

The metropolitan challenge in Barcelona and five European metropolitan areas

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Different areas around cities

- **Administrative area:** the present constituency of the mayor
- **Morphologic area (MUA):** built up continuously – *this should be the minimum definition of the city*
- **Functional Urban Area (FUA):** day-to-day connections – *territory of ,zero-sum game' functions*
- **Larger economic area:** territory which can be reached within one hour from the airport – *territory for ,win-win' types of cooperation*
- **Visionary cooperation area:** agreements on territorial basis to increase international competitiveness – *innovative, mostly cross-border initiatives (Öresund, Oslo-Göteborg...)*

CITIES	Admin city (million)	MUA/city	FUA/city
London	7,43	1,1	1,8
Berlin	3,44	1,1	1,2
Madrid	3,26	1,5	1,6
Paris	2,18	4,4	5,1
Budapest	1,70	1,2	1,5
Vienna	1,60	1,0	1,6
Lisbon	0,53	4,4	4,9
Manchester	0,44	5,0	5,8
Liverpool	0,44	2,7	5,1
Katowice	0,32	7,1	9,5
Lille	0,23	4,1	11,3
...			
AVERAGE (40 cities)	42.63 mill	1,7	2,3

Sources: ESPON, 2007: Study on Urban Functions. ESPON Study 1.4.3 IGEAT, Brussels. Final Report March 2007

www.espon.eu City population: <http://www.citypopulation.de>

BENEFITS OF METROPOLITAN COOPERATION

Coordination between neighbouring municipalities in **functional urban areas** is crucial to

- avoid the **negative effects of competition** (investments, services, taxes) between local authorities
- help to **integrate policies** – economic, environmental and social challenges can best be addressed **at once** on broader urban level
- reach the **economy of scale** – size matters in economic terms and in services

The metropolitan area is the appropriate spatial level for **effective integrated approaches to sustainable development**, helping to bridge **urban-rural issues** and achieve more **balanced development**.

Size of the collaboration	1. Statistical unit	2. Networking, weak strategic planning	3. Single function	4. Multiple functions	5. Strong strategic, spatial planning of binding nature
A) Smaller than FUA	Budapest, Brussels	Ghent, Malmö , Vienna, Zurich.	Frankfurt , Helsinki, Katowice , Warsaw	Amsterdam, Rotterdam, Milan (Metropolitan City)	Lille, Lyon, Rennes, Strasbourg
B) FUA	Berlin, Ghent, Linköpping, Lisbon, Strasbourg , Vienna, Warsaw	Amsterdam , Birmingham LEP, Bratislava (Region) , Brno, Brussels, Göteborg , Katowice, Lyon, Malmö , Sofia, Terrassa,		Helsinki, Madrid (Region) , Munich , Manchester, Oslo , Preston, Stockholm (county) , Tampere (region)	
C) Somewhat larger than FUA	Sofia	BrabantStad, Zurich	Brussels	The Hague, Torino (Province), Helsinki (Region)	Stuttgart
D) Much larger than FUA (larger economic zone)	Birmingham Budapest	Amsterdam, Bratislava, Frankfurt, Ghent, Göteborg, Hamburg, Katowice, Lille, Linköpping, Lyon, Malmö, Oslo, Rennes, Stockholm, Strasbourg, Stuttgart, Tampere, Vienna, Zurich	Rotterdam – The Hague	Katowice (Region), Lisbon (Region),	Berlin, Malmö (region)

Functions and organizations on (or close to) metropolitan level: examples

Functions	Networking	Some functions	Strong planning
Institution			
No organization	Brno	Vienna	
Delegated organization	Bratislava	Manchester	French cities
Elected organization			Stuttgart

Some conclusions of the EUROCITIES MAIA research

- there are big variations regarding the types of collaborations on the MUA/**FUA**/Business zone levels around European cities
- on FUA level: most often **only informal collaborations** exist; the strong collaborations usually **do not cover the full FUA** territory

Thus there is a „**metropolitan area mismatch**” which is a serious problem, making difficult to handle in integrated way the basic challenges of sustainable urban development

Options for change

It is difficult to establish a **new general administrative level for metropolitan areas**; it would be difficult for this new level of governance fit the already overcrowded system of administrative levels.

There are **two options** to create stronger, more binding forms of cooperation on FUA level:

- to **give more power and functions** to the existing weak collaborations on FUA level
- to expand in **territorial sense** the existing strong collaborations to better cover the whole area of the FUA

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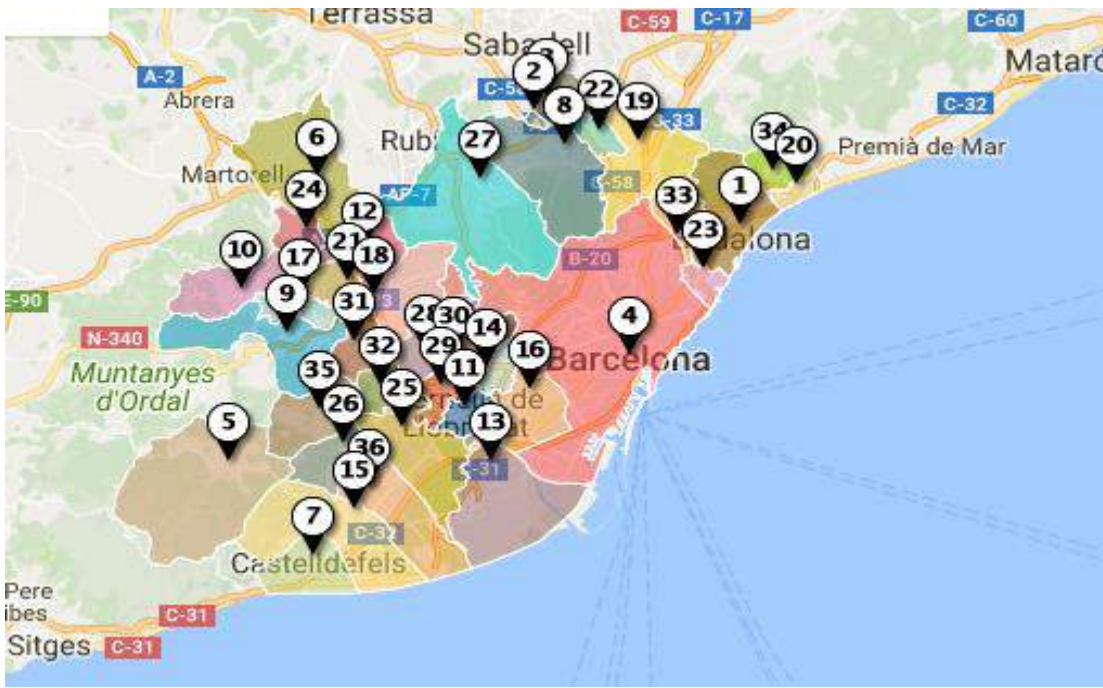


Barcelona Metropolitan Area

Population: Barcelona 1,6 mill, First Zone 1,6 mill, Second Zone 1,5 mill
BMA was created by a **law of Catalan Parliament in 2010**. BMA has 36 municipalities, 3,2 million population.

BMA gets its **€1,5 bn budget** from the municipalities and not from national or regional level.

Functions: providing **public services** in the metropolitan area, promoting **affordable housing**, approving the **Metropolitan Urban Mobility Plan**, preparing **Metropolitan Urban Master Plan**.



Metropolitan Council: 90 metropolitan councillors, each of the 36 municipalities represented proportionally to their demographic weight.

Governing Board: the AMB president (mayor of Barcelona) and the metropolitan councillors appointed by the president at the proposal of the Metropolitan Council. Meets at least twice a month.

PROBLEMS OF BARCELONA METROPOLITAN AREA

Barcelona Metropolitan Area has a **rather advanced institutional approach**, with AMB representing a **relatively strong metropolitan organisation**.

The comparative analysis of the five other cities might help Barcelona to meet the following **two challenges**, which we found to be seminal:

- the **institutional challenge** posed by the limitations on AMB's competences;
- the **territorial challenge** that AMB's territory does not cover the full functional urban area of Barcelona

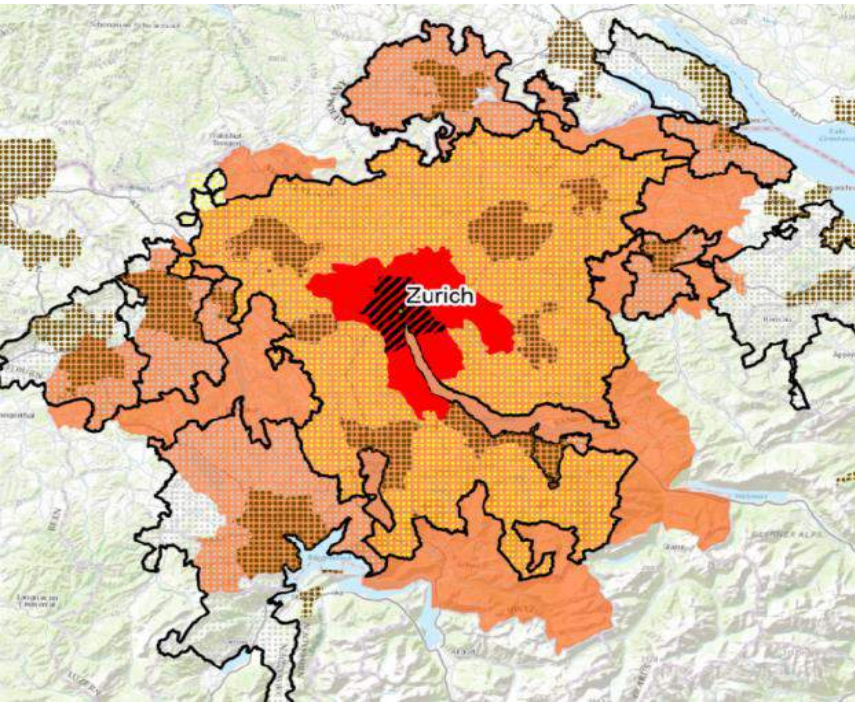
CASE STUDIES: FIVE EUROPEAN METROPOLITAN AREAS

International experience: two viable approaches exist to the handling of metropolitan challenges:

- **institutional**, i.e. the creation of a metropolitan organisation on a fixed territorial basis with sufficiently large range of competences (**Stuttgart, Greater Manchester, and also AMB**)
- **procedural**, i.e. striving for mechanisms and rules which allow for coordinated activities on a sufficiently large metropolitan territory, not necessarily in fixed territorial constellations (**Amsterdam, Copenhagen, Zürich**)

ZÜRICH METROPOLITAN ASSOCIATION

- Switzerland defined metro areas and **prescribed mandatory cooperation** within these
- Zürich (415 th) is center of the metro area (1,9 mill), including 8 cantons and 122 settlements
- It took 7 years to build up cooperation, with **regulation of growth** and working out how to compensate those whose growth is limited.



The agreement was achieved in the **informal level of planning conference**, the resolution of which is not binding but **will be gradually taken over by the 8 cantons** which make binding decisions.

Strategic spatial planning as **meta-governance tool**.

Comparison of metropolitan areas 1.

The metropolitan scale according to the self-definition of the metropolitan actors

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
2.388 million inhabitants, 33 municipalities (2015)	2 million inhabitants, 34 municipalities Copenhagen Metropolitan Area (planning area) is one third of the national population	2.7 million inhabitants (2011), 10 boroughs	2.7 million inhabitants, 179 municipalities 25.7% of the population of Baden-Württemberg	1.94 million inhabitants (2006), 238 municipalities one fifth of the national population	3.2 million inhabitants, 36 municipalities (AMB) 43% of the population of Catalonia

Comparison of metropolitan areas 2.

The type of metropolitan organization which is closest to the FUA

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
Common bureau (from 2017)	No organisation	Greater Manchester Combined Authority	Region Stuttgart	Zürich Metropolitan Area Association (currently about 110 municipalities are members)	AMB Àrea Metropolitana de Barcelona for Barcelona and the First Zone

Comparison of metropolitan areas 3.

Type of representation on the metropolitan level

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
Informal, no representation worked out	No organisation	Councillors of the 10 boroughs are the council members + directly elected mayor	Directly elected members of the Assembly (election based on party lists)	Each municipality + 8 cantons at the Metropolitan Conference, 8 representatives by the cantons and 8 by the municipalities at the Metropolitan Council	Metropolitan Council with 90 metropolitan councillors (weighted representation)

Comparison of metropolitan areas 4.

Functions exercised on the metropolitan level

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
Forum for bi- and multi-lateral negotiations	Strong spatial plan (Finger Plan) elaborated on national level	Public transportation and highways, spatial planning, economic development, police, waste management, health care coordination, funds in social and housing topics	Public transportation. Spatial planning. Economic development. Branding	Spatial planning. Lobbying towards the central government. Pilot projects with metropolitan relevance	Territorial planning, Urban planning. Common services: water, waste, environment, public transport, slightly social and housing issues

Comparison of metropolitan areas 5.

Scale of the budget on metropolitan level (annual)

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
No budget	No budget	Appr. 340 million EUR with direct competencies, about 2,2 billion EUR with all common services (in addition controls different funds and national sources)	Appr. 350 million EUR	Appr. 0.9 million EUR	684 million EUR for the metropolitan administration (AMB); 1,7 billion EUR with all the metropolitan companies and institutions

Comparison of metropolitan areas 6.

Source of income on metropolitan level

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
No budget	No budget	Devolved funds, EU funds, tender funds, levy on council tax, mayor own levying competence	Allocated from the county tax	Fees from the members and contribution to project costs from the members	Direct tax from citizens, contribution of municipalities, devolved funds of public services from the region EU funds, certain sectoral taxes on companies

Comparison of metropolitan areas 7.

Strengths of metropolitan cooperation

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
Historically strong culture for cooperation	Spatial plan is a strong tool to shape the area in a coordinated way	Historically strong metropolitan identity, joint political will of the 10 municipalities to work together. Increasing number of devolved competencies	Directly elected region represents metropolitan interests over the local ones more efficiently	Spatial plan is a strong tool to shape the area in a coordinated way	The law on AMB was approved in unanimity. AMB is a specialized administration in the development of their powers

Comparison of metropolitan areas 8.

Weaknesses of metropolitan cooperation

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
Partners cooperate only on win-win projects	Partners cooperate only on win-win projects	Challenge to create the 'spatial framework' – metropolitan spatial plan - which needs unanimous approval	Lack of direct tax revenues. Strong restrictive power in planning but less power in initiating development	Fluctuating membership, smaller settlements tend to be left out (metropolitan agenda is not "fancy" enough)	AMB does not cover the full FUA. Competences are limited. Lack of legitimacy by citizens (lack of direct elections). Too many administrations in a small territory.

Comparison of metropolitan areas 9.

Future aspirations regarding metropolitan cooperation

Amsterdam	Copenhagen	Greater Manchester	Stuttgart	Zürich	Barcelona
<p>To elaborate metropolitan level spatial plan.</p> <p>To sign city deals (devolution contracts) with the central state</p>	<p>To modify the spatial plan to provide more opportunities to rural settlements and make it more flexible</p>	<p>To finalise the spatial framework plan</p> <p>To involve more services (or coordination of more services) under metropolitan umbrella</p>	<p>To have direct taxation rights</p> <p>Elections with not (only) partly lists but individual election wards</p>	<p>To involve as many municipalities as possible</p> <p>Stronger roles in implementation</p>	<p>Getting new competencies from below and above.</p> <p>Influencing: economic development, big infra development, social and environmental policies.</p>

RECOMMENDATIONS FOR THE BARCELONA METROPOLITAN AREA

- **institutional challenge:** how to strengthen AMB as an existing metropolitan authority?
- **territorial challenge:** how to enlarge the territorial scope of the Barcelona Metropolitan Area?

INSTITUTIONAL CHALLENGE

- Adopt **direct election** of the president of the metropolitan area (in the long run: direct election of metropolitan council members)
- Promote a **metropolitan identity**
- Take on **more functions** from higher administrative tiers
- Strengthen economic development **cooperation with the private sector**
- Develop **strategic thinking capacity** on the metropolitan level
- Develop stronger **financial tools** and methods to achieve metropolitan priorities

DIRECT ELECTION

- **directly electing the president of the metropolitan area**, like in Greater Manchester (Zürich also plans this change) ensures greater legitimacy and wider visibility of the metropolitan level, as well as a stronger representation of metropolitan interests over local ones and greater opportunities to involve civil society and economic actors
- **direct election of the metropolitan council members** (Stuttgart) is possible as an exceptional case, without adding a new level to the general administrative structure of the country
- 'second best case': announcing the proposed metropolitan delegates at the time of the lower-level election (**indirect election** of metropolitan politicians)

METROPOLITAN IDENTITY

- to achieve metropolitan identity in the eyes of the inhabitants and businesses is **difficult**, needs a kind of “historic legacy” (Greater Manchester has it, Stuttgart less so)
- strengthening **public services** on the metropolitan (e.g. with new competencies in housing or social services) might be good
- identity may be strengthened by **symbols and emotional attachment** – a directly elected mayor (GMCA) would be an example of such a symbol
- actively looking for **visibility on the national or international scale**. AMB being of the key actors of the European Metropolitan Authorities movement –this should be more efficiently communicated

GET MORE FUNCTIONS

- AMB has **limited social competencies** (mainly in social cohesion and housing) and has to find its own path to create services that complement the already existing regional and municipal ones
- the case of GMCA shows that it is possible to take on responsibilities for coordinating secondary education services, health services and social services that cannot be adequately managed on the local level. AMB should seek out competencies which could be **more efficiently managed on the metropolitan level** than by the Catalan government
- any new functions are also accompanied by **appropriate financing sources**

COOPERATION WITH THE PRIVATE SECTOR

- setting up the **Barcelona Metropolitan Strategic Plan** is a move into the right direction
- GMCA: the **Chamber of Commerce** operates on this metropolitan level
- partnership could be created not only to address specific issues but taking the form of a **permanent process** (decision-making bodies that also incorporate partners from external actors) on some of the competencies, e.g. a forum to face issues like housing development or youth employment
- GMCA has an **appointed deputy mayor** for economic growth and business; Stuttgart takes special care to stay in touch with the largest economic players

STRATEGIC THINKING CAPACITY

- Barcelona Metropolitan Strategic Plan already offers a good framework; this could further be developed on the example of GMCA with a number of **boards and committees**, playing an ongoing role in monitoring the implementation of concepts
- to develop significant strategic thinking capacity on the metropolitan level, in vision building, communication, and partnership building: bringing together a significant number of strategic thinkers in an office, where people are **allowed and even urged to develop ideas in new, innovative ways**
- to have a **substantial budget** on the metropolitan level to be spent on strategic thinking and planning, financed mainly by the core city and the economic players and/or via a direct source by tax or state support

STRONGER FINANCIAL TOOLS

- Barcelona has already developed quite advanced methods of collecting funds (direct taxes, municipal contributions, and contribution to service fees)
- GMCA achieved influence on the **allocation of some national resources** (health care funds) without having these in the budget; AMB could strive to become an intermediary with regard to some regional functions, acting as an entity responsible for coordinating certain resources, e.g. in case of social or educational services
- in order to accelerate growth in areas where it would be feasible from a metropolitan perspective, but the plans face local resistance, an **active land policy** may be required with special financial backing

TERRITORIAL CHALLENGE

Further institution building with an **expansion to a larger fixed area might prove quite difficult**, because it would require a modification of AMB Law 31/2010

Consider cooperation agreements and strive for better national and regional framework

- seek cooperation with the surrounding area through **collaboration and planning agreements**
- advocate for improvements in the **national and regional framework** (e.g. indirect planning power at the metropolitan level or a strategic planning system) that would make room for the territorial bodies of larger metropolitan areas to more effectively cooperate

COLLABORATION AND PLANNING AGREEMENTS

- the approach of Amsterdam towards **network governance in a flexible area** is highly relevant to Barcelona
- Zürich: the national government initiated the **requirement for planning on the larger metropolitan level**
- In both cases the seemingly weak procedural attempts resulted in the **establishment of certain metropolitan institutions**, with no further aim to develop this level into a strong administrative layer of government

NATIONAL AND REGIONAL FRAMEWORK

- the government of Catalonia could help with **trust-building tools** to gain (step-by-step) the cooperation of the settlements in the Second Ring, reassuring them that procedural cooperation would not lead to any administrative merger against their wishes
- Zürich: **indirect planning power to the metropolitan level** through higher-level regulations; a Catalonian plan/regulation could help AMB's cooperation with the surrounding areas;
- **Action Plan** in the Amsterdam metropolitan area, encouraging bilateral cooperation among the stakeholders in the framework of a loosely defined strategic plan
- Öresund area around Copenhagen: creating a **loose framework for economic cooperation**



**Post-2020: what
kind of EU it will be?**

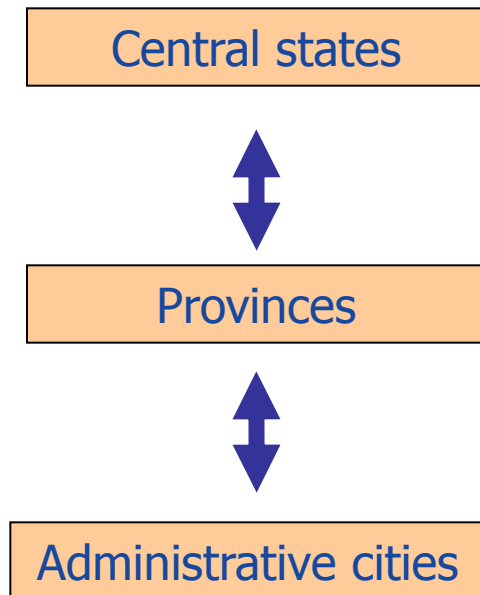
Cohesion policy post 2020

- **Unfortunate external conditions** from Brexit till re-nationalizing efforts; **less money** (also) for Cohesion Policy.
- After Brexit **the whole architecture of Cohesion Policy has to be revisited** in order to stay effective.
- A **fresh look** would be needed, but this is difficult, as each programmes and institutions want to keep/maximize their money.

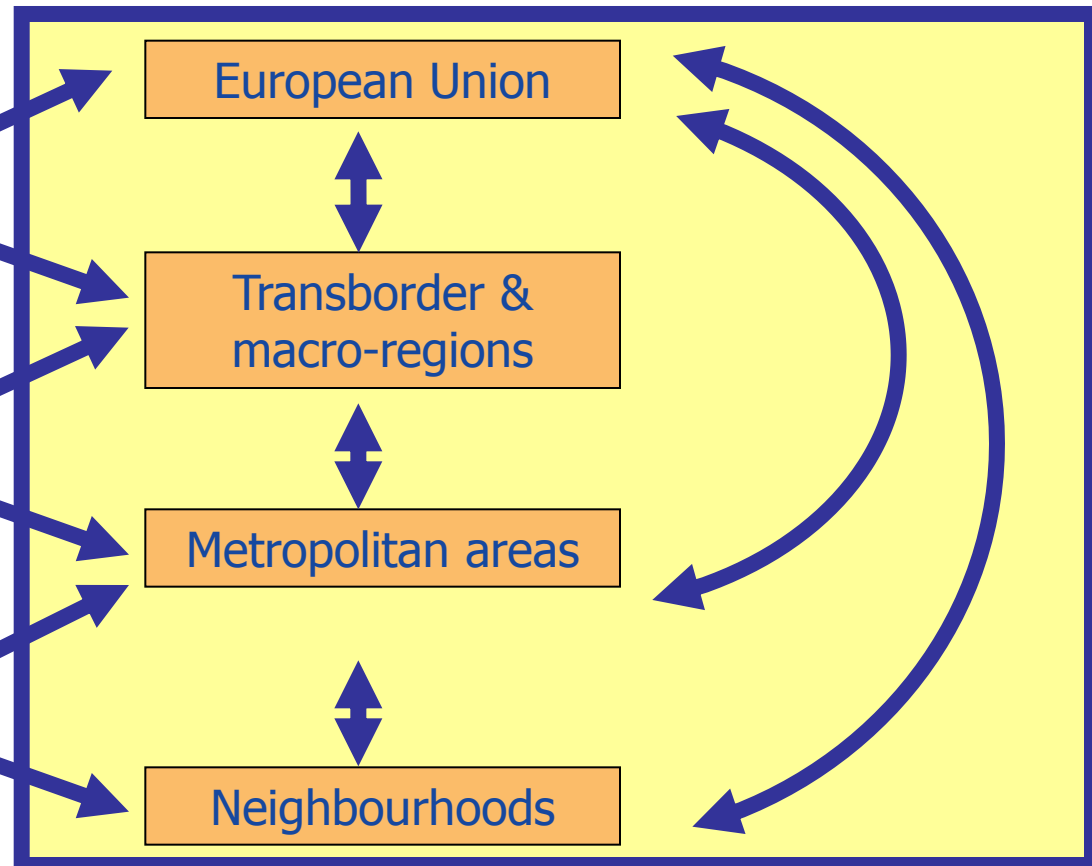
One of the potential ways to go: apply **stronger territorial dimension** and simplification in the form of **less thematic priorities**, allowing larger choices for metropolitan areas.

Planning in flexible space for implementing in fixed space

Old: fixed action
space



New: flexible action space



Towards a stronger metropolitan dimension post 2020

1. EU should introduce a Metropolitan Agenda

- EU should **increase the territorial dimension** (SUD)
- EU should support the idea that **metropolitan authorities and organized agglomerations** (represented by a politico-administrative institution with at least delegated competences) **are eligible to bid directly for EU CohPol money**
- More weight should be given for **integrated metropolitan development** (block grant), less on thematic concentration
- EU should give some **financial incentives to metropolitan level programmes and projects** creating initiative for the **national level** to consider it

Towards a stronger metropolitan dimension post 2020

2. EU should support metropolitan level planning

- **metropolitan areas** should be suggested not just as final beneficiaries but as **real partners**, in the strategic planning, designing, managing and evaluating programmes for their development (including the possible topics and projects within an ITI)
- EU should develop **tools and guidance to support planning on metropolitan level**, with the aim for acceptance on administrative levels above (Hamburg) and/or below (Zurich)

Thanks for your attention!



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QUESTIONS FOR THE DISCUSSION

1. How **decisions are made** – which bodies and decision-making criteria? Does a directly elected leader make a real difference?
2. What kind of **planning competences** are needed on metropolitan level to control unwanted growth vs. to initiate economic and infrastructure development?
3. Do you think it is realistic to **get more functions** to the metropolitan level devolved from above or from delegated from below? In what domains and under which conditions?
4. Which **revenues** on the metropolitan level to steer development?
5. Which **partnerships you are building** with the private and social stakeholders showing the added value of a metropolitan intervention?

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- direct taxes
- municipal contributions
- other sources

5. Which **partnerships** are you building with

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