of the Capital region area.



Cooperation and networking in the North-East

The more and wider developing perspective and prerequisites of European embedding give more and more input into the metropolitan planning proceeding as well as output to EU-level. The development of an effective and high level net between metropolises, hubs and links is the goal of activities (e.g. the engagement within the stakeholder procedure of TEN-T). Also the engagement in Interreg projects gives the running and useful frame for transnational co-operation. (See the diagrams on page 10).

Enabling sustainability

The concentration of the existing efficient structures within the space – that's the core of the development strategy of both federal states. Priorities in economy, infrastructure, culture, education, science as well in open space, energy and emission ensure the optimization of developing space. Funding policy has responded to this.

Regulating public basic services

It must be based on demography. The System of Central Places deals with demographic change and was tough concentrated therefore.

Focussing infrastructural development

Concentrating Regional Cores for Growth and Cluster Branches interfacing with Central Places are the backbone of the new development perspective. Tools for development and funds should deal with this focus and should not to understand as raining stars.

Protecting natural resources

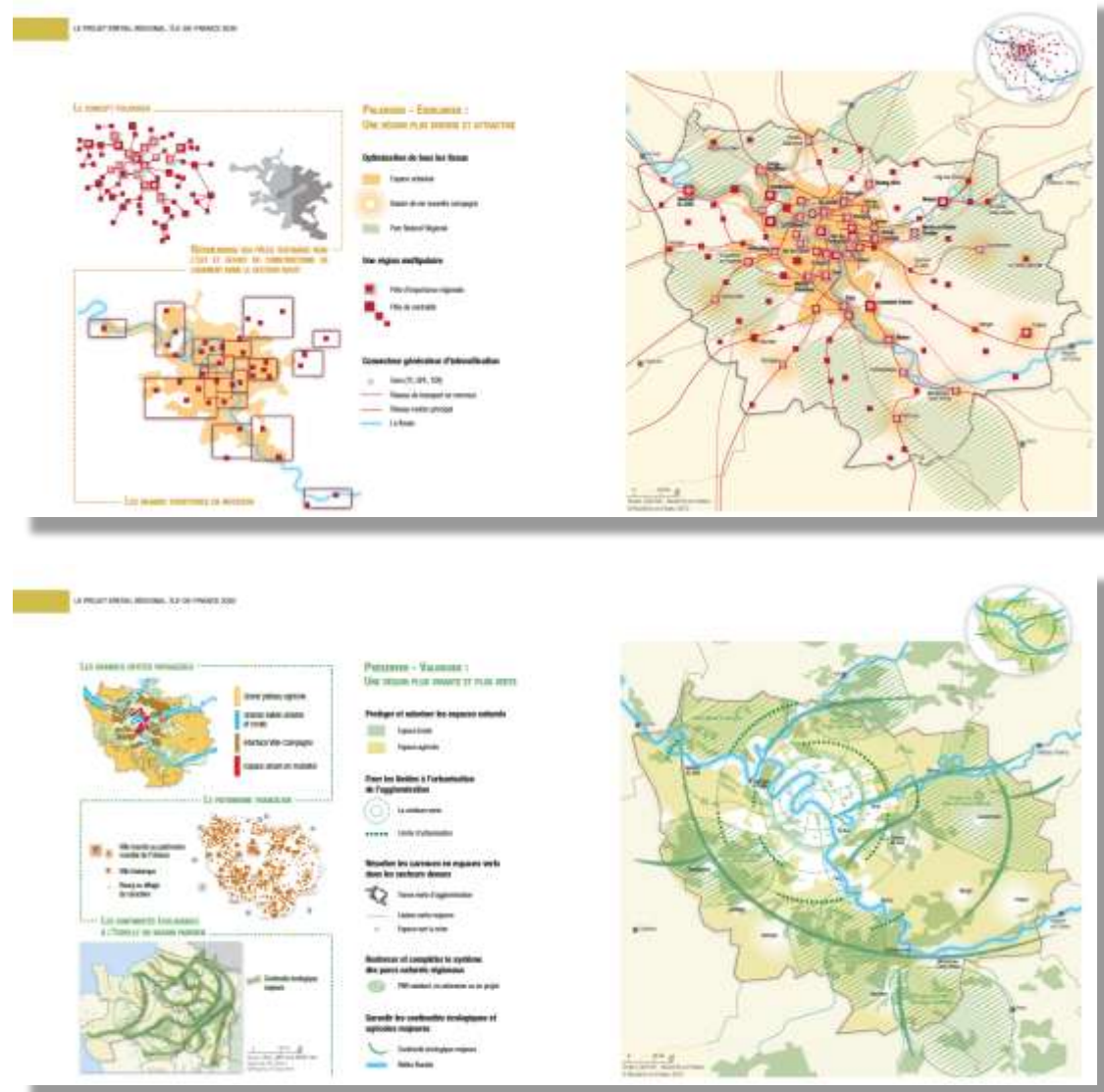
Open space as well as natural raw materials are natural resources to find in the closer sphere of influence as well as in the wider metropolitan region. This utilisation of spaces for settlement leads to a continuous loss of open spaces with their functions. According to the principle of sustainability, the goals of the planning system provide specifications for avoiding the use of open spaces as well as of non-renewable natural resources. An open space net was established within the Development Plan.

Scoping for actions

Cultural landscapes as new tools shall be imparted as an integrative task of various regional and municipal stakeholders. These areas of action for cooperative development base on common history, traditions, on typical products, certain unique features unparalleled and specific development approaches, as well as other peculiarities.

*Gemeinsame Landesplanungsabteilung der Länder Berlin und Brandenburg
Joint Spatial Planning Department of Berlin and Brandenburg*

Schema Directeur de la Région Ile-de-France (SDRIF)



A well-connected and sustainable region

Four years after the adoption by the Regional Council of the 2008 draft plan, two years after the passing of the Greater Paris Act, and the consultation of the Council of State, the new masterplan for the Ile-de-France region (the so-called 'SDRIF') has been adopted by the Regional Council after two days of intense and rich debate, on 25 October 2012. Within an intensifying and global crisis context, it addresses the challenges facing the region over the next few decades, such as promoting greater solidarity, making the food issue an ever greater concern of development policies, adapting the region to a changing environment... It is also a land-use planning document for the Ile-de-France area looking forward to 2030. This document is divided into 5 parts.

SDRIF- IAU-Idf

Key references

METREX has produced a number of key documents to support recognition of the Metropolitan Dimension to European affairs. They can be accessed from the METREX web site at www.eurometrex.org

- **Framework for a polycentric and better balanced European Territory**
- **This is not a Plan** - summary of the Framework
The METREX view on the form and content of a Vision, Framework and Action Plan for the European territory.
- **METREX Benchmark** of effective spatial planning and development practice.
Support for effective spatial planning practice within metropolitan areas.
- **METREX on line tools** to support effective metropolitan spatial planning practice.
ReMAC - Planning for regenerative energy with metropolitan areas
PHIMA - Planning for housing within metropolitan areas
PRIMA - Planning for retailing within metropolitan areas



See the METREX Practice Benchmark for further information on Metropolitan governance and effective spatial planning practice - in EN|DE|FR|ES|IT



See also Ceci n'est pas un Plan - Giving spatial expression to the concept of Territorial Cohesion

Both can be downloaded from the METREX web site at www.eurometrex.org

RR/METREX/Glasgow/February 2013