

Spatial dynamics and strategic planning in metropolitan areas – SPIMA



ESPON-ECTG Targeted analysis project
Kick off meeting 28-29 November, 2016

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SPIMA TA: A stakeholder-driven request



Planning towards inclusive and sustainable growth in metropolitan area (national context, specific situations)

• **Strategic role of planning**

Governance arrangements for overcoming spatial development challenges in the context of each stakeholder's metropolitan area

• **Approaches**

Evidence on policy tools and governance approaches which are useful to manage spatial development at metropolitan area scale

• **Evidence on applicability**



Problem addressed by SPIMA?

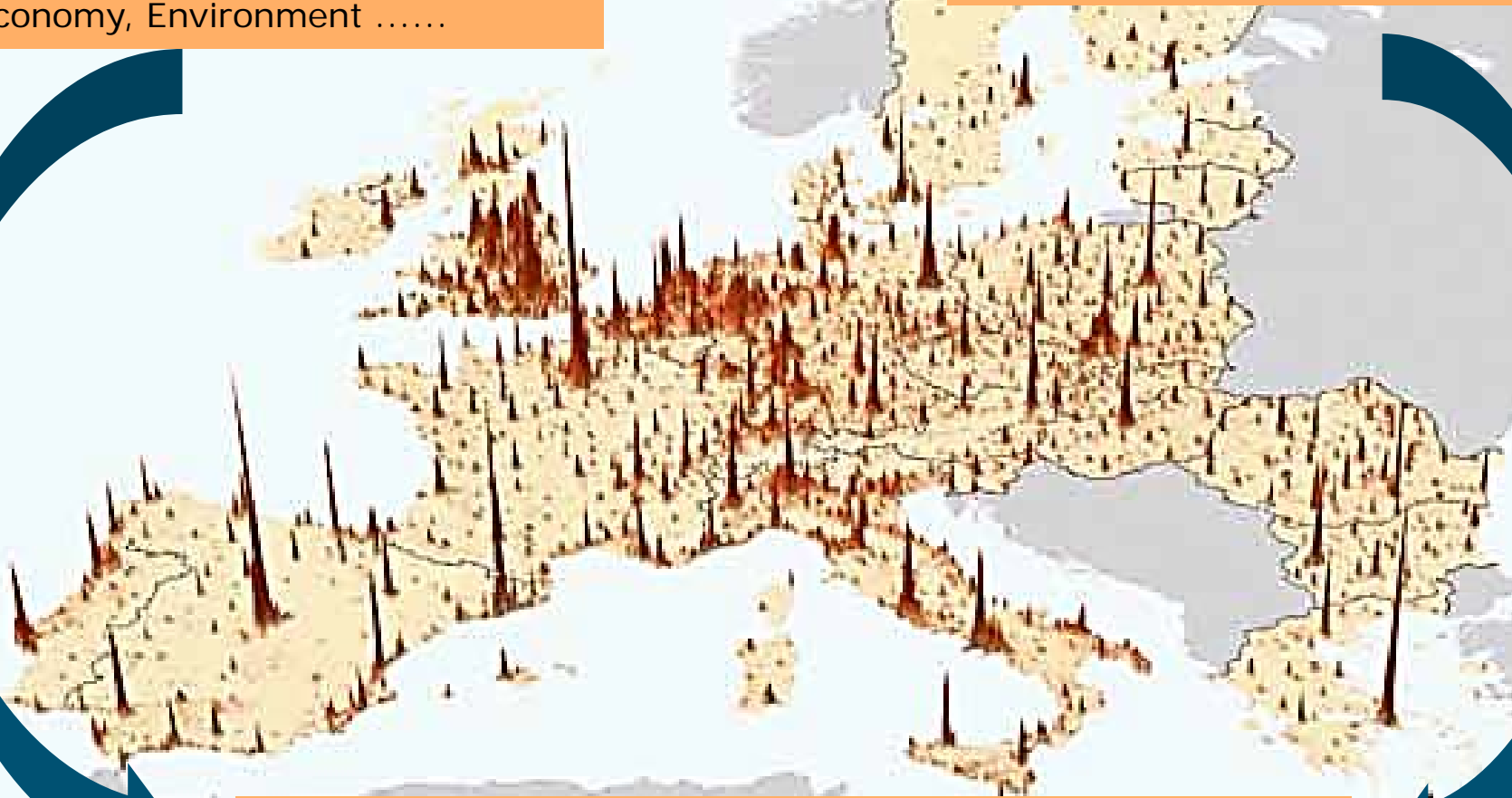
Sustainable Urban Development:

- Population density
- Compactness & Sprawl
- Services (mobility, infrastructure...)
- Economy, Environment

75% EU
population

Scale of planning

- Local Administrative Units (LAU)
- Morphological Urban Areas (MUA)
- Functional Urban Areas (FUA)

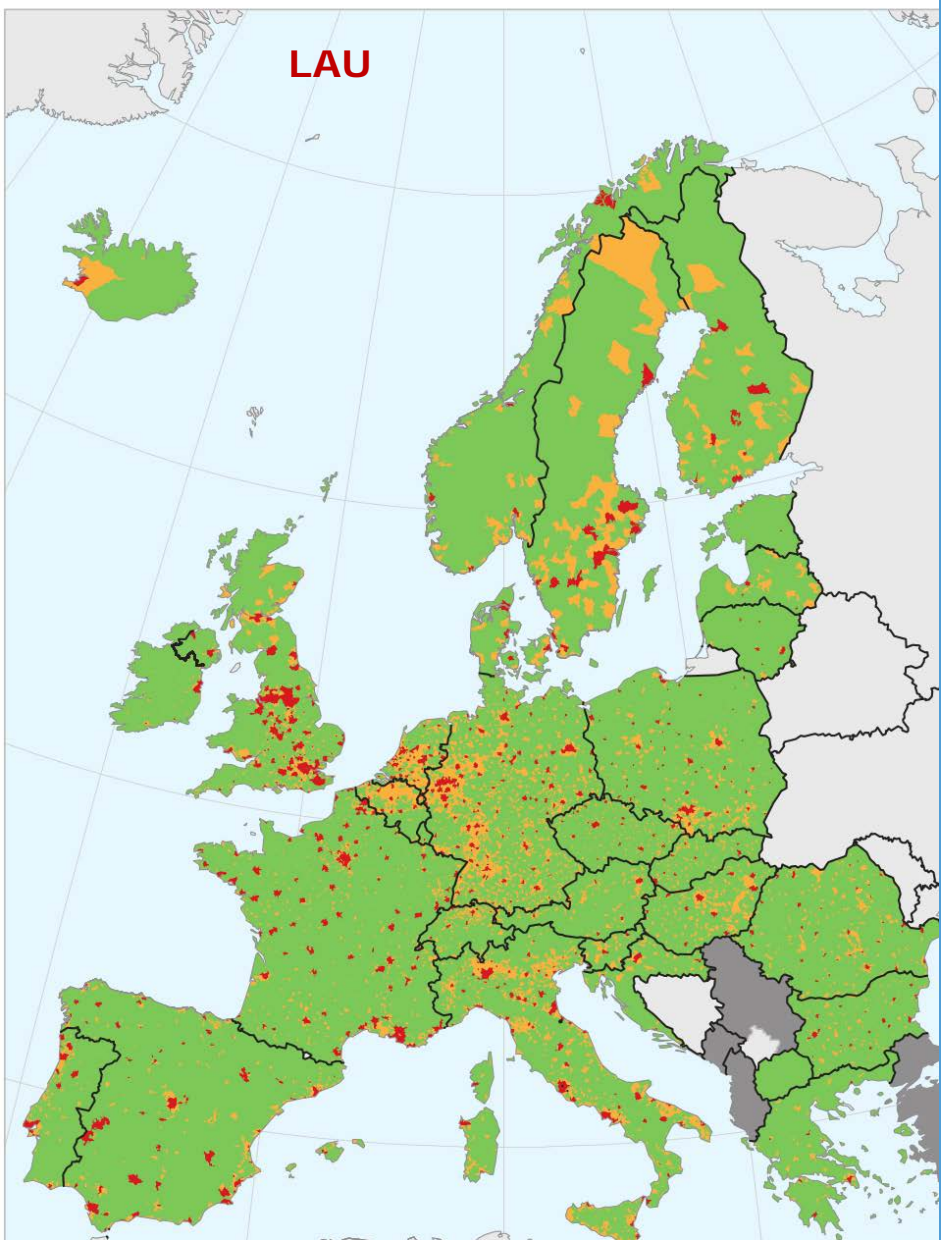


Level of Government: de facto city versus de jure city

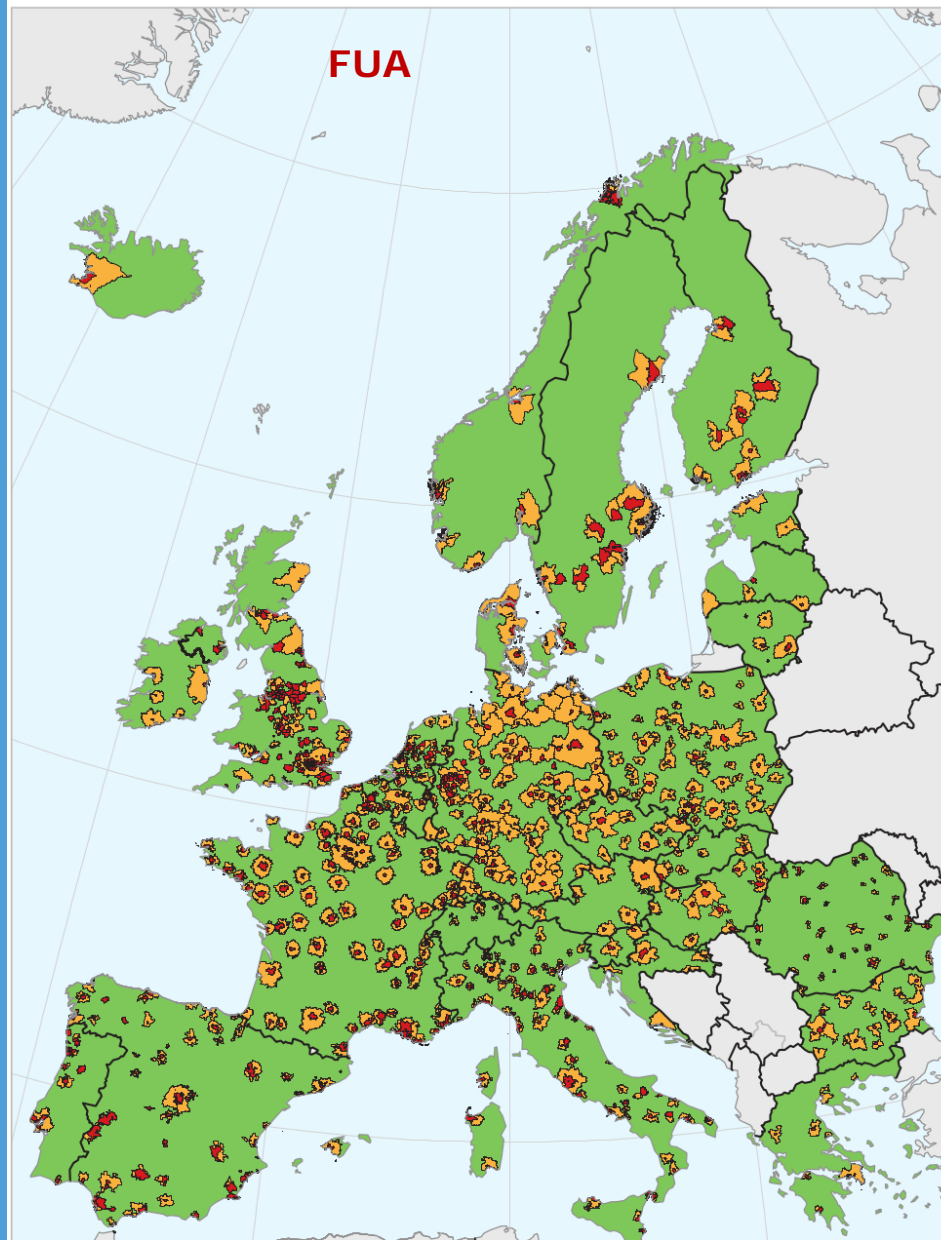
- Effective planning at Metropolitan level

Find the differences?

Degree of urbanisation for local administrative units level 2



Functional urban areas, 2011 (*)



SPIMA objectives

To identify policy options and methods that can help achieving strategic spatial policy aims by linking strategic planning and spatial development at metropolitan scale

Reflection on state of the art, data, understandings on MA, data

Knowledge gaps

Planning tools and governance approaches

Understanding

Governance, legal and financial systems

Evidence on differences and similarities, success factors

Reflection on the bottom-up top-down relation in EU policies implementation

Operationalise
the European policy goals

Enable stakeholders
manage spatial development at a metropolitan scale and collaborate

Practical and applied recommendations for stakeholders

Specific challenges of the stakeholders

- Strategic level (Vision): shared between the LAUs and FAUs
- Formal Spatial planning
- Multi-level governance
 - Flexible mode versus legal mode?
 - Centralized versus decentralized decision-making?
 - Institutionalization of metropolitan body (formal body)
 - Collaborative agreements and practices (informal body)
- Stimuli for collaboration
- Political commitment
- Evidence of MA benefits



Areas of intervention

- Strategic locations (services)
- Urban sprawl
- Jobs and housing at MA scale with infrastructure and services (balanced distribution of functions)
- Prioritising regional infrastructure in relation to land use and amenities (ongoing research)
- Conserving the environmental recourses (ecological values of the landscape, farm land, agro-forestry, leisure)
- Address potential imbalances in local government finance linked to spatial planning
- Including all relevant actors in the process



Links between themes and scales

Sustainable Urban Development:

- Population density
- Compactness & Sprawl (housing)
- Services (mobility, infrastructure...)
- Economy, Environment



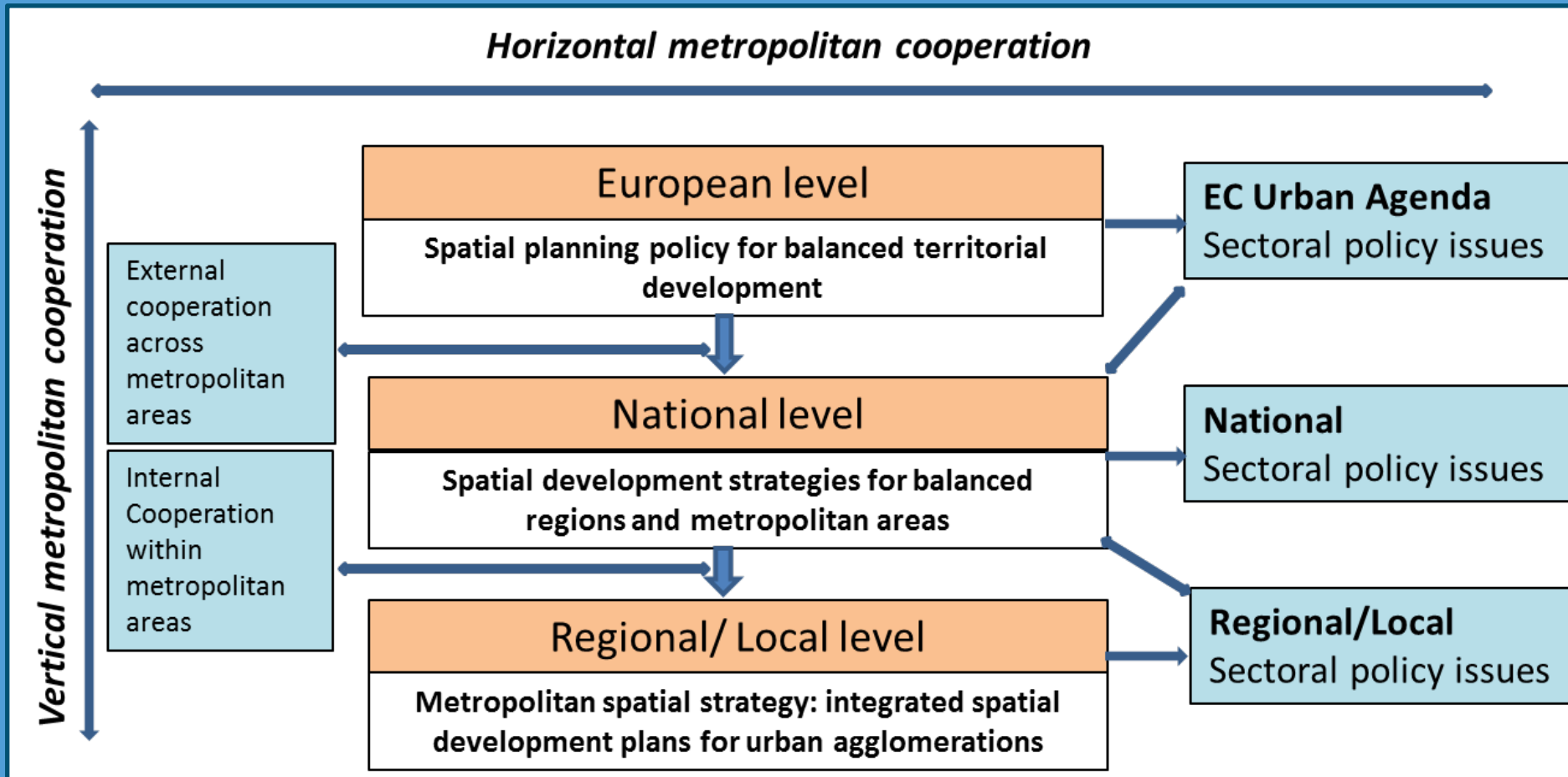
Scale of planning

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**Which issue at what scale?
Which decisions by what institutional body?
Which competences by which department?**



Scope of the MA multi-level governance



SPIMA project approach and tasks



Project approach and methods

- State of the art review
- Current approaches
- Success factors
- Needs
- Applicability of tools at MA level in specific policy context

Data:

- Literature, project data, programme data, cities data
- Case studies (specific/criteria/questionnaires)
- Comparative assessment (differences, similarities, trends, success factors)
- Generalization and synthesis
- Recommendation guidelines (generic-specific)

Task 1: Scrutinise main spatial configuration of MA, the legal and institutional frameworks

Getting the big picture on MA planning

- Identifying key challenges of MA
- Defining set of goals and definitions of MA planning
- Identifying scale of spatial and strategic interventions
- Developing profiles of MA (stakeholder cities)
- Formulating categories of MAs with spatial scales, planning mechanisms and governance approaches.
 - Deliverables:
 - MA profiles and categories
 - Framework for the MPA
 - Data framework for the Case studies

Task 1: Approach and methods

Four steps study

- Definitions, principles and policy issues
- State of the art categories of MA (spatial configurations, spatial systems, modes of governance)
- Multi-level planning (vertical): The MA institutional interplay
- Cross-sectoral planning (horizontal): Organizational, administrative and political structures influencing the MA planning



Defining MA (cities, FUAs and MA)

Cities and functional urban areas (DG REGIO), Eurostat , OECD:

- A city (core) consists of one or more LAU with the majority of the population lives in an urban centre of at least 50 000 inhabitants.
- A greater city is an approximation of the urban centre when this stretches beyond the administrative city boundaries (the kernel).
- A functional urban area consists of the city and its surrounding commuting zone (larger urban zone (LUZ)).



Task 2: Case study analysis

Getting to know the actual practice:

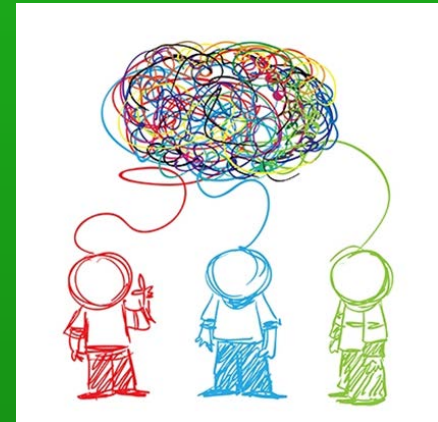
- Reflecting on the experiences and practices
- Case studies from the stakeholder cities (11 case studies):
 - Best practice
 - Impediments
 - Preconditions



Task 2: Approach and methods

Comparative case study analysis:

- Developing a framework for case study analysis
- Comparing cases:
 - Identifying assessment criteria:
 - Spatial configuration (monocentric/policentric)
 - Spatial planning system
 - Sprawl/intensification trends
 - Governance arrangements
 - Planning tools
 - Financial and legal issues
 - Political will
 - Citizens



Task 3: Development of typology of MA

- Step 1: Defining key issues to be addressed in the typology
- Step 2: Testing a proof concept of the typology with cities
- Step 3: Component analysis
- Data use:
 - GIS modelling
 - High resolution raster data: EEA, ESA, ESPON GEOSPECS, EROSTAT
 - Preceding projects (PLUREL etc.)
 - Scientific research



Task 3: Approach and Methods

Unified framework and transfer of knowledge to support decision-making at MA

- Key objectives of the SPIMA typology
- Link between spatial pattern and administrative processes
- Geographical differences
- Hierarchical classes of spatial data
- Dynamic Multi-level governance (vertical/horizontal)
- Dynamic policy background
- Dynamic funding programmes
- Bottom-up approach: aggregation from small scale (1 km²) with reverse option. Illustrate EU policy impact on implementation at regional & sub-regional, local level.
- Applicability of the typology

Task 4: Guidelines for MPA approach

- Guidelines for the meaning and use of the MPA with generic and specific instruments and examples
- Presenting the results of the tasks 1/2/3
- Recommendations and practical applications (what works and what not, how to support decision making, the choices to be made between different scenarios)
- Vision for the future based on the projects results
- Transferability across EU



Task 4: Approach and methods

Key elements:

- The generic MA policy and approaches, challenges
- Policy options and methods/governance arrangements
- Answers to key questions:
 - What works in which context planning?
 - What are prerequisites for success?
 - What are the relevant governance approaches?
 - How do the typologies can be used?
 - How to deal with specific challenges?

Input data for the SPIMA analysis

- Preceding projects' results:
 - *BEST METROPOLISES*
 - *METROBORDER*
 - *POLYCE*
 - *TANGO*
 - *PLUREL*
 - *1.4.3 Study on Urban Functions*
 - *1.1.1 Urban areas as nodes in a polycentric development*
- GIS modelling, Maps
- Cities profiles
- Interviews
- Literature (policy/scientific)

Input form key beneficiaries

- Municipal departments (e.g. urban planning...)
- Policy makers
- Decision makers
- National and regional authorities
- Politicians
- Private sector (e.g. developers) ?
- Community groups
- European Commission (Urban Agenda)
- Other specific groups