Metro in progress:

transition and changes

in metropolitan

construction

A first publication of the Metro in progress Programme: What about metropolitan strategies world-wide?

August 2013

INTA is a global membership association where public and private policy-makers and urban practitioners come together to share knowledge, experience and performing tools for integrated urban development. www.inta-aivn.org

International Urban Development Association
Association Internationale du Développement Urbain

INTA

EU | NL
DELTA
METROPOOL

Deltamotropolis Association is a broad public organisation that focuses on shaping sustainable development in Randstad Holland.
Apply for membership: www.deltametropool.nl/membership

Metro in progress:

transition and changes in metropolitan construction

August 2013 edition

Table of Contents

Why is there no single formula for constructing metropolitan processes? The cultural and social context, political and administrative systems, economic levels and the legacy of history are but some of the variables that explain why this is the case. It does beg the question: How are cities dealing with this? Who is leading the process? Which actors and institutions have to be involved? Who are the winners? These questions form the basis of "Metro in Progress: Transition and Changes in Metropolitan Development and Policies".

The first section of this paper covers the initial outcomes of the programme. The interviews have been ordered to reflect the different metropolitan governance structures and multiple levels of decision-making that run through those territories today.

Introduction

The INTA 'Community of Competence on Metropolisation' and the Deltametropolis Association are developing a worldwide comparison of Metropolitan Strategies through the ongoing Programme *Metro in Progress*.

Urban development is undergoing transitional changes: territories are widening from the district level to the city level; from the city to the agglomeration; and from the agglomeration to the metropolitan area, leading to new urban patterns influenced by the global economy and changing lifestyles. In this context, we ask: How significant are the relationships (particularly in terms of cooperation) between the different territories?

Metro in Progress has been established to offer solutions for many of our respective members (i.e. regional authorities, provinces and municipalities) when confronted with designing and/or implementating metropolitan strategies.

This publication offers the initial outcomes of the first series of interviews and meetings with a range of stakeholders, addressing metropolitan challenges and dilemmas. It starts with an explanation of the conditions which are necessary when implementing a metropolitan strategy and the options which are available to put this into practice. This is followed by the interviews, which cover a broad range of issues: the scale of the metropolitan area, governance and municipal cooperation, new forms of urbanity, metropolitan eco-systems, the innovative economy within the metropolitan area, and metropolitan sustainability. By addressing these issues, the debate on socio-economic development and the governance of larger territories is moved forward.

Although *Metro in Progress* is an on-going programme, the initial stages have already produced enough knowledge to carry forth the debate and to analyse more deeply how the process of moving **"from strategies to implementation"** can be guided.

This publication presents an improved starting point for the programme, offering striking examples of the challenges and concerns that policy-makers have when transferring powers and authority to higher territorial levels.

This broad collection of information on metropolitan processes was acquired through the invaluable time and hard work provided by all our contributors: for this, we are very grateful to all of them. **We hope that this wealth of material collected will be shared among many others. For stakeholders who would like to participate in this programme, or who would like to adopt this format to discuss their problems with other metropolises, more information can be found on the last page of this publication.**

Paris/Rotterdam, August 2013

By observing the spatial, economic and social development and creation of identity of the metropolises, we concluded that **good leadership, clear goals, cohesive policies, and sound processes for decisions making and implementation are drivers for success.**

But how should governance models evolve to suit the varying needs and challenges of different landscapes, peoples, cultures and continents? What forms of governance are emerging to deal with these differences?

How metropolitan development ensures the cohesion of the urban areas while coping with growth, social diversity and the tendency to expand continuously?

Metro in progress

Concentration and dispersion: the challenges of the metropolises

Interviews and international meetings within the framework of the In-Between programme, identified factors pushing metropolises to strengthen their internal cohesion, while others factors pushed for fragmentation. Everything happens as if two logics, seemingly opposite to each other, are constantly at work in the development of metropolitan areas: a sense of focus and a sense of dispersion. We will first try to explain how these two approaches are at work in three different areas: spatial, economic and social. Then we will see how metropolitan governance models are seeking to ensure the cohesion of the urban areas in transition, coping with their growth, social diversity, and their tendency to expand.

Between density and sprawl: heterogeneous territories

> Question raised: Is mobility enough to build political solidarity across the metropolis?

Metropolises are places polarising people and activities. They attract qualified people working in innovative sectors. But they also attract poor families, as for example, in the emerging countries where the rural exodus is still important: the more the city grows, the more it attracts low-income households many of which make a living through the informal sector.

Although metropolises accommodate more and more people, their density is highly variable, because of urban sprawl or discontinuity of the urban fabric. Middle and high classes households flee city cenand high-class households flee city centre congestion and prefer suburban districts. The poor suburbs of emerging cities are also relatively dense, as self-built housing is often single-family dwellings. The horizontal expansion of the metropolises leads to congestion of roads and public transports. Hubert Nove-Josserand pointed out that in Mumbai the number of people per square meter moving by trains servicing central neighbourhoods from the periphery is up to 16! This is an extreme case, but all major cities, including the developed ones must address the problem of traffic congestion.

Spatial mobility must ensure the cohesion of an urban fabric that is not uniform or continuous. This is also true for metropolitan areas that are made of conurbations, that is to say, networks of several cities that have their own urban heart, between which there are sparsely urbanized areas or forest or agricultural lands. This is the case of the Alpine Metropolitan corridor, a multi polar/polycentric metropolis in the heart of the French Alps (including Grenoble), the Aburrá Valley in Medellín [1], or the Randstad [2] in the Netherlands, or Turin in Italy. Joining forces allows them to achieve a critical mass, for being innovative and competitive, but requires care to encourage a genuine, intense exchange between different areas: "The metropolitan area is made by flows, mobility functions, projects and a multiplicity of actors who interact" as Françoise Le Lay reminded us, speaking of the management strategies and Metropolitan Innovation of the Urban Community of Bordeaux.

Dispersion and urban sprawl can weaken exchanges and mobility. What are the solutions? For Pranee Nantasenamat, from the Thai Ministry of the Interior, in the case of Bangkok, the creation of peripheral economic areas and building transport infrastructures has been taken into consideration. These are classic solutions that many metropolises are trying to implement. Other approaches have been chosen for the creation of new towns (such as Navi-Mumbai, Mumbai), basing strategies on the search for new modes of transportation [3] (multi-modality, complementary network of trains

"Greater Paris, Bangkok and Jakarta are more dense in the heart of the metropolitan area and more dispersed at the periphery and they working to integrate their peripheries with the hearts, while the Randstad and Turin can be described with the metaphor of the Galaxy: from a distance, it looks like one thing, but as you get closer, you start seeing much more, i.e. the different stars and a centre of gravity. Then, even closer, this dilutes."

"The metropolitan strategy is driven by the Bordeaux Urban Distrct, CUB, which is the heart of the metropolitan area. The CUB is struggling with opposite forces: expanding to welcome new inhabitants (a million-plus metropolis) while limiting urban sprawl and preserving the identities of its territory. The question raised by the CUB is: how can it respond to these challenges by defining its own model of development?"

1. In Medellin, the urban integrated programme for the metropolitan region AMVA (Area Metropolitana Aburrà Valley) including all modes of urban transportation also plays a fundamental role in "building a territorial equity." It is within this framework that was created a "metro cable" a link passing through the "illegal/not planned" neighborhoods, which enables them to develop socially and economically. Along its path have emerged spontaneously a library, colleges and pedestrian routes.

2. The Randstad Holland, in the Netherlands, the metropolitan area is made by hundred of small towns, four main cities, counting some 7 million inhabitants. " Everything takes place at a small scale. Mobility and multimodal commutings structure the territory. "Many people have chosen to live in small towns and take the train every day to go to work. "They made a compromise that is built around the mobility system."

and buses, creating express roadways etc..). We can add here that one of the main pitfalls of polycentrism, although accompanied by an efficient transport system, is that connections are usually established between the more dynamic poles, leaving some shadows, by way of neglected and poorly served areas.

Searching for a balance between dispersion and concentration is also observed in the economic field.

The economic challenge: focus or diversify efforts?

> Question raised: How could local innovation clusters or policies boost the implementation or development of a metropolitan strategy?

Cities could be characterized by the intensity of their trade dynamism: they are commercial interconnection places, but more than that. To be competitive, they need to be productive and innovative in the forefront of the knowledge economy. They also need to attract international or local investment.

Concentration of activities in some key sectors is an asset. Indeed, one cannot succeed in all areas. In addition, caring about a city's "brand image" implies a clear message. A paradox for aspiring cities is that international investments go where there are already international investments, as recalled by the Province of Zuid Holland [A]. Bangkok wants to become "the world health capital" as well as a shopper's paradise for Asians. Mumbai has become famous thanks to Bollywood and is one of the world capitals of the film industry, and an important financial center. Kuala Lumpur has chosen to focus on Islamic finance, where the city is leading the scene. Governments play a key role: without their infrastructure investments, or the network of legal facilities, clusters would have not have been formed.

A metropolis can choose to focus on the already growing sectors to the detriment of others. Policy guidelines chosen by the government of Kuala Lumpur [4] are clear: they actively support the most profitable and innovative sectors, designating for each sector a minister coordinating the actions of support. The strategic development plan of the city identifies 12 actions - National Key

Economic Areas (NKEAs) - and specifies that the portfolio of NKEA sectors will evolve over times, depending on their performance. A rigorous process of slow-growing sectors' removal in fact comes together with the identification of new emerging drivers of growth that may be added.

The logic of economic concentration may, however, lead to an unintended reduction in the diversity of economic activity, drying up innovation. Vincent Fouchier, Deputy Director IAU-IF, emphasized the need not to bet everything on concentration in a few sectors: "diversity is the strength of Paris", he says. A balance between extreme concentration and dispersion has indeed been found to achieve fruitful diversity and become more resilient to changes. The most important sectors, the long-established ones, develop a tendency to retain the status quo, as in Zuid Holland. Apart from these "big sectors", we can find innovative activities, which might form the basis of new clusters. In the Randstad, horticulture and chemistry are historically strong sectors: it is their combination that is new. Similarly, research in biomass and renewable energy offers opportunity to innovation often comes from the combination

of seemingly diverse sectors, creating unexpected complementarities, which might be the basis for new clusters. Encouraging connectivity also requires integration of clusters within the life of the city, creating places where all exchanges occur. Thus Grenoble [5] bet on the integration of economic centres in downtown with the universities campuses through its transport infrastructure projects. The Metropolitan Alpine corridor now has 25 poles or clusters. "Decompartmentalise" is a key word, by which is meant the bringing together and connecting of all these different economic sectors with each other and with their related communities.

Intermediate cities often succeed because they are cautious. They tend to innovate in areas of excellence, and to integrate these activities into their urban life. Their smaller size allows them to provide a high-quality mobility system as a key element of development and cohesion.

Diversity is an asset, but only if it does not become a fragmentation factor due to a lack of connection and exchange. What we have seen in the economic field is also true in the social field.

---

3. *Mumbai Urban Transport Project*: *The project aims to upgrade the framework of the agglomeration transport network, mainly the suburban rail network and some major highways. This project, whose implementation is almost achieved, has led to slightly reduced congestion on commuter trains while increasing the frequency of trains and improving energy efficiency.*

[…] To solve a large part of the difficulties inherent into suburban

railway development, the state of Maharashtra and the Federal Ministry of Railways have established a joint agency, MRVC, which is in charge of developing the Mumbai suburban railway network.

Full interview at page 108

[A] At the round table "How to re-articulate and compose key projects and urban policies to strengthen a metropolitan area?" held at the 5Plus City Forum in Paris last March.

4. *Greater Kuala Lumpur. The Economic Transformation Programme (ETP) is a comprehensive effort that will transform Malaysia into a high-income nation by 2020. […] The ETP consists of two parts – the vertical thrusts represented by the 12 National Key Economic Areas (NKEAs) which will provide focus, and the six Strategic Reform Initiatives (SRIs), cross-cutting policy changes that will enable Malaysia to be competitive in the global arena.*

National Key Economic Areas (NKEAs): Providing the Focus for Economic Growth Through extensive collaboration with the private sector, the 12 NKEAs were determined to be sectors where Malaysia is globally competitive. They are the key growth engines for our economy going forward. To ensure that these NKEAs produce big results fast, they receive prioritized public investment and policy support. […]

Full interview at page 100

The brand image and the metropolitan awareness

> Question raised: How can the metropolitan scale contribute to reduce social inequalities and generate a sense of belonging?

To assist economic development all cities need a "brand" or "identity" which, for some, can be based on economic specialization in a few key areas of excellence. But development and investment also depend on the broader picture of the city: is it a dynamic, modern, pleasant and attractive place to live and work?

Major projects are useful to acquire or maintain international visibility. The metropolis of Kuala Lumpur, for example, has acquired a global identity through the profile of the Petronas Towers, 452 meters high. Having built this project means that the city has entered the international competition against other rich metropolises to build the highest commercial tower (Singapore, Dubai etc). An even higher tower is planned for Kuala Lumpur: Warisan

Merdeka, 600 meters! The commercial core of the city, Kuala Lumpur City Center (KLCC), has also been designed by international architects and includes the addition of a 20-hectare leisure park . In Kuala Lumpur, the goal is to provide a "world-class working environment." Achieving international urban standards, obliges the metropolis to develop ecological projects and encourages pedestrian traffic, good connectivity, parks for leisure and good facilities: "To attract investments, the city must provide to the employees of large firms an urban area with high standards" states Faudziah Ibrahim, from the management of the Company "Property Holdings Berhad" which is extensively involved in the development of KLCC.

Major projects are necessary for the image of the metropolis, but the city is mostly made by (and for) the inhabitants: they also need to recognise themselves in these projects. They need to feel that they belong to the city, because this also encourages story-telling about "their city" to others living elsewhere. This message was reinforced by Carlo Spinelli and Paolo Antonelli, from the Association "Urban Center Metropoli-

tano" of Turin [6].

According to Françoise Le Lay, from the Bordeaux Urban District "a collective and shared representation of the city has emerged". The impact is to make the metropolitan project widely accepted and supported by all, and thereby able to generate a greater sense of belonging (in this sense see also the conclusions of INTA36 last year Congress).

However, several factors may hinder the emergence of a collective sense of belonging: first, the prevalence of local identities and interests. This problem is characteristic of the conurbations: a parochially-minded attitude continues to hinder the emergence Greater Torino, notice Spinelli and Antonelli. The metropolitan identity must grow without crushing local identities, but by integrating them. Migration toward the metroplis (due to the rural exodus, or international movements) also requires extra effort on urban cohesion, but may turn to be an opportunity, because cultural diversity is a source of innovation.

The existence of social inequalities may also endanger the feeling of belonging. For example, Pingki Elka Pangestu from Jakarta [7], said that the

gap between those communities better connected to the clusters and the traditional farming communities in the periphery is problematic.

Major projects can promote the emergence of a metropolitan identity if they manage to redress social imbalance. But the target, and thus policy outcomes, has to be selected and evolved with care. The city of Lima [8], for example, targetted gastronomy to promote its international profile: this activity might have an inclusiveness effect if it goes hand in hand with the development of local actions, for example, or skill training for young people from the poorest neighbourhoods, but it can also remain a prerogative of the wealthy class.

Medellín, Colombia's second largest city, made the challenge exemplary: its global reputation, recently acquired, has been built not only on visionary inner-city renewal projects, job creation and the maintenance of social peace, but also on the establishment of cultural and transport services that can benefit everyone, including the poorest. The project Metrocable, for example, (an aerial tramway mass-transit system) is a showcase for the city, but

---

5. The *Alpin Metropolitan corridor*. The territory, made of a chain of cities, has both a high rate of population and economic growth, and a recognized role in the knowledge economy (a high level of highly skilled jobs, laboratories, universities, major scientific equipments). It also owes its vitality to the proximity and influence from the poles of Geneva and Lyon, and its condition of "pro-active link" within the main axis connecting northern Europe and the

Eastern Mediterranean. […] The Alpine Metropolitan corridor is strongly involved in the innovation dynamics, especially in partnership with the Rhône-Alps economy and it is partner of 25 competitiveness poles or clusters. It can develop its own driving development because it has a consistent innovation ecosystem: triptych university-industry-research.

Full interview at page 64

6. *Turin*. It is necessary first of all to be aware, able to built a self awareness, a narrative that allows anyone, urban professionals or not, to understand that we live a 2million people territory and not of 900,000. Awareness that also allows telling about oneself outside, nationally and internationally. It is a matter of critical mass. When the parochially minded attitude disappears, each municipality included in the metropolitan area should have its own identity while being part of the Greater

Turin. […]

 In a metropolitan context, the relations between periphery and center also change. The disruption will be when the inhabitants of Nichelino will use the expression "going for a ride in town", referring to the central square of Turin, Piazza Castello …

Full interview at page 30

it is also a source of pride and identity for residents.

Seeking a balance between cohesion and diversity is a major social challenge for metropolises. In the case of Medellin, the 2 kilometer cable car installation changed the attitudes of many from fear to hope, facilitating progress towards a real shared identity, respectful of differences.

By observing the spatial, economic and social development and identity of the metropolises, we perceived that good leadership, clear goals, cohesive policies, and sound processes for implementing decisions are the drivers for success. But how should governance models be evolved to suit the varying needs and challenges of different landscapes, peoples, cultures and continents? What forms of governance are emerging to deal with these differences?

7. *Jakarta*. *The JABODETABEK long term masterplan outlines major E-W axis development with limited N-S development (Northern coastline and southern marsh and water-dominated). These metropolitan-scale infrastructural projects are funded at the national level, which tend to override local differences. Inter-territorial fiscal-transfer can also be applied to alleviate imbalances.*
The worsening of livability's conditions across the metropolitan urban areas (traffic gridlocks, flooding & landslides, air pollution, sanitation & health problems, poverty etc), mainly due to rapid development, are pushing the electorate to demand improved public services from the administration (recent election of a governor who

improved service delivery as mayor in a smaller city in Java).

Full interview at page 116

8. *In* *Lima* *the international attractiveness is mostly related to tourism (pre-colombian history and architecture, then Spanish architecture etc.) and gastronomy. Restaurants franchised in several major cities of the world show the potential of this sector. […]*
Gastronomy has been for the past 10 years the most innovative sector. Restaurants, gastronomy schools…

Full interview at page 90

Metropolitan governance: balancing verticality and the multiple levels of decision-making

How can we make the whole metropolis greater than the sum of its parts? It is arguable that there are as many modes of governance as there are metropolises. A principal challenge is about positioning the cursor between centralism in decision-making (verticality) and multiplication of decision levels and spatial scales. The cultural and social context, political tensions, inequalities, the historic power of local representatives are all different variables which explain that metropolises cannot all use the same formula.

Although scales and conditions are different from country to country, the work undertaken by local authorities poses the question of the "good" level of governance.

At the end of the interviews we made a sort of classification of the different metropolitan governance options we heard about:
. (Statutory) Metropolitan authorities
. Metropolitan associations
. The metropolitan level controlled by a central governement

Metropolitan authorities

Metropolises are the results of relatively recent changes reflecting the need for decision-making at a level of the "urban agglomeration", beyond that of the individual city or large town. Drawing the new boundaries that correspond to the periphery of urban development is not always straightforward (as exemplified currently by the task of defining the metropolitan area of Turin, for which there are several options in an on-going debate).

To these new boundaries correspond new metropolitan institutions. The authority of the Metropolitan Area of the Aburrá Valley (AMVA) embracing nine cities in one of the most populous valleys in Colombia, has constitutional status, is self-financing and decides on transport, urban planning and sustainable development. The metropolis speaks with one voice, while incorporating the views of local authorities: the mayors of the nine municipalities are part of the board. London also has its metropolitan institution: the Greater London Authority composed of a mayor and an Assem-

bly elected by direct universal suffrage, so with a high degree of legitimacy and strength of decision-making on transportation, economy, major urban projects and events. Policy development has involved intense dialogue with civil society and local authorities prior to the adoption of the strategic development plan.

To have a metropolitan authority is, however, not in itself a guarantee of success. Metropolitan Lima has a Mayor elected by universal suffrage and its own development plan. However, coordination with the mayors of the 42 districts is low and conflicts often emerge. The glaring inequalities and insufficient budget for the metropolis are another aspect. For Mr. Acuña, Lima MP, the power is actually too scattered between the districts, the metropolitan authority struggling to mediate: according to him, it would be better to gather districts in four or five "poles" or groups to limit the number of local negotiating structures. This would help define the limit of consultation and negotiation, the mayors of the districts taking less interest in the metropolitan council and remaining focused on their local inter-

ests. Finally, it is the State that tends to regain control by controlling some strategic transport projects (e.g. electric train), which, it is contended, makes it even more difficult for the metropolitan unit to emerge.

Multiplication of actors and metropolitan associations

Most metropolises have what might be called generically "metropolitan associations", a consultative body, which offers solutions, but it is not a political authority with its own power. This is the case of many conurbations (areas around Turin, Grenoble and Randstad for example). The metropolis having been formed, the final decision remains in the hands of local, regional and national authorities which are numerous and overlap, but are not ready to give up their powers. The sense of community involvement thus remains low and concensus is lengthy and hard to achieve. To overcome this weakness, intense coordination, negotiation and consultation must be conducted by the "as-

sociations". The process can lead to the creation of a transversal co-ordinating body with staff, resources and the political authority to drive policy-making and action, such as the CUB, in Bordeaux [9] : decision-making by the CUB ("lacub" as it is known) substitutes, but does not duplicate, decision-making on delegated matters for the whole Metropolis. The diversity of voices is respected, and the dialogue between the different institutions and te community continues so as to embrace ideas and opinions whilst striving for unilateral action. The case of Paris [10] represents the multiplication of territorial scales and the ensuing difficulties. No overall authority controls the metropolis, and there is not even a real Metropolitan Association which coordinates the consultation. Each decision requires an intense cross-dialogue between the region, the state and the municipalities. The Region adopted a development plan (Master Plan of the region Ile-de-France), but the question of whether the limits of the metropolis match regional boundaries, or whether they should be restricted to the continuous urban area, is a point of contention between the different actors. In this context, it is worth noting the importance

of planning agencies to advise policy makers globally. We observe finally that negotiation works, but renders the decision-making process too heavy. Historically a strong State, sometimes opposed to a region that decides on the economic matters, and difficulty for local players/actors to see them as part of the same metropolitan entity, are the responsible elements for this discrepancy. The metropolitan identity is in the process of construction: Paris is identified more with his heart, the suburbs have a kind of no-man's-land identity. Ensuring social cohesion and mobility is therefore a challenge.

The cities controlled by a central authority

This is sometimes the case in Asia. The Authority for the Metropolitan Region of Mumbai is an organ of the state of Maharashtra, chaired by the Chief Minister of the state. There are some voices in favour of establishing a more autonomous metropolitan government: "But Mumbai is already a huge economic power in Maharashtra", said Hubert Nove Josserand, "and a greater autonomy

---

9. *The small-scale heart of the Bordeaux Urban District (la Cub) is acting to build the metropolitan vision on a wider level. […]*

As part of the development of the metropolitan strategy, the 27 municipalities of the CUB have been involved, as well as the County of Gironde, Aquitaine Region and the State, to help drawing this common destiny. The CUB recalled that they would not act alone while developing the metropolitan strategy. Through the metropolitan project, policy makers agree on the path of cooperation with municipalities, major instituti-

onal partners, neighbouring districts, businesses, and all the metropolitan actors. The metropolis does not deny what exists already and it seeks to understand the issues in a systemic logic, combining actors, ambitions and territories, overpassing all notions of contrasts and competition. Howe-ver, some municipalities may continue to be frightened by the metropolitan process in which they can see a loss of autonomy and the weakening of the municipal level.

10. *Greater Paris. There is a debate about the extension of the metropolitan area: the region (administrative region created in the 80's) or only the built urban area (for example, the Syndicate Paris Métropole is saying: governance should be only on this perimeter)*

The Regional Planning Agency IAU-IF thinks that the good scale for metropolitan strategies is the Region (11.5 millions inhabitants), because its perimeter is wider than just the built area, and therefore takes into account other metropolitan objects (forests, agriculture areas, periur-

ban…).

might weaken the power of the State".
Similarly, the growth of Kuala Lumpur
is driven by the central government.
This gives consistency to the ambitions
of the metropolis, but may, perhaps, lead
to a lack of flexibility in economic and
urban choice.

Conclusion

The cohesion of cities is provided by
the intensity of trade they support: eco-
nomic, social exchanges, space. Combi-
nations between economic sectors al-
low innovation. Transport performance
avoids congestion and spatial fragmen-
tation, cultural and social exchanges
allow the birth, over time, of a metro-
politan identity marked by diversity
but also by the sense of community. It
is mobility that makes the metropolitan
areas work.

To ensure mobility, and better con-
nectivity, metropolises need, at their
level, consistent public policy with re-
gard to transportation, urban planning
and economics. In a changing world,
there is no single and fixed model:
modes of governance in each context
change over time, seeking to give coher-
ence to a richly creative territory. Dia-
logue is often the key to success; it is
also the way for a greater participation
of citizens in the decision-making pro-
cesses.

> Open questions:
1 | How do we put into place
a system of consultation and
participation of the metropoli-
tan inhabitant in the construc-
tion of metropolitan entities?
2 | What makes the metropolitan
identity?
3 | What's the balance between
specialization, areas of excel-
lence for international attrac-
tiveness, and economic diversity
necessary for the development
and stability of metropolitan
areas?
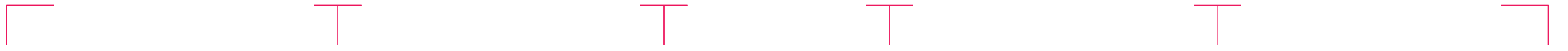
Interviews

Metro-
politan
in the
making

STRUGGLING TO IDENTIFY THE APPROPRI-
ATE LEADERSHIP FOR A LARGE METROPOLIS

GREATER TURIN, ITALY
FOSTERING METROPOLITAN POLICIES AND
LOCAL INSTITUTIONS TO CREATE METROPO-
LITAN AWARENESS

Struggling to identify the appropriate leadership for a large Metropolis

Greater Paris, France

An interview with Vincent Fouchier

Vincent Fouchier was, at the time of the interview Deputy Director of IAU–IF (Planning Institute of Ile–de France Region)

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

There is a debate about the extension of the metropolitan area: the region (administrative region created in the 80's) or only the built urban area (for example, the Syndicat Paris Métropole is saying: governance should be only on this perimeter).
The Regional Planning Agency IAU-IF thinks that the good scale for metropolitan strategies is the Region (11.5 millions inhabitants), because its perimeter is wider than just the built area, and therefore takes into account other metropolitan objects (forests, agriculture areas, periurban…).

There is not a proper regional identity as the Region, as administrative entity is quite new, and people from this region are coming from everywhere. There are very mixed, varied sources of identities.

It is a real challenge for the Region to create a real regional brand that has been totally hidden by the Grand Paris initiative led by the State.
Indeed, there is a good branding for the Grand Paris, which is known internationally, and very well developed within political and economic actors.
From the citizen's point of view, they present themselves as Parisians or coming from the Paris region, but not from Ile de France (name of the Region) or Grand Paris.

2. Governance and Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Ile de France Region is leading the metropolitan strategy through the Regional Masterplan (SDRIF, Schéma Directeur Régional de l'Ile de France). This SDRIF has started to be reviewed in 2004 but has been stopped because of the political conflict between the State (Grand Paris, led by the former President Nicolas Sarkozy) and the Region (SDRIF, led by Jean-Paul Huchon from the Socialist Party). The Regional Council has just voted SDRIF. In order to be effective, a public consultation has to be undertaken and afterwards the SDRIF has to be validated by the Council of the State.
There is a debate between the Region and the State about this strategy, but with the last change of government, the Region can be back on the front of the stage to be the leader of the metropolitan strategy. From the IAU perspective the Syndicat Paris Métropole (1 local authority, 1 vote) is unable to build a common strategy, as the elected representatives have not found a consensus on the governance of the territory.
Paris as capital and heart of the metropolis has initiated a metropolitan cooperation between officials of the region and especially neighbouring cities, and still has a strong role to play.

3. New Forms of Urbanity and Metropolitan Environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?
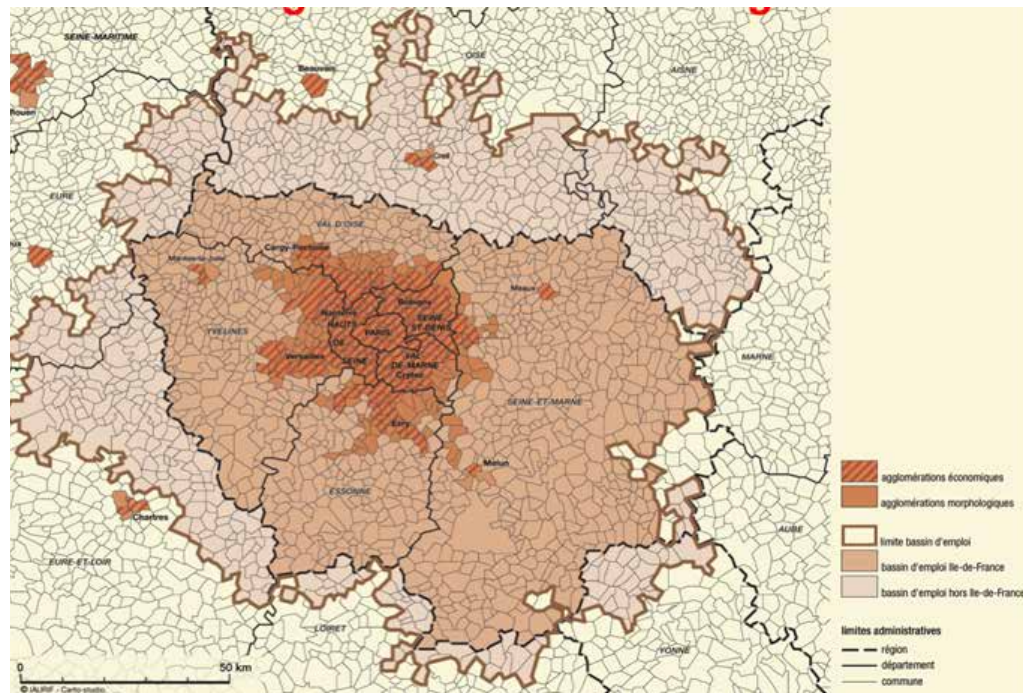
A big project is the Grand Paris Express (a consensus between the State and the Region to obtain this final project). Major projects as well on retrofitting existing networks.

Impact of metropolitan strategy and coherence of local project.

- The Regional Masterplan by law imposes to the local authorities to comply with its orientation.
- The major participatory process with the local authorities of the Region launched in 2004 when they started to review the masterplan has helped to change the practice of local authorities and include the values of the Masterplan in their local projects (densification is now accepted by everyone…)
- Local project serve the metropolitan dynamics
- Negociation between different stakeholders

4. Innovative Economic Sectors

Is the regional level competitive enough in a globalized economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

A metropolis is a system and therefore, very specialized clusters cannot be the only answer to this system. There is a need of economic mix with some industrial and/or service sectors or business lines that are very specialized and of excellence.

Paris metropolitan area has a worldwide influence, therefore, there is an economic diversity, and almost all business lines have a level of excellence.

5. Sustainable Development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

In the Regional Masterplan, sustainability is part of the process and climate change is taken into account with implementations of different policies:

- energy efficiency with promotion of public transportation, intensification of the urban areas to avoid to much mobility
- reducing space consuming building around transports nodes to stop urban sprawl, maintain biodiversity…
- resilient city: adaptability, Masterplan's planning is adaptable to accelerate or reduce the rhythm of implementation and development in case of crisis

V. Fouchier stresses out that currently, the major blocking point is that the Masterplan (SDRIF) exists but is still not applied. He strongly believes that the Region is the right perimeter to govern and manage the metropolis.

Three different administrative limits (region, departement, municipalities)
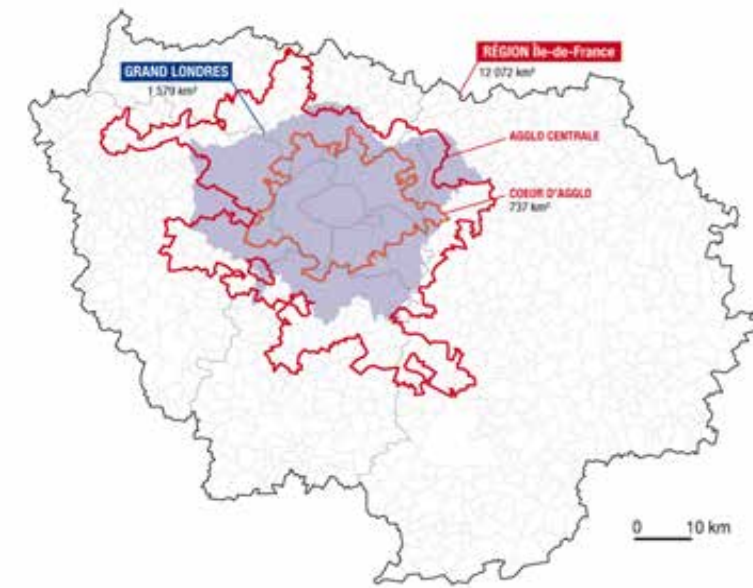
Comparison between Paris Region (Île-de-France) perimeter and Greater London perimeter

Fostering metropolitan policies and institution to promote a metropolitan awareness

Greater Turin, Italy

An interview with Carlo Spinelli and Paolo Antonelli

Carlo Spinelli is in charge of external relations and communication at the Urban Center Metropolitano Associ-ation. **Paolo Antonelli** is responsible for projects coordination at Urban Center Metropolitano Association.
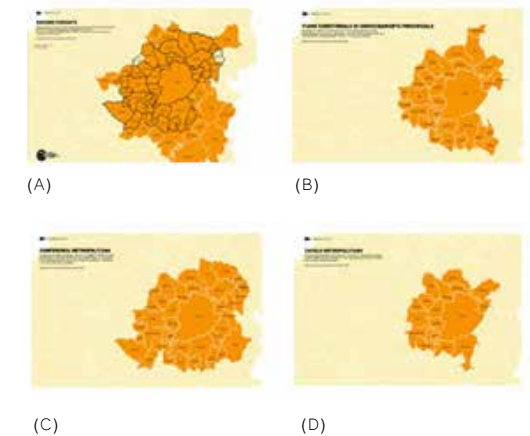
1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area interna-tionally attractive?

From a morphological point of view, the metropolitan area is already there, touchable and consistent [... not just the plain, but the Alps and the hills, the river basins which are connected to the **major trends of urban development** dating from the Baroque period (XVII-XVIII sec)]. With a territorial extension of about 135,000 hectares, the metropol-itan area is divided into 53 municipali-ties with a population of 1,650,000 peo-ple (2001 ISTAT data[1]). We can speak about a long-term metropolitan vision, drawn up even before the development of the industrial city, and dating back from the Baroque period, which defined the major urban axis.

What are the limits? Who are the part-ners?

Of course, the current metropolitan area has a variable geometry defining itself by the conglomeration of different mu-nicipalities and existing structures of cooperation. To give some examples, the perimeter of the Greater Turin can be mixed up with the regional boundary (A), or represented by the limits defined by the PTCP - territorial coordination plan (B) or the province of Turin (16 towns), or the metropolitan Conference (C), 38 towns (active from 2000 to 2004 as a place of exchange between local au-thorities), later replaced by the metro-politan "roundtable" (D), 17 municipali-ties (since 2008). Or even by the Agency for metropolitan mobility, or the green belt project or by the aggregation of in-

tegrated territorial plans (ITP), extend-ing to larger schemes such as the Susa Valley corridor.

(A)

(B)

(C)

(D)

Examples of variable geometries defining the metropolitan boundaries according to existing structures of cooperation between different municipalities

A reference system with unsettled geom-etry is under construction at the heart of the recently invigorated debate, whose boundaries are not defined and which is made by environmental infrastructure, large urban facilities, as described in the **Map of Metropolitan Strategies** developed by the Metropolitan Urban Centre.

The issue of borders and bounda-ries of the metropolitan area, however becomes central when we move to the operational phase where the perimeter has to be definitely static.

Here we give some examples of the dif-ficulty of thinking the administrative boundaries of such a metropolitan area: the city of Chieri is geographically be-yond the hill (so not quite "naturally" in-volved in the metropolitan area) but it is

[1] The National Institute for Statistics (Istat) is the main supplier of official statistical information in Italy.
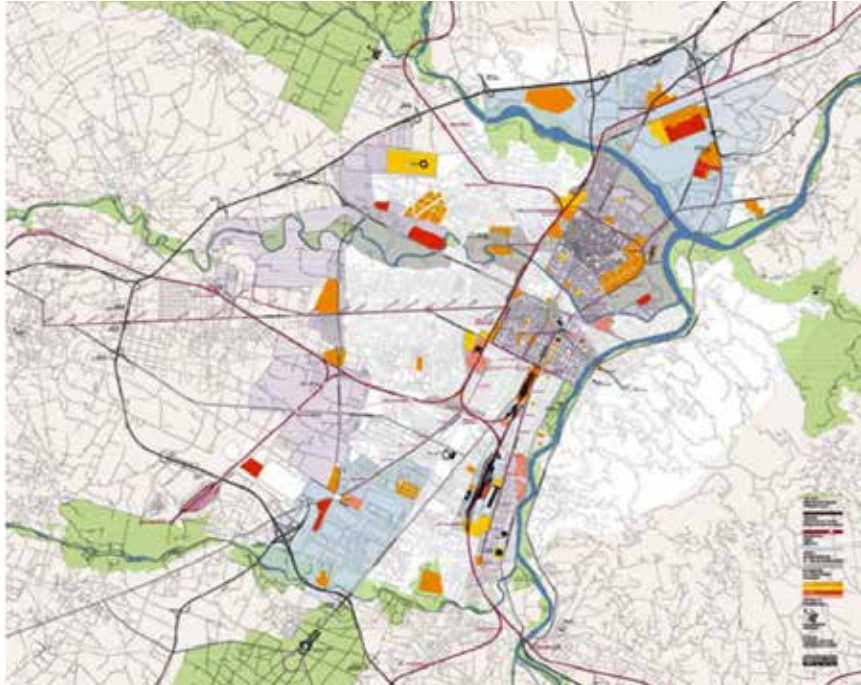
Map of Metropolitan Strategies made by the Urban Center Metropolitano
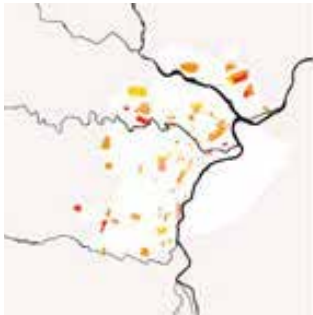
Strategic areas frames

Environmental elements

Key porject areas

Infrastructural elements

still fully seated in the metropolitan system of Turin through the railway line. On the other hand, the city of Chieri is also facing the plain of Asti (South-west of Turin). Shall we consider Chieri in or outside the administrative boundaries of the metropolitan area? For their side, the towns of Moncalieri and Nichelino, located in the South of Turin, have no obvious morphological barriers separating them from Turin and are more naturally integrated as part of the metropolitan area under construction.

A metropolitan representation is a must

It is necessary first of all to be aware, able to built a self awareness, **a narrative that allows anyone, urban professionals or not, to understand that we live in territory of 2 million people** and not 900,000. Awareness that also allows telling about oneself outside, nationally and internationally. It is a matter of critical mass.

When the parochially minded attitude disappears, each municipality included in the metropolitan area should have its own identity while being part of the Greater Turin.

In a metropolitan area manageable and not too wide, the city of Turin, at the administrative level, should simply merge with the various municipalities [... Grugliasco, Moncalieri, Collegno, which are small towns with a population comparable to a neighbourhood of Turin (between 10,000 and 50,000 inhabitants). In a metropolitan context, the relations between periphery and center also change. The disruption will be when the inhabitants of Nichelino will use the expression "going for a ride in town", referring to the central square of Turin, Piazza Castello ...

In terms of use, the area is fully metropolitan

The main urban services, such as SMAT (water management), GTT (Turin Transport Group), are well distributed throughout the metropolitan area. The Polytechnic has a branch at Mirafiori (Southern District of Turin). Also in the field of education, some of the activities of the Higher Physical Education Institute has been moved to Leini, a city very close to Turin and northwards located.

The territory is already used throughout its metropolitan dimension. But we cannot say the same for territorial policies which are too much depending on a local management. One example is the lack of cooperation between the municipalities of Turin and Settimo. Both share a former industrial land of about 3 million square meters completely abandoned. Both municipalities have planned great transformation projects of 1 million m2 each divided by a road!

Just imagine a collaboration between municipalities in building a shared vision of territorial transformation at the metropolitan level seems premature (although in recent times this matter is central again in the debates).

"Let's say that the process of construction of the metropolitan area of Turin is an inevitable process. The unknown variable is how long it will take."
Compared to one year ago, today there are a lot of expectations regarding the questions: "What's next? What do we do? ". The theme of the metropolitan construction is again at the centre of the debate: the academic world began to discuss on the subject, the national policy has placed it again on the agenda [...] "Measures taken by the Government of

Prime Minister Monti on administrative restructuring and territorial government have re-lighted again the "interest of an institution, that of the metropolis, which has, since the early ninety, ups and downs, but never achieved full implementation [...].

If it remains only an illusion, it is too early to say.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

To understand what happens in Turin, we must first introduce the Italian situation. "Metropolitan areas are administrative and territorial entities designed with the aim of coordinating services and the management of municipalities belonging to highly urbanized areas [...] The first regulatory intervention dates back to 1990 with the Law 142 [...] Ten years later, metropolitan areas have been constitutionally recognised, but none of them has been identified [..] The reform of Title V of the Italian Constitution (L.Cost.3.2001) has indeed introduced such organizations among the constituent elements of the Republic [...] as real local authorities complementary to the existing ones (municipalities, provinces and regions). "

The year 2009 saw the adoption of spe-

cific legislation (decrees) that led to the creation on "voluntary basis" of the metropolises of Bari, Bologna, Florence, Milan, Naples, Turin, Venice and Reggio Calabria.
The government of Prime Minister Monti (2012) was concluded by repealing the previous regulations and foreseeing, among others:

- The mandatory implementation (rather than optional) for metropolitan areas in the provinces of Rome, Turin, Milan, Venice, Genoa, Bologna, Florence, Naples, Reggio Calabria before January 2014
- The creation of metropolitan institutions (the Metropolitan Council, the Metropolitan Mayor)
- The main functions of the new local authority: land use planning, infrastructure networks, coordinated management of public services, mobility, coordination of economic and social development.

With the reform of the Prime Minister Monti (2012) the actors involved in the construction of the Metropolitan project had one year time to work out the Metropolitan Statutes.

On these basis, Turin, on October 26, 2012, began the first formal statutory step towards the construction of the metropolitan area, that was the meeting of the Metropolitan Conference with the task of drafting and approving the statutes before October 31st, 2013. Joined the meeting, the mayor of Turin, the secretary general of the city, the president of the region, the general secretary of the province, while seated in the room there were all the mayors of the province. "A moment of sharing that, in our opinion, run out the citizens' participation " says together Carlo Spinelli and Paolo Antonelli.

In Turin, an element that should cer-

tainly boost the beginning of the definitive setting of the metropolis will be the resources reduction and the creation of services networks in order to meet the urgent need of reorganization. A second aspect, which should be encouraged by the central government (metropolitan government when it will be implemented) is the consolidation of the management of the financial balance sheet that would facilitate (albeit forced), cooperation between different municipalities.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

The map of the strategic urban transformations is a tool (Map) that the metropolitan urban center uses to represent flag projects, under construction or foreseen and that "could be extended to a larger metropolitan area," including proposals for housing, environment and infrastructures, in order to develop a useful support to the discussion.

Starting from its contents and its implementation and progressive integration, the map could become a tool to begin a discussion within the city of Turin, but also with other municipalities in the metropolitan area.
Speaking of the relationship between urban development plans and infrastructural projects, a central theme is the Metropolitan Railway system. Mobility can actually become a strong reference

system for a possible evolution of the metropolitan area. The idea is to have a transport system that runs through the city and the neighbouring towns and becoming the lens through which to set priority hierarchies at the metropolitan level.

The system of underground railway is an ambitious project, which contributes to an important process of transformation and modernization of the city, in terms of urban planning and transport facilities (including, among others, to reduce pollution with a modal shift from cars to local trains). Moreover it is the backbone of public mobility at the metropolitan level.
The project "Bypass (Passante)" is a work of infrastructural upgrading, through a joint effort of the City of Turin, and the company of the Italian Railways (Ferrovie dello Stato), to achieve the project of the Metropolitan Railway System. From an urban planning point of view, the "Passante" allowed the creation of green spaces and parks, reinvented large urban areas, which has also reduced traffic jams and, more importantly, linked parts of the city before pulled apart: through the roofing of the railway tracks over a length of 12 km in total, about 7 km railway tunnel brought together neighbourhoods that used to be divided since the beginning of the century.

On the ground of the "Passante" the urban plan has invented a "central route", the "backbone" of the city development, a real axis along which the major urban renewal projects are located gradually defining the new image of Turin. The so-called "urban cut / axis = 1, 2, 3 and 4" are a series of important urban transformations - the Materferro between Corso Rosselli and Via Rivalta (Spina 1), the expansion of the Politecnico di Torino (Technical School for Engineers),

the OBR, industrial buildings (formerly avangardist center for locomotives repairing and railroad cars) turned into an exhibition space to accommodate a cultural and recreational center for historical memory, and the Mario Bellini library (Spina 2), the Technology Park and reuse of large steel complex along the river Dora (Spina 3), housing programs created on the old factories wasteland (spina 4). The central axis (Spina Centrale) has become today a major avenue that runs through the other four, replacing the urban railway, which used to cut the city in two.

Outside the municipal territory a series of other projects are complementing and giving substance to the metropolitan character of the area of Turin.
To be added here all the infrastructural interventions (sports centers and facilities) located in the city of Turin but also in the Susa Valley and the new residential blocks to accommodate the Olympic village located in Lingotto neihbourhood, (Torino South district), and last but not least, the first line of the subway. All these projects, starting from the Winter Olympics Games in 2006, contributed to the urban renewal of the city of Turin and to lay the foundations of the metropolitan dimension.

4. Innovative economical sectors

Is the regional level competitive enough in a globalized economic and innovation-led clusters system and does it remove the obstacle of the vertical organisation of public policy?

Turin seeks to strengthen the presence of headquarters of a number of global companies that would be based in the metropolitan area, not only for finan-

cial and strategic reasons, but also in order to attract research and development. This is what happens especially with Pirelli and Lavazza firms. The first located with a new pilot plant in Settimo Torinese while the second that just ended to install the new business center in Barriera Milano (a neighbourhood in the North of Turin).

Turin has also some areas of international excellence in medical studies. In this area, the quality of academic education becomes an element of strong attraction. In the case of Turin certain urban projects are already moving in this direction, as the new Luigi Einaudi and the design center of Mirafiori (a neighbourhood in the South of Turin).

DECISION-MAKING THROUGH CONSENSUS AND CO-OPERATION

Building a metropopils while the decentralization process is ongoing

Cotonou|Abomey-Calavi|Sèmè-Podji, Benin

An interview with Séverin Nsia

Séverin Nsia is Director of the Delegation for Territorial Planning at the Ministry of Decentralisation and Urban Planning — DAT/MDGLAAT

1. The metropolitan area

How extensive is the metropolitan area?

Cotonou, Abomey-Calavi and Sèmè-Podji are three cities forming a metropolis named Coastal Development Territory (Territoire de développement du Littoral). This territory covers 836 km² with a population of 1.100.000 inhabitants (according to the **RGPH** 2002[1]) representing 16% of the national population. Cotonou occupies a central position (not only in geographical terms — enclosed between Abomey-Calavi (West) and Sèmè-Podji (East) - but also as regards urban density (economic and political centre) and urban atmosphere, despite the fact that it is the smallest in terms of surface.
   In a listing of West African cities, Cotonou ranks as a metropolis with national influence[2] only in relation to its demographic size and the functions/ services provided to the population.

On which values and identity the metropolitan builds its strategy?

A first element is *Complementarity*. It is a matter of fact that the three municipalities joined together around a common programme. In terms of values, **solidarity, cooperation together with consensus and participation play a significant role.** The **environmental protection and urban mobility** are the elements around which this cooperation is built.

What makes your metropolitan area internationally attractive?

The metropolitan attractiveness is polarised by the international market of Dantokpa and by the autonomous harbour that supplies the hinterland as well as Nigeria.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and which policies does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy?
   How are the different territorial levels associated to the metropolitan governance?

Since 2009, with the support of Cities Alliance (UN), a metropolitan Committee has been set up (whose governing Board is ran by the different municipal representatives). Together with a technical unit they are responsible for the metropolitan planning and development of the Coastal territory.
   The inter-communal and the communal levels are interconnected to make the metropolitan governance possible.
   The actors involved in the construc-

[1] National Institute for Statistics and Analysis

[2] In a listing of West African cities, Cotonou ranks as a metropolis with national influence normally have a population between 1 and 2 millions inhabitants. They do not host relevant international functions. The result is that those cities generate a moderate level of migration. These feed almost exclusively rural exodus. However some of these cities, such Cotonou, Conakry and Douala Lome benefit because of their port and transit, significant emigration from abroad. Lagos, Accra, Abidjan, Dakar, Ouagadougou, Libreville and Yaounde are regional and international cities. — PDM Program Planning. Identification of Territorial Impacts of NEPAD and West Africa and Central Africa. Final report. July 2007.

tion of the metropolitan strategy are thus the municipalities, the State, the stakeholders and the population.
In 2009 the metropolitan area adopted a strategic document defining the following sectors of action:

- **Governance:** put into place and organise an inter-communal governance system;
- **Economy:** contribute to create a competitive local environment to enhance economic development
- **Metropolitan plan:** draw a coherent and balanced spatial, economic and social metropolitan plan. Ensure the protection of the environment in the development and implementation of the metropolitan policies
- **Public administration:** develop a system to provide efficient public service and ensure effective service delivery

Urban mobility can offer a good example to illustrate this point: the municipality of Cotonou set up its public transport system. But suddenly the Municipality realised that this service was not effective enough as a consistent part of the working people were living in the municipalities around Cotonou (mainly in Abomey-Calavi and Sèmè-Podji). This fact opened a debate at the inter-communal level on the possibility to move this competence at the metropolitan level improving transport system connections within the metropolitan area.

- **Housing:** create housing development opportunities and improve existing housing quality.
- **Poverty:** fight against poverty as a priority for the metropolitan development

To give more examples, at present, water supply is managed by Sèmè-Podji, while the cemetery for the metropolitan

area is based in Abomey-Calavi. Cooperation and infrastructural coordination are really the basic essentials to further develop and improve the metropolitan process under construction.

How is the cooperation between different territorial levels maintained in the planning process, which is increasingly subject to a rapid changing economic, social and technological environment?

In Benin there is just one level of decentralisation that is represented by the municipality (77) with their local communal plans. At the regional level Territorial Communities Committees have been recently created (CCT - Conseil des collectivités territorials) associative structures that integrate the different levels (regional, national, local).

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy?

All those interventions that cannot be managed only on a limited local level are managed at the metropolitan level such as:

- Establishing an institutional and organizational vehicle for implementation, monitoring and evaluation of the urban development strategy
- Improved administrative and technical management capacity of local actors
- Promotion of income-generating activities for vulnerable groups
- Improvement of the land tenure in

poor areas
- Construction of two economic poles
- Improved system of storm water drainage
- Improved road infrastructure
- Implementation of an integrated urban transport system
- Building of an integrated waste management system
- Improved conditions of basic sanitation in slums
- Improved water supply and energy
- Improved health coverage in poor neighbourhoods
- Pilot rehabilitation of three slums in the metropolitan area

How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

There is **permanent dialogue** **between the local representatives from the three municipalities** in order to conceive and achieve the whole metropolitan project (mainly through infrastructural projects **to develop urban transport, urban services and sustainable development.**

4. Innovative economical sectors

Is the regional level competitive enough in a globalized economic and innovation-led system? Would clusters remove the obstacles created by the vertical organisation of public policy?

The development strategy of the agglomeration of Cotonou foresees the creation of economic poles, emerging drivers of growth identified as profitable. Thus, it is envisaged the creation of an interna-
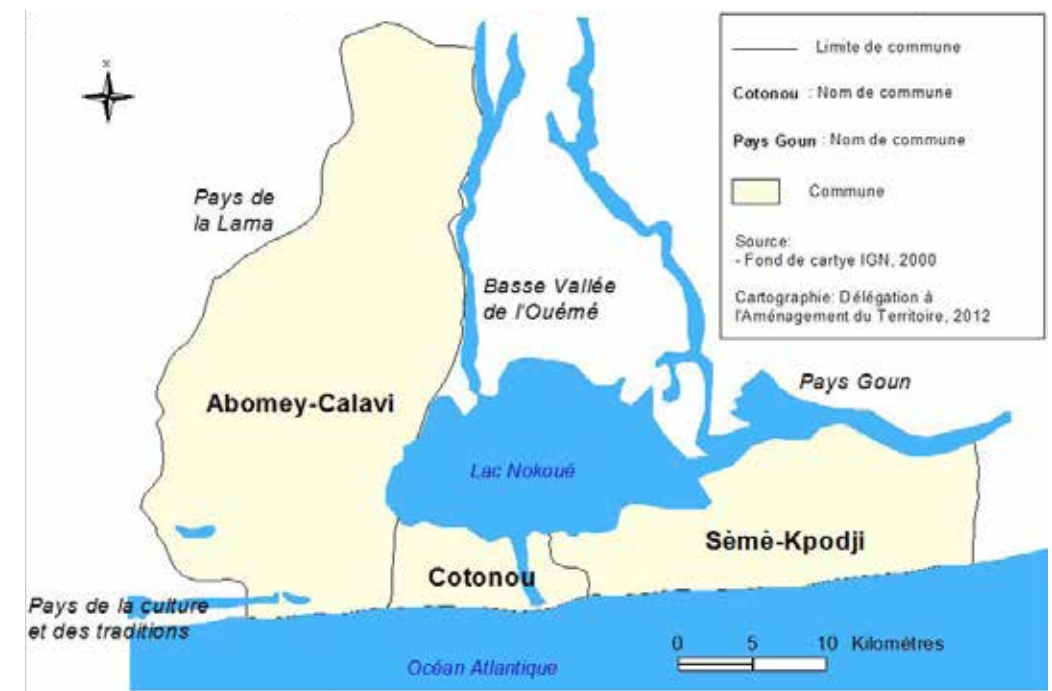
Cotonou, Abomey–Calavi and Sèmè–Podji: the shared coastal development space

tional vegetables market at Seme-Podji and the creation at Abomey of a second market similar to the one of Dantokpa. Always in the context of positioning the agglomeration as a regional metropolis, the city will have to host (as approved by the UEMOA - West African Economic and Monetary Union):

- a bilingual university
- a transnational coach station
- an international and specialised hospital
- headquarters for sub-regional cooperation

Moreover, within the framework of a partnership with the State, a particular attention should be given to the question of the proximity with Lagos because Nigeria represents a high potential for business development due to its large market (125 millions inhabitants, 60% of the consumers in West Africa, 50% of

regional GDP of the Economic Community of West African States (ECOWAS), over 48% of the industrial and manufacturing sectors).

5. Sustainable development

On which key themes and policies is your metropolitan strategy set upon?

The development vision of the metropolis, based on the **inter-communal cooperation, integrates the different communal visions:**

"In 2025, the metropolis will be managed with an inter-communal approach for an harmonious urbanization, economic development and social equity, playing a role at the national and sub-regional levels for the benefit of all the inhabitants of Cotonou, Abomey-Calavi and Sèmè Podji".

How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

Along the vision of its development, it is recommended that the metropolis adopt a proactive stance with a **regional ambition**[3]. The sub-regional debate implies an "international policy" (to be defined) and a "local diplomacy" (local capacity building in support of the action / influence of mayors at the sub-regional level); the State support remaining necessary on these issues.

To reach this goal of becoming a regional metropolis, the agglomeration, in particular, and Benin, in general, should strengthen their economic relations with neighbouring countries including Nigeria. In this sense, Lagos should be the first city to look at.
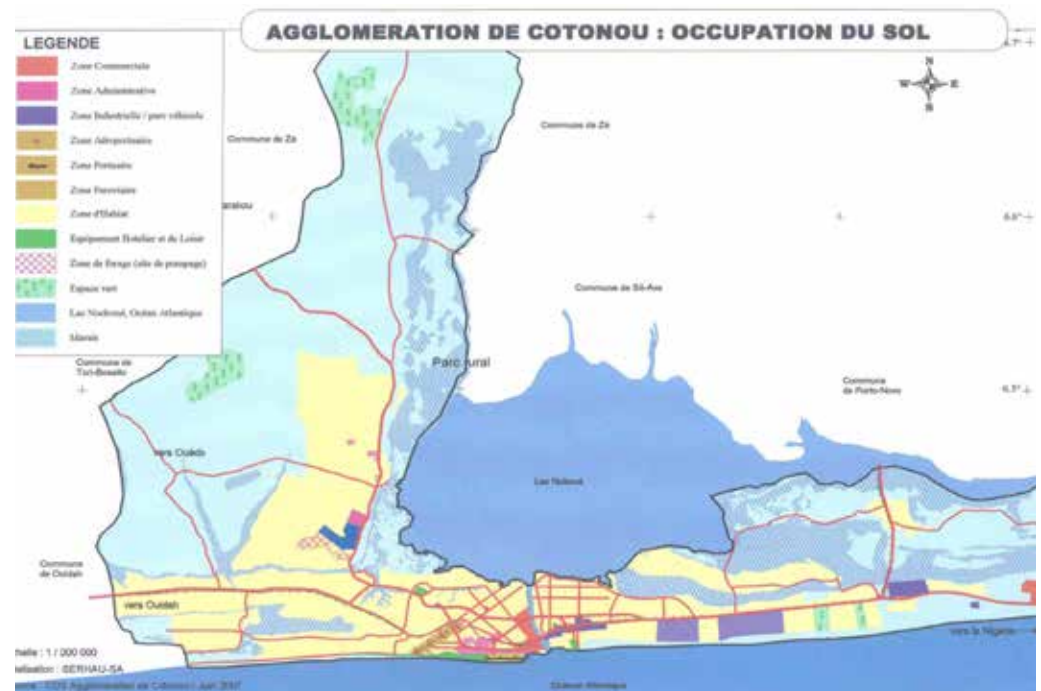
Land uses in Cotonou urban district

[3] In terms of desirable positioning, the metropolitan area has already functions of sub-regional level, but is still seeking to consolidate its role, acquiring additional features such as: bilingual university, inter-state Professional schools, sub-regional inter-cooperation organizations' Headquarters, cross-border traders' organisations, Head of Community Initiative projects, a second hospital in collaboration with a major endemic centre.

Mapping informal and pragmatic cooperation

Randstad Holland, The Netherlands

An interview with Duco Stadig

Duco Stadig is a former Alderman of Amsterdam and chairman of Deltametropolis Association, the Netherlands.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

We used to define the metropolitan area as Randstad Holland (Amsterdam, Rotterdam, The Hague and Utrecht) however, now it is larger as the cities of Zwolle, Eindhoven, Breda, Arnhem and Nijmegen have been included.

For this metropolitan area, there is no real boundary. I usually use the metaphor of the Galaxy: **from a distance, it looks like one thing, but as you get closer, you start seeing much more, i.e. the different stars and a centre of gravity. Then, even closer, this dilutes.**

The metropolis has no map: it is defined by the human and economic activities that take place in this area. Neither does it have governance besides the National Government. Metropolitan development was notably not mentioned in the last Dutch Coalition Agreement, and for this reason, no Minister is currently responsible for it.

The only current debate on governance at a larger scale is on uniting different provinces (North-Holland, Utrecht, Flevoland) to a unified 'Randstad Province'. The Province of South Holland is excluded from this union however. So, in other words: instead of creating governance at the level of the metropolitan area, this potential union will cut the area in two. If Randstad Holland was more specifically governed, this governance would have disproportionate power compared to the rest of the Netherlands. This is therefore not a desired situation.

At present, the cooperation levels between the four main cities in Randstad Holland is weak. In Amsterdam for example, the Mayor one day expresses that the city can 'take on the world', while he then proceeds to celebrates a collaboration with Eindhoven on the A2 motorway, or with the Port of Rotterdam the very next day. Of course all of these concepts are simultaneously correct, and in the end: these cooperations are mainly just ideas.

The Hague is also trying it alone: it brands itself as the International City of Justice and Peace, and similarly Rotterdam markets itself as the biggest Port of Europe.

When I was an Alderman in Amsterdam, there was a greater motivation to co-operate. The basic idea was that: if the four main cities would cooperate, this would increase their chances of receiving more funding from the central government. Now, the central government has no money, so their motivation to cooperate has largely disappeared.

Although there is no official metropolitan governance for Randstad Holland, it does continuously work as a metropolitan system in reality. The mobility flow between the four cities is increasing more rapidly than the mobility between the cities and their own region. All you need to do is count the cars, and you can see what is happening.

Randstad Holland has a specific internationally attractive structure. The greenery is uniquely situated within it, not outside of it like other metropolises. This makes it easy to use the green areas for recreational purposes. Surrounding Amsterdam, for example, the landscape has been kept open, making the city attractive to walk around..

Other qualities are the Schiphol Airport and the Port of Rotterdam.
Socio-political qualities that the Nether-

lands has and is interesting for multinationals is the a multilingual population, people do not strike a lot and the country has a stable political system and is therefore secure for long term investments.

Randstad Holland has a well-established image in the professional world, but foreigners are not yet fully aware of this. Its strongest international brand is Amsterdam.

Nationally, Randstad Holland is used most frequently by young people for their daily activities. For them, especially the use of Internet and media has decreased the distances between the cities.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

In the Netherlands, there is currently no official Metropolitan Strategy. The funding of Deltametropolis Association in 1998 was based on the assumption that co-operation between the cities would increase the chances to receive more funding from the central government. Besides this, the cities recognised that global competition lay in the larger Metropolitan regions. If the four cities would not co-operate, they would not

stand a chance in this completion, as they simply are too small. Together, the cities formed a region of 6 million people, which ranked them 54 in the international ranking list. On the night view of a satellite image, the different activities within the four cities becomes one "heat centre".

At the time, all the Mayors and Aldermen of the four cities would meet once or twice a year. This was mainly symbolic and only partly content driven, but it did help the cooperation between the cities. I don't know if this is still being organised.

Now that money is no longer coming from the Central Government, the cooperation between the cities has also diminished. On top of this, the cities also tend to think that they can play a part in this international network of cities on their own.

Amsterdam especially thinks it can do it alone. Rotterdam and The Hague are working together, but this isn't really working well yet. This is because The Hague is performing well, while Rotterdam isn't. Their main motivation to co-operate is because these cities are located next to each other.
Utrecht, however, has no real ambition in this matter. Its central location within the national road and train network gives Utrecht a favourable location in the Metropolitan Network.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects

and the ambition of the metropolitan territory?

At present, there is no money to develop any metropolitan projects in Randstad Holland. The key projects in the past have been:
- The Thalys train, which connects us better with the outside world. The project is finished, but the trains are still not functioning perfectly.
- The enlargement of the Port of Rotterdam, which is logistically important for the whole metropolis.
- Amsterdam, with its many cultural buildings as international attractions for tourists.
- Zuidas, together with Schiphol, which has many direct destinations all over the world.
- Greenports, Aalsmeer and the Westland, which is a strong sector in the Netherlands.

- The Hague, as international city for Justice and Peace. This attracts many new international organisations with its large international symbolic value.

Due to a population of only 15 million inhabitants in the whole country, one could say that a metropolitan key project for the Netherlands is a project of which there is only one possible in the Netherlands. These projects are all dispersed in the metropolitan area.

4. Innovative economical sectors

Is the regional level competitive enough in a globalised economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

Randstad Holland
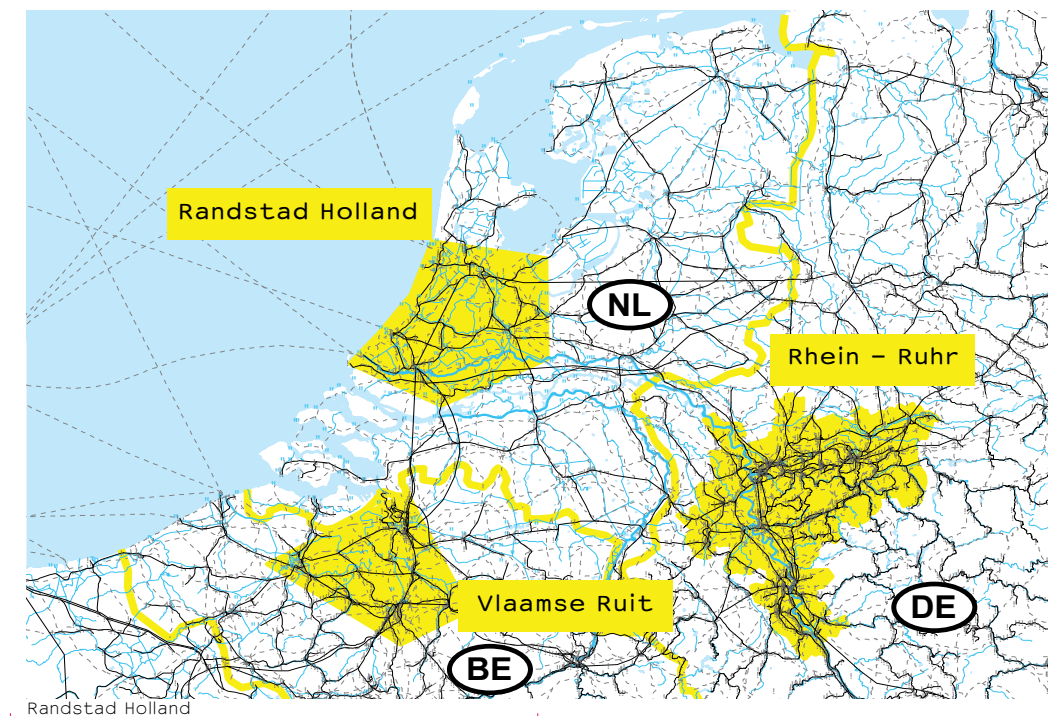
Depending on the cluster, the region plays a role. Furthermore, how do you define 'innovative'? In the Netherlands, there are two highly innovative clusters: nanotechnology and genetic research. These two sectors are not exclusively located in Randstad Holland however. For these sectors, the metropolitan region therefore does not really matter for the location. They are mainly strongly connected to the nearby universities. Other interesting location factors are Amsterdam as an Internet hub, and the NWO institutes (National Organisation for Scientific Research) in Watergraafsmeer. The technical and mathematical department of the University of Amsterdam has moved there.

These innovations are currently mainly funded by the public sector, mainly because the research is carried out and organised in the universities. A Philips lab is still located next to the University of Eindhoven. This has resulted in a spin-off of small businesses in which innovation takes place.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

One of the main problems Randstad Holland currently faces is water and the rising sea levels. As the delta of Europe, the Netherlands is under the threat of flooding, and in combination with continual ubanisation, there is less space for water to infiltrate other places along the river in Europe.

The rise of the sea level is a slow, continuous process and a long-term problem. Due to the high and low tide, potential floods from the sea are easier to handle as the water that comes will eventually flow back again. The rivers have extremes between floods and droughts and are therefore a more current problem. When there is a flood, the water keeps coming and something can only be done when the level of the river lowers, which can take days. This is therefore more unpredictable and urgent.

To cope with the water problem, the Delta programme has been created and is already partiality implemented, for example with the reinforcement of the dunes in Scheveningen. At the moment however, discussions still continue on how the large water problem will affect the Netherlands in the future.

Water management and the battle against flooding is in the genes of the Dutch however. This is why Dutch water engineers are internationally renowned and are an international knowledge export product.

FORMALIZED LOCAL COOPERATION THROUGH INTER- COMMUNAL BODIES

METROPOLITAN BORDEAUX, FRANCE

PUSHING TOWARDS A BROAD STRATEGY FROM WITHIN THE ADMINISTRATIVE TERRITORIAL LIMITS

ALPINE METROPOLITAN CORRIDOR, FRANCE

GIVING VOICE AND ECONOMIC RELEVENCE TO THE MUNICIPALITIES COMPOSING THE METROPOLIS

Pushing towards a broad strategy from within the ad-ministratve territorial limits

Metropolitan Bordeaux, France

An interview with Françoise Le Lay, Karine Seigneur and Sylvain Lantheaume

Françoise Le Lay works at the In-novation and Metropolitan Strate-gies Department, Communauté urbaine de Bordeaux (CUB). **Karine Seigneur** works at Participation and Sustai-nable Development Department, CUB. **Sylvain Lantheaume** is student and intern at Innovation and Metropolitan Strategies Department, CUB.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internati-onally attractive?

The metropolitan area

When talking about the metropolitan area, you can rely on several kind of re-ferences:

1 / From a geographical point of view, the city of Bordeaux, Aquitaine Region's ca-pital, is located on the Atlantic Arc (less than 1 hour from the Atlantic coast and the mouth of a large navigable river). Gateway between northern Europe and south-western Europe, close to the Ibe-rian Peninsula, its exceptional location contributes significantly to its economic, residential and touristic attractiveness.

With the High Speed Line (HSL) exten-sion by 2017, Bordeaux will only be at 2 hours from Paris and 18 million passen-gers will pass through its Central Sta-tion. By 2020, the construction of high-speed lines to the southwest will connect Bordeaux to Toulouse within 1 hour and to Bilbao (Spain) in 1h50min

2 / from a statistical point of view[1], the INSEE (National Institute for Statistics and Economic Studies) describes urban organization and sprawl phenomena through the concept of urban area.

It is a "statistical territory" that inte-grates operational criteria such as home / work commuting, the number of jobs ... and describes the existing living area, but not a strategic vision.

The urban area of Bordeaux is the 6th French urban area, it includes (as shown in the map on page 57) part of the Arcachon Basin and the Libournais

counting 1.1 million people.

3 / from a planning point of view: the perimeter of SCOT – Strategic master-plan. It is a formal planning document which includes 93 municipalities (27 municipalities within the Bordeaux Ur-ban District - CUB) and with of 909 000 inhabitants. These 93 municipalities de-cide to come together to set a project of consistent development and shared va-lues. The SCOT, which has a 10 years term, defines the destination of the soil: urbanized areas, habitat, agriculture, lands to be protected, industrial deve-lopment areas, etc.. It is a "mandatory territorial planning."

4 / from a strategic point of view, "the metropolitan project". There is a metro-politan area led by the Bordeaux Urban District (Cub) . The Cub includes 27 mu-nicipalities (28 on July 1st 2013), 55 000 hectares (half of it is natural and agri-cultural areas), 727 000 inhabitants (on July 1st 2013) which will become 1 mil-lion by 2030 ("millionaire metropolis"). A smaller territory hosting the metro-politan functions: decision-making cen-tres, economic functions (60% of jobs of the Gironde County), research, univer-sity and cultural functions ... It is at this level that has been conceived the metro-politan project.

This territory is experiencing high population growth. The county of Giron-de, driven by its agglomeration dyna-mics is particularly attractive (+0.98%

---

[1] INSEE definition of an urban area: "An urban area is a set of municipalities, con-sisting of an urban centre (urban unit) of more than 10 000 jobs and rural villages or urban units (urban periphery) whose at least 40% of the resident population works in the centre or in the municipalities attracted by it. '

per year in Gironde, +0.66% per year in the territory of CUB over the last 10 years). The challenge is to redirect the population on the core of the urban district to limit an already significant urban sprawl. The objective is therefore to offer an attractive urban environment, a controlled and denser urban development, first and foremost providing quality housing accessible to all, including families, while retaining 50% of natural areas and agricultural lands (which makes this territory so unique).

Which international attractiveness?

Today the attractiveness of Bordeaux is based on: location, quality of life, landscape / natural areas, gastronomy, heritage - Bordeaux UNESCO World Heritage - Bordeaux University also cultivates an old and recognised tradition (75 000 students, 3100 among researchers and lecturers).

Bordeaux has been witnessing in the recent years a renewed dynamism, emphasized by large public investment projects currently underway on the territory: the arrival of the High Speed Line (HSL), Bordeaux Euratlantique - a project of national interest, the third phase of the tram network, two new bridges on the River Garonne (including the famous lift span bridge launched in March 2013), neighbourhoods development, renovation of the campus, the project "50,000 housing around public transport axes" ....

Bordeaux Metropolitan is going through deep and fast changes. This is what is called "the Bordeaux' decade." All this has created significant dynamics; both nationally and internationally, people know that Bordeaux Metropolitan is moving.

We can therefore summarize the attractiveness with the following structural factors: geography, culture and quality of life; economic factors and contextual factors: a dynamics of projects that makes a real momentum for Bordeaux metropolitan area.

Identity and values

Through the process of developing a metropolitan strategy the CUB asked itself and all local actors involved the following question: "What kind of city do you want in 2030? ". Aiming at articulating major projects and defining a common metropolitan destiny, a wide forward looking and participatory approach has been undertaken since 2010 including elected representatives, academics, entrepreneurs, third sector, inhabitants…

This reflection has led to the creation of a metropolitan project based on 5 values, "5 senses": solidarity metropolis (between territories, people, social groups, affordable housing for all); exciting metropolis (an inter-connected metropolis promoting creativity, innovation and economic dynamism and cultural campus where space and mind have their place), sober metropolis (saving resources, producing and consuming differently, better using the space by planned density), sensitive metropolis (enjoying public spaces, nature, promoting walking as a lifestyle, reintroducing art), unique metropolis (different from the other, respecting the different identities of its 27 municipalities, which produces a common heritage and enriches the offer of the metropolis as a whole – made of differences).

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and which policies does it en-tail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy?

How are the different territorial levels associated to the metropolitan governance?

The metropolitan strategy

There are currently important issues at the national and international levels: economic issues (including employment) and competitiveness, lack of resources and sustainable development. There are also local issues (Bordeaux): welcoming new inhabitants (millionaire metropolis) while limiting urban sprawl and preserving the identities of its territory. The question arose by the CUB is **how to respond** to these challenges, but also **to the growing tangle of issues related to the city, by defining its own model of development**.

A long-term strategic vision was needed.

The metropolitan project has been the answer supporting and giving sense to the metropolitan process: "the construction of the metropolis is underway but we want to implement the process according to our approach, respecting the identity and the diversity of the different municipalities, attentive to the inhabitants' future and environmentally friendly" (extracts from the document "5 senses for Bordeaux metropolitan"). **This project is a metropolitan "storytelling" which allows sharing wide strategic orientations regarding Bordeaux metropolitan at the horizon 2030 and strives to give meaning to its development.**

Today Bordeaux metropolitan has no institutional basis (no metropolitan status). There are not elected representatives.

Map showing the current boundaries of Cub / Urban District / Scot / Gironde County

The decisions of the Bordeaux Urban District (Cub) are taken by the Community Council which brings together 120 elected. There are representatives from the 27 municipalities (in proportional number to the population of each city). After a municipal election every 6 years, each council will appoint advisors to sit on the Community Council.

The new national legislative context (Act 3 of decentralization) affects the institutional framework of the metropolis, which will be a major step.

The emergence of a metropolitan area

Through the implementation of the metropolitan project, The CUB focuses on building up a public metropolitan space and a shared metropolitan awareness. The metropolis is already a spatial (geographic) reality because there are peo-ple who live together and have daily metropolitan practices (they commute every day from one town to another for their work, recreational activities etc.).. The metropolitan area is made thus by flows, mobility functions, projects and a multiplicity of actors who interact.

Building a strategic vision based on the mobilization of local actors and citizen participation, has emerged a collective and shared representation of the metropolis, "a metropolitan consciousness." The metropolitan project brings a metropolitan policy vision driven by the CUB, that does not stop at the borders of the 27 municipalities.

Dialogue as a tool to intertwine scales

As part of the development of the metropolitan strategy, the 27 municipalities of the CUB have been involved, as well as

Bordeaux positioning in the European context

the County of Gironde, Aquitaine Region and the State, to help drawing this common destiny. The CUB recalled that they would not act alone while developing the metropolitan strategy. Through the metropolitan project, policy makers agree on the path of cooperation with municipalities, major institutional partners, neighbouring districts, businesses, and all the metropolitan actors. The metropolis does not deny what exists already and it seeks to understand the issues in a systemic logic, combining actors, ambitions and territories, over-passing all notions of contrasts and competition. However, some municipalities may continue to be frightened by the metropolitan process in which they can see a loss of autonomy and the weakening of the municipal level.

Instances of dialogue and negotiation are implemented so that everyone can assert its priorities. For example, small peripheral municipalities cannot always support the costs of urban services for their inhabitants and are aware of the importance to concentrate the population at the heart of the agglomeration. Discussions are still ongoing to determine what should be brought in the centre of the agglomeration. For example, as regards economic activities: what do we put in the urban district (CUB) and what can be located at the periphery? Which activities? Which functions?

Thus, the issue that emerges is the relations between territories and the establishment networks within this strategy. Which relations and which cooperation between territories? Are we going towards a polycentric dynamic with several multi-metropolitan poles? The discussion is opened, looking for the best balance.

The metropolitan strategy is driven by the CUB, which is the heart of the metropolitan area. The CUB examines how to engage the municipalities that are outside the core of the agglomeration, which are the periurban areas and ask to be taken into account saying, "you can not make a metropolitan project without us."

Several spaces or forums for discussion and debate currently exist (besides the Community Council which brings together representatives of the 27 municipalities of the CUB) and articulate their reflection on the metropolitan issues:

- The SYSDAU implements the SCOT. The 66 municipalities outside the CUB are very small but they have to align with each other. The SCOT is a planning regulatory tool on a 10 years term. It has a prescriptive value. However, the debate between the CUB and other municipalities is sometimes complicated.
- The InterSCOT approach allows a dialogue between the different SCOT developed within the County of Gironde. Political and technical space initiated by the state and the County of Gironde following the CUB Metropolitan project (within a 20 years terms), it aims at identifying the key issues to choose the right scale of intervention and to make converging all Gironde's territorial strategies. The InterScot has no regulatory scope.
- The Metropolitan Cooperative
In the same partnership spirit that has prevailed in the participatory and forecasting process, the Metropolitan project offers new ways to make the city based on collaboration, open-mind approach, collective intelligence and partnerships. In other words, permanent policy-makers, experts, citizens and users calling up around what is currently known as the "Metropolitan Cooperative". The Metropolitan Cooperative, bringing together elected representatives, entrepreneurs, citizens,

associations… "makes the metropolitan project alive and brings in ideas and projects in an innovative form. This is not a formal instrument; this is a new way of working on projects." The Cooperative is a method but also space and time of dialogue, leaving margin to freedom and innovation. The metropolis is also this: the interaction between people and all different points of view.

The CUB wants also to develop relationships and cooperation with neighbouring territories, whether close neighbours in the Gironde or more far away (west and southwest agglomerations as Angoulême, Toulouse, Pau, but also Spain (San Sebastian, Bilbao, for example).

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Metropolitan projects – Bordeaux's decade

For several years already, Bordeaux is experiencing unprecedented territorial dynamics. Major projects and infrastructures representing public and private investment have been undertaken and will strengthen the exceptional features of exchange, innovation and quality of life of Bordeaux metropolitan allowing the city to rank among the major European cities.

These major projects are supported by several funding public partners including the CUB, the State, the Region Aquitaine, the County of Gironde but also the municipalities… There are also contributions from private investors. These major projects give to the metropolitan area a renewed image such as the digital city project, the campus operation and the awarded projects in the context of the investments for the future such as the City of wine's civilisations, which goes beyond the image of Bordeaux as heritage City and gives an innovative image of it.

The French government has decided to invest a lot in this territory through projects like the high-speed line, the campus operation (Operation of Renewal of the University of Bordeaux) or Bordeaux Euratlantique. As regards Euratlantique, the French state in 2010, declared the development of 738 hectares around Saint-Jean main train station as Operation of National Interest. This area will host 25,000 new residents and 25,000 new jobs. This is one of the largest urban projects in France. Among the major projects of this National Operation, there is a European Business Centre of 400 000 m2 in the heart of the city targeted to investors, project developers and decision-makers. The emergence of a new station district coincides with the arrival of the high speed line (in 2017), something like what happened in Lille and Lyon Confluence: 1.2 million m², 17,000 units within a program of 170 000 m2 of public facilities and 50 hectares public and green spaces.

These projects will all be arriving at the same time in Bordeaux, within a timeframe of the next 10 years. This unprecedented concentration of projects has been summarised by the expression: "The Bordeaux's Decade 2010-2020."

There is nowhere in France at the moment such a concentration of projects.

4. Innovative economical sectors

Is the regional level competitive enough in a globalized economic and innovation-led system? Would clusters remove the obstacles created by the vertical organisation of public policy?

When we talk about economy, the regional dimension seems relevant at this day, particularly in the context of national and international competitiveness. The creation of clusters is the result of public initiatives.

The Aquitaine region has several clusters labelled by the French government, including Aerospace Valley, Lasers Route (Laser and photonics with a mega joule laser which is the largest laser in the world), Xylofutur (products and materials for cultivated forests), Avenia (energy transition). Aerospace Valley is a global inter-cluster (Aquitaine and Midi-Pyrénées), which aims at maintaining and strengthening its position as an international leader in the field of aeronautics, space and embedded systems (42 000 jobs in this sector in the Aquitaine region).

Aquitaine and metropolitan Bordeaux area have also clusters such as sustainable construction, health and health informatics and in general TICs (4th French region in that field). Moreover, Aquitaine is the first French region in terms of job creation since 2009. In major sectors, such as education, research and industrial development, the Aquitaine Region is very active in the implementation of these productive poles.

The metropolitan area supports these initiatives creating favourable conditions for the maintenance and establishment of the economic activities.

The CUB who is not acting alone (the region is the leader as regards the economic development), plays a role in the development of business parks for companies, in the creation of technology parks, in the retail zoning, in the land control, in the programming of urban projects and as regards the PLU (local development plan) which determines the economic activities areas and infrastructure development (transport, broadband internet…).

The CUB then cooperates with the Region to support the competitiveness poles and innovative clusters. Tourism is also a strong sector: it counts alone 10,000 jobs and relies on substantial future equipments co-funded in particular by the CUB.

In addition, investments of the CUB on large projects generate economic activity in the territory.

As a whole, the CUB works to promote ecosystems that are favourable to maintain and implement of economic activities.

The CUB also identified the employment as a major challenge for the coming years of its metropolitan strategy. Among its priorities, the creation of 75.000 jobs by the next 20 years, supporting its strategic sectors (aerospace, green growth, professional services, creative economy, tourism…); maximizing the leverage effects of major urban transformation works but also developing a quality residential economy driven by the population growth. Bordeaux metropolitan also relies on the development of the social economy and the "Health and well-being" economy at the intersection of solidarity and innovation.

Once again, this ambition requires a framework of partnership actions undertaken with major institutional stakeholders, companies, associations, unions…

5. Sustainable development

On which key themes and policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

Two strategic documents define the sustainable development policy of The CUB: **Climate Plan** and **Agenda 21**.

Strategic documents:

The Climate Plan for the theme "fight against climate change." The Plan actions has been adopted in February 2011, and is structured around four main themes:

- Housing energy renewal
- Alternative mobility systems
- Unfolding renewable energy
- Citizen mobilization.

Climate Plan was evaluated late 2012, and has been awarded European Cit'ergie. This evaluation showed that planning, internal organization (including the work on eco-friendly public orders) and communication were areas of excellence of the CUB.

Agenda 21 (energy and climate excluded): Its action plan, adopted in October 2011, is organized around the following themes:

- Eco Administration
- Project management for territorial solidarity
- Synergies between communities,
- Supporting actors for sustainable territorial dynamics.

At the end of 2012 a report showed that 75% of the actions have been implemented.

Beyond these two strategic documents, it is the whole packet of actions and plans carried by the CUB aiming at a sustainable development.

Moreover, the metropolitan project is a document umbrella for the whole strategy of the CUB and is perfectly in line with missions and actions of the Climate Action Plan and Agenda 21.

Partnerships:

Several partnerships with companies (environmental management system...), farmers (supporting agricultural activities...), the education system (sustainable development with juniors), citizens (participation) and especially with the municipalities of the CUB, have been set up implementing those actions.

Innovative initiatives:

As concerns sustainable development we should mention, among others, two innovative initiatives undertaken by Bordeaux metropolitan:

- **Nature**: half of the 55 000 hectares of the territory of the CUB is composed of natural and agricultural areas. Urban development should remain as it is regarding urban land surface. The CUB has launched "**55 000 hectares of nature**" with the objective of positioning nature as one of the key actors of the decade to enhance the natural heritage (including the great landscapes that have shaped the urban district) and to develop innovative landscape projects considering the technical, contractual and financial aspects. Five multidisciplinary teams have been selected in this process. Dialogues and debates are currently underway. This is the first time the role of nature is getting so much attention considering its social, cultural and environ-mental implications.

- **Mobility**: a tram network among the largest in France (4 lines of 74 km, including 14 km with solar power), bike-sharing service, extensive network of walking and bike trails, river shuttle system, Bordeaux Metropolitan gives great importance to soft mobility and intermodality. In addition, the CUB launched in 2012 the "Grenelle des mobilités " to provide innovative solutions to the collective problem of congestion in Bordeaux. Invited to sit around the same table, institutional representatives, employers, employees, experts, users and associations have worked together for about 9 months. This reflection has led to the development of a set of principles through which the major actors get involved and implement an emergency mobility Plan.

Giving voice and economic relevance to the municipalities composing the metropolis

Alpine Metropolitan Corridor, France

An interview with Jean-Michel Evin
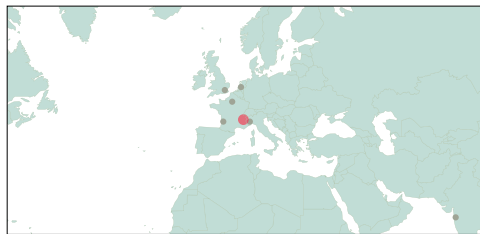
Jean—Michel Evin is Director at AURG Urban Planning Agency Grenoble Region.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

From Geneva to Valencia, the Alpine Metropolitan corridor combines an exceptional natural setting, with a variety of populations and activities: a succession of Alpine valleys, medium size cities and urban districts, a diversified economy combining traditional industries and high technology.

The Alpine Metropolitan corridor is not a self-centred homogeneous territory. Relations between the different cities are unequally intense. Some links with territories outside the corridor are stronger than others inside the corridor.

Though, the territories of the Alpine Metropolitan corridor share a number of features which make them unite and unique:
• a strong link with the mountains,
• the size of the urban districts,
• a strategic geographical positioning at the crossroads between three of the largest and most powerful European regions (Rhône-Alpes and Lyon, the French part of Switzerland and Geneva, northern Italy and Turin / Milan).

The territory, made of a chain of cities, has both a high rate of population and economic growth, and a recognized role in the knowledge economy (a high level of highly skilled jobs, laboratories, universities, major scientific equipments). It also owes its vitality to the proximity and influence from the poles of Geneva and Lyon, and its condition of "pro-active link" within the main axis connecting northern Europe and the Eastern Mediterranean.

However, **to face globalization's challenges and international attractiveness, the issue of the "critical mass" was also raised as a matter for this area. The average size of the cities that compose it, and the relative isolation of some of them in relation to major transport networks have been seen as a weakness, justifying the introduction of new forms of cooperation.**

2. Governance and Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy?
How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Recently, the urban districts forming the Alpine corridor expressed the desire to structure themselves in a network under the status of association (called Metropolitan Pole) that should be operational early February.

The idea behind is to consider the Alpine Metropolitan corridor as a territory of project and of cooperation. This Metropolitan Pole is not a new structure, but more a leading body to boost and coordinate future actions and it must meet three main functions:

1 / **The Alpine metropolitan corridor as a tool to question and reflect on common issues and to ensure po-**

litical consistency and networking among the different actors:
- Answer to common challenges (relationship between urbanity & mountain, organization of the metropolis as an archipelago...) implies inventing original answers.
- Answer to common issues (restrict urban sprawl, promote sustainable mobility...) means to ensure consistency and coordination of public policies
- Answer to common issues (improve accessibility, new economy of the mountain...) means to bring together different levels of actors, both political and socio-economic.

2 / **The Alpine Metropolitan corridor as a tool for dialogue, negotiation and lobbying.** It must allow the different territories composing the Alpine Metropolitan corridor to speak with the States, the Regions, the Counties as a single voice and with a wider range of stakeholders whose contribute to the Alpine Metropolitan corridor planning and development.

3 / **The Alpine Metropolitan corridor as a promotional tool.** In a context of increased competition between different cities, **the Metropolitan corridor should help make visible and readable the network of medium-sized cities across Europe.**

A metropolitan engineering to define the next steps
At the scale of the Alpine Metropolitan corridor, several actors have been involved in the construction of the process:
- Local authorities
- Consultants: an ad hoc committee created to animate the process, a territorial analyst to run a research on the development driving activities and a law firm for the juridical/ institutional questions.
- Public structures: three organisations have been called upon to accompany the whole process of creation

of the Alpine Metropolitan corridor: AURG (Urban Planning Agency for the Grenoble Region), MDP (The Development Perspective Mission in Savoy), and the CAUE of Haute-Savoy (architecture, urban planning and environment Committee). Together they contributed to:
- Settle the metropolitan process within the national context of emerging metropolitan systems and survey other underway processes: through participation in the French national network of Metropolitan Poles and a communication and lobbying plan.
- Develop a "shared smartness" of the Alpine multipolar metropolis construction: shared representations of the metropolitan territory in its various dimensions and projects dynamics.
- Support local authorities in the identification and justification of cooperative actions through thematic working groups: "Higher Education-Economy-Research", "Mobility-Transport", "Culture, Tourism", "Territorial influence and strategy"

Three levels of integration of the metropolitan dynamics
1 / The regional scale and cross-border cooperation: the development of the Alpine Metropolitan corridor must be designed taking into account the influence and the interactions with all these different levels
2 / The scale of the Alpine Metropolitan corridor
3 / The neighbouring scale: consolidate neighbouring cooperation within metropolitan areas (cities & urban districts + NRP (regional park) + peri-urban areas)

# 3. New Forms of Urbanity and Metropolitan Environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Key development projects:

- Polarities in the Grenoble metropolitan area: seeking to identify and organize the urban development around three poles and related stations and public transport hubs in the branches of the "Y" (crossroads). It is an operational issue in terms of time, of programme consistency and as a driver for the economic and social development of the city as a whole.
- Grenoble Presqu'île: the development of the peninsula, a site of 250 ha (18% of the area of Grenoble) is an opportunity to turn an international innovation campus and a strategic economic pole into a real neighbourhood in the heart of the city and the metropolitan area. The main idea behind is to promote social interactions between students, researchers, employees and future residents around the three poles: a "centre of life", a "heart of life "and an "outdoor leisure centre". The objective is to create a new urban model for a sustainable, attractive city which get people and functions together.
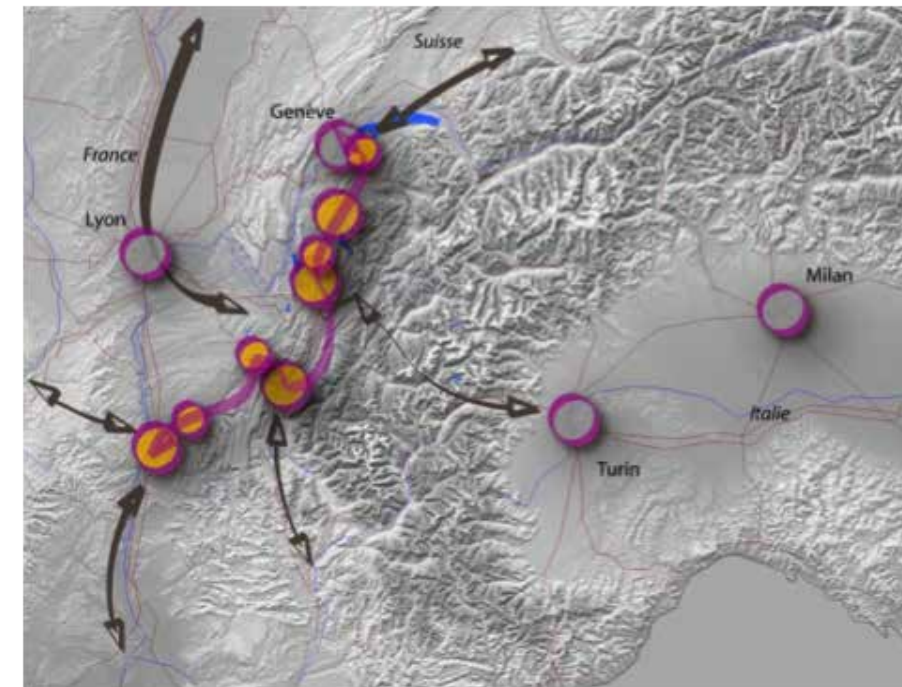
Alpine corridor, a multi polar/ polycentric metropolis in the heart of the Alps
Inter–regional, cross–border and trans–European cooperation to be put into place.

4. Innovative Economical Sectors

Is the regional level competitive enough in a globalized economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

The economic influence of Rhône-Alpes: 10% of the French economy while it concentrates 18% of the competitiveness clusters (13 out of 71).
Most of the poles of the Alpine Metropolitan corridor cooperate with other major economic centres in the Rhône-Alpes: Lyonbiopôle Axelera, Tennerdis ... The Alpine Metropolitan corridor is strongly involved in the innovation dynamics, especially in partnership with the Rhône-Alps economy.

The Alpine Metropolitan corridor is partner of 25 competitiveness poles or clusters. In some fields, **the Alpine Metropolitan corridor can develop its own driving development because it has a consistent innovation ecosystem: triptych university-industry-research.** The clusters highlight forward-looking sectors of activities on which the territories have focused their development: renewable energy, nanotechnology, image technology, plastics technology, mechatronics.

Beyond a simple inventory and the multiplicity of poles, what is interesting is to note that according to a national assessment on the 71 French clusters, 6 poles on the Alpine Metropolitan corridor were rated as "very effective" and three others as "efficient". This therefore reflects the performance of the innovative ecosystem and the ability to cooperate between industry and research. These poles, clusters, laboratories represent more than 26 000 researchers, 5 campuses and research platforms, 4 international research centres, 8 industrial technical centres, 10 national research organizations, five incubators...

The success of these clusters and of the economic dynamism are also the result of a scientific, technological and research substrate particularly at the higher level of education. A well know university system- Grenoble, 3rd French university town - structuring a PRES (Research and Higher Education Pole) - Operation Campus - ....

Beyond an efficient higher educational system, the Alpine Metropolitan corridor has a research system that is very strong, unique and open to the industry. This research system is connected to the global research centres and is characterized by the presence of large laboratories and research centres, French, European and international such as CERN, ILL, EMBL, the Synchrotron LITEN, LAPP, LETI, INES ...

5. Sustainable Development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

For presidents and mayors of the Alpine Metropolitan corridor local authorities, major changes that have lead to the creation of the Metropolitan Pole are related to climate, energy, social, economy, and finance and the need to cope with them enhancing endogenous local resources (quality of life, human-sized settlements, natural resources and agriculture, cognitive resources, potential for innovation, diversified economic fabric...). Two transversal and strategic projects engaging all partners fall into this perspective: the definition of a model of a metropolis in the mountains and the definition of a model of a metropolitan network. Carrying cross-cutting and innovative issues, thematic working areas have been identified as potential common action makers:

• **Transport system**: towards a more sustainable mobility involving transport offer and coordinated user-friendly services, to reinforce accessibility both on the large scale and locally.
• **Economy**: shared programmes to organize joint actions to promote the area and the "main sites" in order to enhance the competitiveness clusters and develop a "mountain" cluster, to promote a coordinated offer for urban and event tourism and open a debate on the green economy enhancing local resources.
• **University, research and higher education**: a challenge of support and enhancement of the Grenoble University pole (PRES) across the Metropolitan Pole, to promote higher education offer and strong connections between high education and companies.
• **Culture, Tourism events**: a challenge for integrated cooperation to get a better understanding of the cultural and arts offer in the Alpine Metropolitan corridor, structured cooperation in the field of events and cultural activities, and joint cooperation between museums, educational institutions and media arts.

ESTABLISHED
(TOP DOWN)
METRO-
POLITAN
AUTHORITIES

METROPOLITAN AREA OF ABURRÁ VALLEY, COLOMBIA
STRENGTHENING THE METROPOLITAN LEADERSHIP THROUGH THE NEW IMAGE OF MEDELLÍN

GREATER LONDON, UK
LEADING TO A NEW GREATER LONDON: NEW STRATEGIC PLAN FOR "THE BEST BIG CITY ON EARTH"

LIMA METROPOLITAN AREA, PERU
GOVERNING THE CAPITAL CITY: MULTIPLE ADMINISTRA-TIVE LIMITS AND POLITICAL RIVALRIES

BANGKOK METROPOLITAN AREA, THAILAND
BECOMING THE GATEWAY OF ASIA

GREATER KUALA LUMPUR, MALAYSIA
STRIVING TO BE A WORLD CLASS CITY AND A DRIVER FOR SUSTAINABLE MALAYSIA

METROPOLITAN MUMBAI, INDIA
IMPROVING INFRASTRUCTURE-LED DEVELOPMENT FOR A GLOBAL METROPOLIS AND MAJOR URBAN POLE

GREATER JAKARTA, INDONESIA
SEEKING INNOVATIVE GOVERNANCE FOR A MORE ECONOMIC AND SOCIAL ORIENTED METROPOLIS

Strengthening the metropolitan leadership through the new image of Medellín

Metropolitan Area of Aburrá Valley, Colombia

An interview with Françoise Coupé

Françoise Coupé is Professor at Colombian National University and President of the urban territorial Council of Medellin.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

The metropolitan area, with an extension of 1164 km^2, **consists of 10 municipalities**. **Among those, 9 are part of the entity AMVA** (Área Metropolitana del Valle de Aburrá or Metropolitan Area of Aburrá Valley).

- Medellín is centrally located in relation to the valley and to the metropolitan area;
- From north-east in the direction of Medellín are situated the municipalities of Barbosa, Girardota, Copacabana and Bello;
- From Medellín southwards, the municipalities of Itagüí, Envigado (this last one is not part of AMVA, although the decision that has been taken in 1980 is under discussion), La Estrella and Caldas Sabaneta.

These 10 municipalities are close to each other in physical, environmental, economic and social terms, which gives the area the sense of a whole entity, grown up under the same influence, with similar territorial morphology, and crossed by the same structural axis, the river, with intertwined but different development conditions.

These relations date back to the precolonial times, as evidenced by ancient roads and traditional events, kept alive over time, and even strengthened since 1970 through the agglomeration process.

Metropolitan values have been forged over time.[1]

As the majority of people in the Department, the inhabitants of Aburrá Valley define themselves as holding work-based values, respectful of family ethics, and committed to their beliefs.

- A rural-based economy is still today the prinxcipal income in the rural areas. Then, from the nineteenth century, the industry has played an important role especially in Medellín, Bello and Itagüí where the first textile factories have been established, followed by the industrial sectors as chemistry, engineering, and packaging sectors.

- Today, mainly in Medellín, tertiary sector is expanding at the detriment of the industrial one that moved to the valley and beyond it, towards the international airport and along the road to Bogotá. Over time within the transformation of the productive sectors, the society always recognised itself in the work-based values.

- Respect for the family was held by both "macho" men behaviours and women's attitudes. Families have for a long time claimed their origins from Medellin, from the Valley or another Department's municipality, their political affiliation to one of the two traditional parties (Conservative and Liberal) and their Christian faith.

- Commitment to Catholic religious beliefs, closely related to Spanish culture was maintained despite the recent influence of sects and different expressions of Protestantism from the United States.

[1] AMVA values will be exposed under the chapter so called governance and cooperation

However, from 1945, conflicts between conservatives and liberals introduce violent forms of manifestation ranging from verbal expressions to population expulsion and killings ...

From the 80s, globalization (internet, international travels, wider knowledge ...) brought profound changes, especially when drug trafficking introduces new "values" more related to easy money, rapidly transforming families and social relationships, and generating further violence to control territory.

Attractiveness of the metropolitan area is mainly related to the initiative of the Municipality of Medellín that, for the last ten years, gave considerable attention to restore a clean identity. The goal was to create a new image of the city. After the years of Pablo Escobar and its kind, the transformation leads to a rebirth of the Metropolitan through major urban renewal programmes (Library parks, metro and metro-cable, renovated public spaces, among others). Medellin starts being recognised as the place where education and citizens' participation play an important role to design the new city, even if the struggle for the control of the territory still keeps on mostly in the periphery.

The city seeks to make visible its new image; and this process generates ripple effects in other municipalities especially in the largest and closest to Medellin. This was evidenced during the Olympic Games in South America and the Caribbean, the Assembly of the Inter-American Development Bank, or the concert of Madonna, etc. Being the host city of the next United Nations Conference on Habitat in 2014 is another example, as well as hosting the Youth Olympic Games.

In addition, Medellín is one of the three candidate cities for "the most innovative city in the world". The city describes its process of moving "from violence to hope," through social and urban improvement projects and technological development, as a basic condition to open up to the world.

2. Governance and Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Metropolitan strategies:

The AMVA has been created by the Assembly of Antioquia by law 34 - 1980, in response to the Decree-Law 3104 - 1979, in order to guide the development of Aburrá Valley without hindering the municipal autonomy, established in the National Constitution, but providing technical assistance to local administrations and to help developing regional projects.

The 1991 Constitution introduced important changes. **Today, AMVA is an "administrative entity of public law, which entails administrative autonomy**. AMVA has its own assets, powers, and special rules set by law regulating promotion, planning and services delivered to the municipalities under its jurisdiction. "

Its functions go far beyond planning, development and implemen- **tation. The AMVA is the referent authority for the environment and mass public transport in the nine municipalities composing the metropolitan area.**

The actors:

1 / The main decision-making body is the Metropolitan Council or AMVA Council which is composed of the Mayor of Medellín as chairperson, and the mayors of the nine municipalities of the Aburrá Valley (with the exception of Envigado whose mayor is nevertheless invited to the meetings), a representative of the Municipal Council of Medellín, a representative from the other municipal councils, and the Governor of the Department or his delegate.

2 / However, the AMVA is one of the few institutions, if not the only one, **where the decision-making bodies do not include direct representatives from the citizenship.**

3 / In addition to the AMVA, a special "decision-making space" was created where three privileged actors meet, the so-called "tripartite" made of the Governor of the Department representing the State, the Mayor of Medellín and the Director of AMVA, or at a lower level, Directors of Planning of Antioquia and Medellín and AMVA. This "organisation" produce sporadic activities and its effectiveness depends on the willingness of the political authorities.

4 / The AMVA pays particular attention to neighbouring regions, and especially to the valley of Saint Nicolas located at 2 500m of altitude and the Cauca Valley to the west at 800m of altitude. The idea of a large three levels macro region is the subject of intense discussions.[2]

AMVA Staff is, in general, highly quali-

AMVA metropolitan territory within the American continent, within the country of Colombia and the department of Antioquia.

fied but limited in number. Many professionals are hired for set periods of time, depending on the projects, and many studies have been commissioned to Universities and specialized NGOs.

This chart above described the AMVA functions and the four sub-directions corresponding to the institutional functions as defined by the National Constitution of 1991:

The first sub-division is the one more close the AMVA responsibilities since the beginning of its creation. The sub-division is responsible for planning and implementation of various programs and projects, and performs all duties related to sub-division n.3 (detailed later in this page).

The second one is responsible for the environmental management and acts as Environmental Authority in the urban areas.

Environmental authorities (Independent regional corporations and metropolitan regions) are institutions that contribute to the Environmental national System, SINA[3], and are responsible for the national environmental implementation policies.

Their functions are:

- Regulate, through the allocation of permits, authorizations, licenses and concessions, access and use of natural resources according to the law and re-

[2] This will be further developed below.

[3] Sistema Nacional Ambiental, SINA, created by the Constitution of 1991, Law 99 / 1993.

Aburrá Valley as seen from the south

gulations.
- Monitor citizenship behaviours so they do not interfere with the natural resources and the environment
- Make decisions necessary to maintain a healthy environment.
- Apply sanctions for violation of the norms of natural resources and environmental protection.
- Promote and coordinate cross-institutional processes and improve the quality of the environment.

The third sub-directorate is responsible for mobility and metropolitan transport system that means planning, controlling, monitoring, regulating all over the territory under its jurisdiction. The transport network includes regional train[4], metro, metro-cable (low capacity), bus (medium capacity) and buses lines connecting to metro lines (Envigado municipality is included in this case).

The transport programme was established by law n.105 - 1993 and n. 310 and 336 of 1996, and considers all necessary operations for the movement of people or goods from one place to another, separately or together, using one or more means that can be individual, collective or massive. The AMVA fixed the rates and give its agreement on the calls for bids.

The fourth sub-directorate is in charge of the management of the AMVA territory and its resources. Heritage and resources of the metropolitan regions are defined by law:

- The profit from the tax on the 2 x 1000 cadastral value of the properties located within the jurisdiction;
- The annual budget allocated by municipalities and the Department;
- Other contributions such as contributions from generated valued by the implementation of metropolitan projects, contracts for services, services

and good sale and real estate property acquisition.

AMVA Metropolitan values express themselves in the Mission, in the vision and in the Institutional principles[5]:

1 / Mission: "Give directions to the sustainable development of Aburrá Valley based on the articulation between the metropolitan society and its environment."
2 / Vision 2015: "harmonic land development, improving residents and inhabitants quality of life and consolidation of the metropolitan culture."
3 / Principles:
   - Teamwork
   - Innovation
   - Sense of belonging
   - Respect of municipal autonomy
   - Consultation and dialogue
   - Actions' quality
   - Community Involvement

These topics are widely developed in the objectives:

1 / General objectives:
   - Boosting inter-generational change at all levels of the organization in order to improve the inhabitants' quality of life in the metropolitan region.
   - Actively assist the process of creation and consolidation of the metropolitan culture, governance, competitiveness, social inclusion and innovation, with a strong sense of belonging and trust, which act as an engine for integration and development throughout the metropolitan area.
   - Integrate public and private efforts to build and strengthen the eco-region

[4] This train service does not run anymore.

model.

2 / Specific objectives:
- Improving the standard of living for the inhabitants of the metropolitan region
- Give directions and coordinate territorial planning and institutional processes
- Perform environmental functions
- Take care of the integral development of Aburrá Valley and surrounding areas
- Contribute to strengthening local territorial entities (Ref.: Municipalities)
- Establish agreements on the structural elements of the region
- Promote and implement programs and projects of strategic regional character

Territorial levels associated to the metropolitan governance are clear:

- Antioquia Department
- 9 municipalities of Aburrá Valley

However, we must add several elements:

The AMVA is part of the Environment 1 / National System (SINA), which defines, among other things, a hierarchical structure:
- Ministry of Environment
- Autonomous Regional Corporations and Metropolitan Regions[6] whose autonomy is relative because the Ministry is above them and is responsible for receiving administrative appeals and complaints of general and specific matters.
- Departments
- Municipalities.

2 / According to the Department's decisions, AMVA must adopt different global policies and especially those that have been defined in the United Nations Conference (Rio de Janeiro, Stockholm ...). Outcomes from Rio are incorporated in many documents. It is the same for agreements signed on biodiversity (ratified by Law n.165 of 1994) and climate change (Law n.164 of 1994).

Cooperation is maintained by different mechanisms despite the rapidly economic, environmental, social and technological changes and the significant differences among the municipalities in the metropolitan area.

On the one hand, objectives are clear, as summarized above and expressed in the "Metropolitan Plan 2008 - 2020" and in the Management Plan 2012 - 2015, with programmes and projects. These objectives are also accepted and shared by the municipalities.

On the other hand, resources are redistributed among all municipalities in the context of regional and municipal projects, even if the central city, Medellín, provides the highest percentage of these resources. The political narrative stemming from to this process is quite important insofar it is about solidarity and equity (not equality).

Finally, programmes and projects are generally well evaluated and generate a certain level of confidence among the municipalities, although Medellín plays an important role sometimes becoming over preponderant. In fact one of the first AMVA's tasks has been to change the notion of "the Metropolitan area of

[6] The metropolitan areas are environmental authorities for urban areas (except the rural part of the municipality) with more than one million inhabitants.

Medellín" into the "Metropolitan area of Aburrá Valley".

3. New Forms of Urbanity and Metropolitan Environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Here is a summary of the guidelines:

Planning process:
- Improved mobility in the metropolitan area
- Metropolitan area integrated management
- Promotion of the Metropolitan Development
- Construction of planning instruments for the ecosystems' conservation and restoration
- Aburrá River Valley Management Plan
- Strategic Metropolitan Plan for Housing and habitat with an environmental perspective

Social Development:
- Guarantee the quality of food in the metropolitan area
- Safety and well-being projects in the metropolitan area
- Cultural transformation of the metropolitan inhabitant
- Enhance metropolitan economic development strategies
- Educational improvement in the metropolitan area
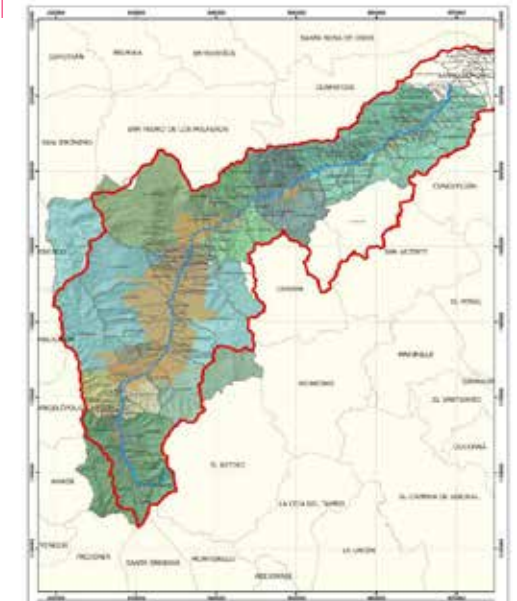
The following map shows the different municipalities, the perimeter of the valley (red line), the urban areas and the agglomeration (in the ochre colour).

Environmental management:
- Air: information system on air quality; setting of a metropolitan network monitoring air quality, emissions inventory; noise mapping;
- Optimization of water resources' quality and supply
- Protection, recovery and rehabilitation of flora, fauna and natural ecosystems
- Reducing the impact of natural disasters
- Implementation of the "best environmental practices".

Physical management:
- Management and implementation of metropolitan and municipal public spaces and facilities
- Improvement of mobility and accessibility in the metropolitan area

Antioquia Central Park (olive green) and its strategic importance around the metropolitan area of Aburrá Valley.

Institutional management:
- Support to strengthen the information management in the region and in each municipality
- Planning and implementation of the metropolitan system for disaster prevention
- Tools' definition for territorial planning, social development and environmental management
- Improved control and institutional management in the municipalities of the region
- Authority for Transport
- Monitoring and control on natural resources

Some metropolitan projects developed between 2009 and 2012:

Medellin North
- mobility hub at the boundary between Medellín and the northern re-

gion in the municipality of Bello. It is a project including commerce and business development actions that should improve the circulation system.
- "Ciudadela"[7] environmental and educational project "La vida" in Copacabana;
- landscape project and recreational and sport center in Barbosa;
- Project and implementation of the educational center Luis Eduardo Pérez Molina Barbosa

Medellin South
- Construction of the distribution channel for the different transport system of Aburrà, in the south of the municipality of Medellín.
- Neighbourhood's improvement in the municipality of Caldas, in the South. This project includes several interventions:

1 / Housing: 201 apartments in three sectors (AMVA is not involved in this aspect of the project, but it has defined guidelines for that).
2 / Public space: football and beach volleyball fields, skateboarding track and cycle-cross, street games and children's games, sports center, climbing wall, nature trails, green spaces and squares.
3 / Facilities: pottery, engineering and projections rooms, offices, auditorium, library, café, spaces for Action Communale, INDER (Institute of Sport Institute), commercial areas, 34 car parks and 10 for motorcycles, and services area.

[7] Regional Center

4. Innovative economical sectors

Is the regional level competitive enough in a globalised economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

Innovative economical sectors are:
- Health services within the country and to many foreigners from the Caribbean and USA
- Fashion
- IT (Information Technology)
- Tourism. Medellin used to be worldwide known as the center of drug trafficking. Today keywords are: Region attractiveness and the ability to organize international meetings.
- Textile and manufacturing production.

These economic sectors should be maintained at the forefront if they do not want to lose their importance. But this requires high IT investments that are not so many in the Country. Colciencias[8] just comes out of a crisis and starts to allocate resources coming from taxes and compensations paid by the mining and the energy sectors.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

The **central themes** are clear when making the list of projects.

Policies and strategic guidelines are approved in two important documents and shared in Aburrá Valley:

1 / The Integrated Plan for the Metropolitan Development, "Metrópoli Plan 2008 - 2020" gives directions to the AMVA. It contains the programs and projects at the metropolitan scale and defines how to perform planning functions, environmental and transport authority. It directs and manages the internal processes of territorial management in the valley in terms of integrated sustainable development, main reason for the municipalities of the valley to cooperate.

2 / Management Plan 2012-2015 identifies strategic projects to guide the management seeking rationality and efficiency in resources use, and requiring effective decision making and implementation at all levels and in all areas.

3 / Its formulation is based on the participatory planning experience gathered in the years and provided by different actors, public, private and academic to build a better human development of the population.

This plan has an impact on quality of life, competitiveness and governance of the territory, and requires compromises between the metropolitan and municipal governments and the other institutions of the State as well as with the private sector, integrated into the fundamental strategic process to obtain quality standards and higher equity in accordance with the objectives set in the Metropoli Plan 2008-2020.

[8] Equivalent to the French FNRS (National Fund for Scientific Research)

In this regard, it is important to note two important strategic trends in the metropolitan area: one related to environmental issue through the Antioquia Central Park project, and a second, related to social and economic issues through the notion of the 3 valleys mentionned previously.

Antioquia Central Park

Antioquia Central Park is a land use and environmental management strategy to protect in a sustainable way the ecological and cultural offer of the area. This area corresponds to the contact area and the natural boundary of the territorial systems of Aburrá Valley and San Nicolas to the east and Cauca to the west. This location allows the connection with strategic North-West natural ecosystems.

This strategy seeks, in addition, to strengthen protected areas, to integrate them into the urban-regional system recognizing and rewarding them for their rich biodiversity, ecotourism, water supply, appreciable public space and archaeological heritage. Antioquia Central Park, located in the metropolitan Aburrá Valley and central to the Department, is a strategic ecosystem for the protection of natural and cultural heritage.

This park is also the result of 2 projects already approved and implemented:

1 / The Forestry system and Andean Cordilleras North West of Antioquia is established by Decree 1974 of 1989 and said "Integrated Management of Renewable Natural Resources District". This region lies between 3,300m and 2,600m North of Medellín and is shared by two rivers. Conservation and protection of this ecosystem from which depends hydroelectric generation that meets regional and national demand of water sup-

ply - network of local communities and a large part of Aburrá Valley metropolitan region - is crucial.

2 / The Regional System of Protected Territories, SIRAP[9], Antioquia Central Park, which is located in the District and it is concerned in the construction of the inter-institutional strategy in the area to ensure sustainable development which accommodates the majority of the population and, consequently, environmental and social problems are more severe.

The following map shows the extent of Antioquia Central Park (olive green) and its strategic importance around the metropolitan area of Aburrá Valley.

Three valleys

The dynamics of the metropolitan area and the rapid increase of population due to different processes of migration flows make it necessary to look at the area in two directions: east to the valley of Saint Nicolas and west to the valley of Cauca. This perspective has close links with Antioquia Central Park.

In the past, these regions used to have intense connections, which have increased over time and especially in the last 20 years:

The Valley of Saint Nicolas is located to the east at 2 500m, higher then Medellin with a colder climate. Located in the valley are the International Airport with its related services, the road to Bogotá and the Magdalena River, a railway and a major inland waterway, a free industrial zone, new factories and those that have

left the Aburrá Valley, shopping malls and new urbanised areas, built to be second homes that turned to be now permanent houses for families coming from Medellin. This valley is connected to Medellín through four important ways: Highway to Bogotá, two roads leaving from Medellín and the last coming out from Envigado. There's a project to build a tunnel still in stand-by waiting for the environmental license.

Cauca Valley and mainly the municipalities of Ebéjico, Sopetrán, San Jerónimo and Santa Fe de Antioquia are located to the west and at a lower altitude than Medellín: 800 m with higher temperatures and a drier climate. These municipalities face a rapid transformation due to the construction of a tunnel that allows better accessibility to the Valley and thanks to favourable climatic conditions and to the architectural heritage (especially in Santa Fe, the capital of the Department during the colonial era) they are becoming holiday destinations for the inhabitants of Medellín, although so far they have been able to maintain their traditional activities: gold mining, fruit, handicraft.

Between these three valleys, exchanges are becoming more and more significant and during the last 10 years, urban planners aware of Aburrá Valley resources and geographical limitations, and of the potential of neighbouring territories, are thinking to establish more stable links among the three valleys and formulate common development projects as already testified by the transport system.

[9] Protected Areas System, SIRAP

Leading to a new Greater London: new strategic plan for "the Best Big City on Earth"

Greater London, United Kingdom

An interview with Roy Adams
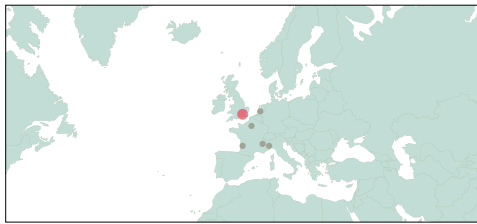
Roy Adams is OBE, urban planning and development consultant in London, United Kingdom.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

The metropolitan area of London, known administratively as "Greater London", is comprised of the **City of London** (essentially the old Roman city that has become the financial district) and 32 **London boroughs**, of which twelve are **Inner London** boroughs and twenty are **Outer London** boroughs, reflecting the fact that peripheral expansion led to the absorption of communities that were once beyond the boundary of London.

The **Greater London Authority** consisting of the **Mayor of London** and the 25-member **London Assembly**, headquartered in **City Hall**, has been responsible for strategic local government since 2000.

Greater London covers almost 1600 km2 and has a density of some 4,800 inhabitants per km2. London's population in 2009 was slightly less than it was in 1939 (7.75 million compared with 8.6 million), though it is forecast to reach the 1939 level in 2026 due to in-migration and an excess of births over deaths.

In 2009 the population of London grew by 800,000 through natural increase alone, which was 38% of the natural growth in England and Wales even though London has only 14% of the total population of England and Wales. London has attracted younger families and has 2.5 times the number of births over deaths, a fact which is reflected in the growing school population. However, forecasts to 2026 also show a 1/3 increase in the number of people above 65.

Since the 1970's, there has been a major shift in the nature of employment in London. Currently, London has about the same number of jobs (almost 4.7 million) as existed in 1971. But there has been a major shift in the nature of those jobs. In 1971, 1 million jobs were in manufacturing and 500,000 were in business and services.. Currently, the ratio has almost completely switched. In 2012, there were 300 000 manufacturing jobs and about 1 million in business services.

The employment forecast to 2031 is a total of 5.45 million jobs. The three districts with the highest percentage of those jobs will be Tower Hamlets, Hammersmith, and the City of London. Tower Hamlets has warehousing and industry but also a growing number of jobs in the business and financial services sector being developed at Canary Wharf and other dockland locations. Hammersmith is similar, and is expecting more development close to the Thames. The City of London (prompted by the success, and now the rivalry, of Canary Wharf) has very deliberately removed its tight controls on tall buildings to permit further growth of its financial and business services sector. The City and the two London Boroughs will be assisted by the greater accessibility and links between them to be created by the completion of the east-west Crossrail link by 2015.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different

territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

In 2008, Boris Johnson became the Mayor of the Assembly of Greater London.

After being elected, **Boris Johnson managed to increase the powers of the GLA**. He benefitted from the fact that, as from 2007, strategic transport powers for London, previously held by the central government, had been transferred to the GLA. **But he also secured additional powers for economic development and housing strategy for London**.

Mayor Johnson's battle-cry was that he wanted London to be "the best big city on earth". He defines that **in terms of a city for business on the world stage and in terms of quality of live. He instructed the preparation of a new strategic plan for Greater London**.

In 2009, the Mayor's team, after consulting with 944 organisations and agencies, and produced a draft Strategic Plan, which in 2010 was subjected to scrutiny by an independent panel and examined in public. In parallel with the Strategic Plan there were also planning policies produced on economic development, transport and housing strategy.

In 2011, The Spatial Development Strategy Plan for Greater London was published. It is a plan to 2031. The Economic and Housing plans were separate documents with policies feeding into the Strategic Plan. There was an environmental assessment – "Leading to a greener London". Before it was finally adopted, the formal London Plan was subjected to an integrated impact assessment including a number of specialist appraisals: sustainability appraisal, habitats regulations assessments, health impact assessment, equalities impact assessment and community safety assessment.

The GLA also collaborated with INTERREG IIIB. (INTERREG is an initiative that aims to stimulate cooperation between regions in the European Union and is financed under the European Regional Development Fund.) INTERREG IIIB worked on trans-European transport networks and viewed London as a "transport bottleneck", apparently on the sole criterion that its airport infrastructure is insufficient to meet predicted travel demand.

A stated aim of the London Plan is to cater for population growth by developing in a denser way. As a member of the conservative party, Mayor Johnson is aligned with their policies for a much more flexible and faster planning system. Yet he is also committed to protecting the "Green Belt" around London. It is not clear how these two sets of policies are to be reconciled, and there is a serious danger that Green Belt land around London will be further diminished if planning decisions concerning new development are rushed and not well considered.

The GLA provides the strategic framework for growth, whilst the London Boroughs each have their own Plan and local development proposals. However, the GLA has an over-riding responsibility for certain strategic projects (involving expenditure of several billion pounds). Creation of the Olympic Park for the 2012 Olympic Games, and completion of the on-going project for Crossrail, are two of these (see below). For such projects the local authorities are consulted, and are obliged to facilitate, but not to act themselves.

For economic and for housing policy there is dialogue between the GLA and the Boroughs to ensure that strategies and actions are co-ordinated, and that they fit into the broad plan.

The Mayor's Transport Strategy (MTS) is a statutory document, developed alongside the London Plan and Economic Development Strategy as part of a strategic policy framework to support and shape the economic and social development of London over the next 20 years. It sets out the Mayor's transport vision and describes how Transport for London (TfL) and its partners, including the London boroughs, will deliver that vision.

In the short to medium term, a package of investment in London's transport infrastructure has been secured that is unprecedented in recent generations. It includes Crossrail, together with a comprehensive upgrade of the Tube network, improvement of Thameslink and a massive expansion in the capacity of suburban rail services. It is forecast that this will increase public transport capacity in the three-hour morning peak by over 30 per cent in the period 2006 to 2031.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects

London boroughs map. The administrative boundaries of the 32 boroughs of Greater London and the City of London

and the ambition of the metropolitan territory?

The Spatial Development Strategy Plan for Greater London (July 2011) is a strategic plan and not a delivery-focused plan. But there were 2 principal strategic infrastructure projects that were extremely important to the plan – Crossrail and the Olympic/Paralympic Games.

1 / The completion of Crossrail, the East-West rail link- which aims to provide London and the South East with a world-class, high-capacity, affordable railway, and is untended to ease congestion on London's public transport system, provide better access to the capital and also generate significant employment opportunities.

The network of London railways (especially the "Tube" system) is being upgraded through PPP (Public Private Partnership) deals. There are fundamentally different views about the success of the PPP approach in the provision of such infrastructure.

To pay for all of this infrastructure, especially Crossrail which will be in excess of 13 billion pounds sterling, the Government introduced the Community Infrastructure Levy, which is a financial charge on all new development schemes to pay for enabling infrastructure. This does not seem to be affecting decisions about whether or not to build in central London.

There were no strategic plans concerning roads.

2 / The Olympic Park. Ironically it was the former Mayor, Ken Livingston, and not the current Mayor, who helped win the Olympic bid. The provision of the infrastructure and the holding of the Olympic Paralympic Games were heralded as a great success. The legacy of the Games was always recognised as very important and this still needs to be dealt with. A special agency has been set up to to ensure that there is a rich legacy in terms of facilities and social and economic impact. The Chairman of the Olympic Delivery Authority, Sebastian Coe, is also the Chairman of the Legacy Agency. It is hoped that Coe's winning touch (four Olympic medals as a runner, winning of the Olympic bid, and the successful hosting of the Games) will result in a powerful and successful legacy.

Other strategic projects are:
- Elephant and Castle, a huge mixed-use scheme that has been on the agenda for a number of years and it is of strategic interest for the GLA, but the planning application will be dealt with by the London Borough of Southwark which has the necessary planning powers;
- London Docklands, developed under the dynamic and auspices of a development cooperation, which is now wound up. Planning responsibilities have been transferred to the London Borough of Tower Hamlets;
- A new London Airport. There are 2 possibilities for increasing airport capacity. One is an additional runway at Heathrow and the other is a new, Norman Foster-designed airport at the mouth of the Thames estuary. The first option is opposed fiercely by west London residents. The second option (favoured by Mayor Johnson) is a massive infrastructure scheme, because the airport will be build on an island in the middle of the Thames estuary which will require expensive road and public transport connections. No decision has been reached on this subject.

4.   Innovative   economical sectors

Is the regional level competitive enough in a globalised economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

There is a big emphasis on innovation in the GLA. Boris Johnson and his advisors have been quite sensible in trying to build on London advantages. Clearly the business acumen and the skills in the financial sector are the most important, but they are followed closely by skills in art, culture and performance arts. Theatre is important for the attractiveness of London.
The GLA has policies to promote innovation but it is largely national government which sets the agenda and the pace on this subject.

There are also more city regions in Britain that are taking responsibility for promoting innovation and local economic development. For example the Sheffield City Region. This region is about 750 000 people and it is one of the 6 city regions identified in England for the purpose of economic development. They have what might be called the standard list of things that they are trying to put in place - business parks, innovation centres, advice and training, and the establishment of greater connectivity both within Europe and also further away. The innovation centres can be privately organised but they are mostly a federated initiative, with money from different sources. Universities are of course involved in direct and indirect ways. In Sheffield there is a very strong connection with a Chinese university and that exchange of students is very important for the city. All of the UK's city regions desire a greater connectivity with London which makes a higher-speed rail network a priority for future infrastructure spending.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

Sustainable development is important for the GLA's overall strategy. In 2010 they produced a report called: "Leading to a greater London". There were study groups on climate change and groups on preventing water shortages. A major concern in this area is the vulnerability of the capital city, London, to climate change and rising levels of the River Thames. Flood barriers have been installed some 15 years ago but there are concerns that these are insufficient. The problem goes beyond the boundaries of London which means that although the GLA is involved, this remains a Government-level problem, requiring a Government-level response.

However, the GLA and the London Boroughs also see the need to collaborate and to take initiatives which represent good practice in sustainability and in local flood protection measures.
The inter-communal and the communal levels are interconnected to make the metropolitan governance possible.
The actors involved in the construc

Governing the Capital city: multiple administrative limits and political rivalries

Lima Metropolitan Area, PERU

An interview with Virgilio Acuña Peralta

Virgilio Acuña Peralta is a Peruvian MP, was councillor of the Lima Metropolitana government (2003–2006). Between 2007 and 2010 he was a member of the board of EMAPE (municipal company of tolls)

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

Lima Metropolitana counts 9 millions inhabitants (including the Province of Callao) and 42 districts. The administrative region of Lima Metropolitana (excluding Callao) has a total surface of 2800 km2.
The metropolitan area has an extension of 150km North-South and 60Km on the West (sea coast) - East (toward the Andes) direction. The development of the city with urban sprawl goes south, towards the seaside resorts, outside of the administrative limits of Lima Metropolitana (Province of Cañete, City of Ica) and to the Northern beach areas.

Although Lima Metropolitana y Callao are totally linked and united because of the geography, history, transport infrastructures and citizens' habits, they are administratively speaking, totally independent.
Callao has the airport and the port and these very strategic infrastructures make the small province of Callao very strong in relation to the metropolitan area called Lima Metropolitana.
Both provinces have different rules and laws.

As concerns metropolitan identity, because of common uses, transports and trade, we can say there is uniformity of the identity within the metropolitan area.
However, there are several local identities especially due to the different levels of wealth etc.

International attractiveness: mostly tourism (pre-colombian history and architecture, then Spanish architecture etc.) and **gastronomy. Restaurants franchised in several major cities of the world show the potential of this sector.**

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Callao and Lima Metropolitana are the two local authorities that deal with the development of the metropolitan area. They are in a continuous negotiation in order to implement their own strategies or infrastructure projects (for example, the new bus system called Metropolitano, implemented by Lima Metropolitana has to get the authorization to get in the Callao territory).
Districts have their own rules as well, **and this division prevents an integrated development strategy.**
State government is very strong in the country in some cases being partner in other cases leader of the major infrastructural projects. For example, the State is leading the implementation of the electric train when the local authority (Lima Metropolitana) is implementing a new bus system.
The only projects and policies at the

metropolitan scales are led by the state and they are only sector-based projects (train, River Rimac, Gaz…)

Lima Metropolitana has his own strategic plan (medium term) and Callao as well, but due to political changes almost related to local elections (4 years mandate), there is no stability with these plans done over and over again mandate after mandate. Usually masterplans are not implemented.

Mr. Acuña has his proposal to run the metropolitan area: 1 mayor for Lima Metropolitana and Callao, with 4 or 5 poles (as it is already existing with intermunicipalities in the North, South, East…) as under-layer for a polycentric metropolis. These poles are already existing and districts are getting organized to offer a real centre and mixed uses functions (shops, jobs, residential areas…)

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Infrastructure projects:

- Electric train (owned by the State)
- Metropolitano (public transport network going North-south through 16 districts)
- road network with new connections, tunnels, bypasses
- River Rimac for the connections between several districts.

The metropolitan area is composed of six subregions. These are the Lima Norte, Lima Este, Modern Lima, Central Lima and Callao.

Lima Norte
Lima Este
Lima Centro
Lima Moderna
Lima Sur
Callao

For example, The Via Parque Rimac Project is a comprehensive development project that will modernize traffic management, combining 11 districts of Metropolitan Lima, reducing travel times. It will improve the environmental conditions of 6 km of the river Rimac, thus contributing to improving the quality of life of families.

The project includes the construction of new roads, maintenance of existing roads and traffic management.

The project is developed in partnership between the Metropolitan Municipality of Lima and the company SAC-LAMSAC Yellow Line

It is the first major urban road infrastructure project including Environmental Impact Assessment (EIA), which will allow adequate mitigation of impacts.

These projects are financed mostly by the state and private investments.

The budget of Lima Metropolitana is really small, therefore the support of the State is absolutely needed.

Culture and tourism:

- Municipal theatre (in the centre of Lima)
- Big cultural centre around the Museo de la Nación

4. Innovative economical sectors

Is the regional level competitive enough in a globalized economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

Gastronomy has been for the past 10 years the most innovative sector. Restaurants, gastronomy schools… There is a strong effect on the tourism sector.

Textile is another economic sector (new wholesale textile market for has been opened last month at the East of the metropolitan area – 120ha, to replace the old one localized in the city centre where it was too busy).
A park will replace the old market in the city centre to get a more livable centre.

There are around 50 malls in the territory of the metropolitan area. Foreign investment to create new malls, therefore now Lima has become a market place, but only for "Limeños" and tourists but not for people from other regions because each region produce its own products. Lima does not produce.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

Sustainability is mostly perceived as environmental approach and is taking into account in State laws, mostly on transportation.
Even the local government is trying to get a "cleaner" transport system (buses and taxis…) but there are not having an integrated approach.

Becoming the Gateway of Asia

Bangkok Metropolitan area, Thailand

An interview with Pranee Nantasenamat

Pranee Nantasenamat is a Senior Expert in town and country planning, Ministry of Interior Department of Town and Country Planning.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

Let me introduce Thailand and Bangkok. Thailand has 77 provinces, nearly 2000 municipalities (divided in three levels: cities, towns and townships) and 878 districts. It has 2 large cities, one is Bangkok Metropolitan Administration (BMA), the Metropolitan Area, and another one is Pattaya City. Thailand has a population of 65 million people and BMA a population of 5.7 million. This 10% of the population lives on 3% of the territory of country (BMA = 1,568 square kilometer) and producing 29% of Thailand's Gross National Product (Bt3.14 trillion in 2010).

Bangkok is located in the center of the country, along the Chao Phraya River, with a fertile land for agriculture, has a long history as a capital of Thailand since the Rattanakosin period for over 230 years. Bangkok is therefore very rich in architecture, history, touristic attractions and local business, like Thai massages and herb products. **Bangkok wants to be a health capital in the future, an international health hub in the world. Bangkok is the centre of any activities, economic, politic, social, cultural and transportation and much bigger than any other cities of Thailand. This creates tensions and the government wants to decentralize economic activities to other regional cities**. This together with other amenities of Bangkok. They try to delegate special functions to each province.

Bangkok is in the middle of Asia and lo-

cated at the Chao Phraya River, which is the major river of the Thailand. Along this river there is the main harbor of Thailand, making Bangkok the gateway for international and national trade.
As Bangkok sited in a strategic location, in the middle of the Asean countries, Bangkok becomes a gateway and a supply chain center for most of the final production provided to consumers around the world.

In Bangkok the cost of living is low, this makes it a shopping paradise and this attracts tourists from everywhere.

As a result, Bangkok has grown up and ever developed in several dimensions and become the center of economic, commerce, agriculture, industry and administration center of Thailand. Besides, Bangkok is a business and tourism center. There are many valuable historical sites, antiquities, arts and cultures including local wisdom. All these prestige values make Bangkok been voted as a best tourism destination of Asia in the year 2008 (from a survey of Travel and Leisure Magazine, USA)

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Bangkok Metropolitan Administration

is a special local government organization comprised of 50 districts and 169 sub districts. Bangkok has become the center of several activities which have a supply chain and a connection with vicinities provinces known as Bangkok Metropolitan Region (BMR) which covered 5 provinces namely: Samutprakarn, Patumthani, Samutsakorn, Nakornpatom and Nonthaburi by the total area of 7,761.5 sq.km which corresponds the Bangkok Metropolitan Regional Plan.

Since Bangkok has expanded in every direction and links closely to the neighbouring provinces in the context of a regional area, many people who live in the vicinities around the BMA daily commute to work there. Therefore new economic clusters are developed outside the city, like the high technology industry research centre in the north of Bangkok, changing the type of industry of Bangkok from manufacturing to more high-tech oriented.

Furthermore new transportation infrastructure (boats, busses, railway) was developed, especially to the facilities laying outside the BMA, making it easier for people to commute to Bangkok. This has resulted in a further densification of Bangkok instead of further spreading the programme over the region.

The BMA is a special province with a special administration area and an elected governor. Due to the importance of Bangkok for Thailand, every important development project (regional facility) in and around BMA has to be approved by the ministerial cabinet. The BMA council approves the developments in BMA. These developments have to go together with the Bangkok Metropolitan Regional plan.

The BMA plan was made by the National Economic and Social Development Board (NESDB, responsible for economic and social development), the Ministry of Interior and the Department of Public Works and Town and Country Planning (DPWTCP, responsible for spatial planning of BMA).

At the district level has it own administration and they have a representative in the BMA council. The district makes a plan and the representative brings the plan into the BMA council where it is checked according the Regional Plan and then approved.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

If the DPWTCP initiates a project, like for example the railway that will connect Bangkok with other countries, then the national cabinet has to approve. The BMA is a part of the Cabinet. At the national level the rail line will be designed. In Bangkok, the planning of infrastructure and town planning takes place in one department.

4. Innovative economical sectors

Is the regional level competitive enough in a globalised economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

The new high-tech industry cluster is located in a province next to the city of Bangkok, near the first Airport of Bangkok (Don Muang International Airport), so the material for the chips can be transported easily. A university is located there too. The cluster has been developed partly by the firms that were already there and by national planning. On national level it was decided to put the focus on high-tech industry, so other industries were relocated. The development is private organised; the public sector supports by developing the necessary infrastructure and provides a zoning plan so a specific cluster can develop.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

We have prepared a comprehensive plan and currently it is ongoing the process of preparing the third revision, BMA aiming to achieve the concept of a sustainable development. BMA has set up visions of the city in the year 2020 as follows:

- Develop to achieve the role of Asean Regional Center
- Progress to reach the leading metropolitan
- Having the good environment and being a sustainable metropolis.

These visions were set up on three levels. On the regional level, Bangkok should be the gateway of Asia, on the country

BANGKOK METROPOLITAN ADMINISTRATION

AREA 1,568.737 Sq.km

50 DISTRICTS

POPULATION 5.7 MILLIAN
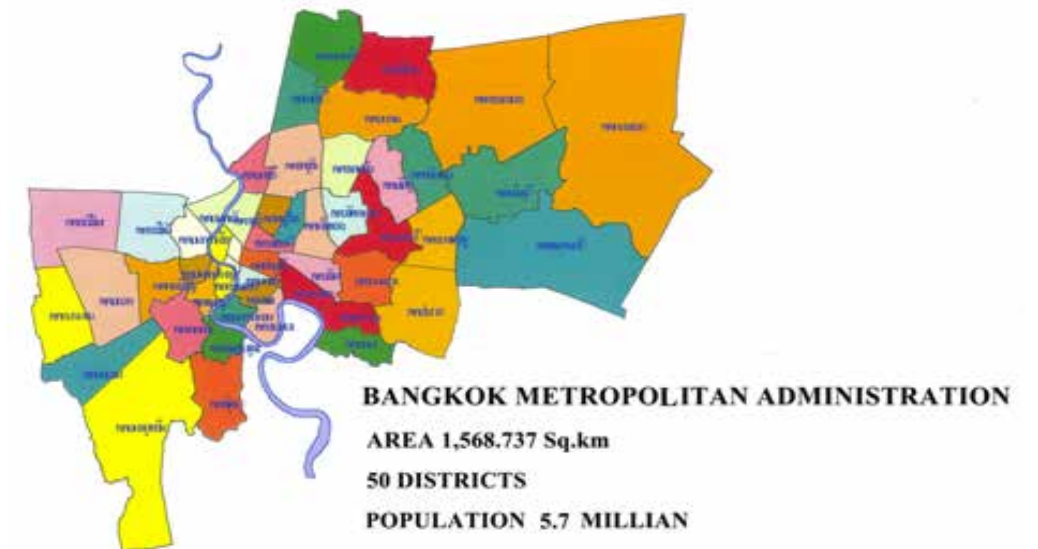
Bangkok Metropolitan administration map

level, Bangkok should be a green metropolis, on the community level, Bangkok should provide a good quality of live.

Five strategies are used to work out these visions are:

- Develop infrastructure (gateway)
- Develop a secure economy based on a knowledge based society
- Striving for a cleaner metropolis
- Upgrading for a better quality of live, together with a cultural identity of the city
- Mastering best services and efficient management for the city.
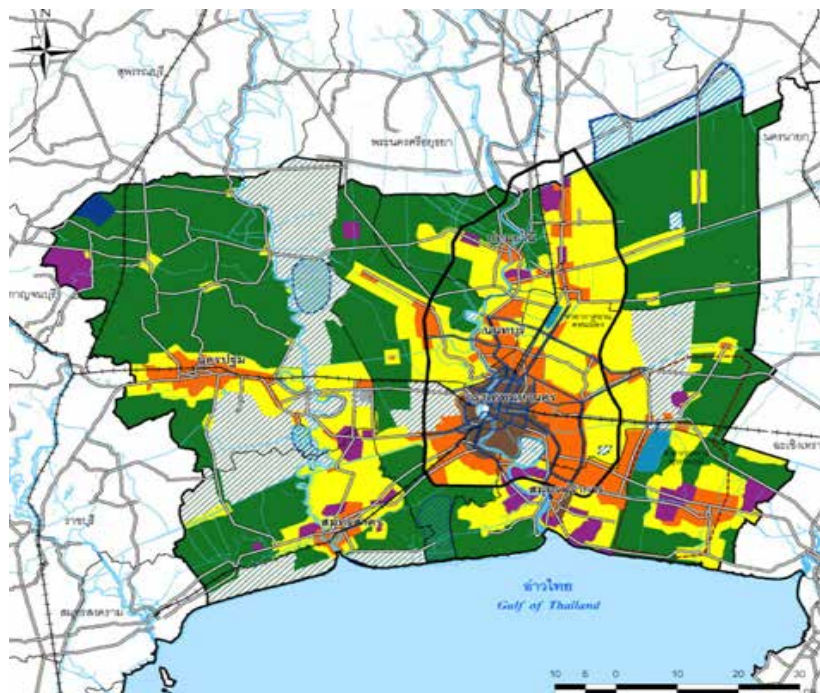
Bangkok Metropolitan Regional Plan

Striving to be a World class City and a driver for Sustainable Malaysia

Greater Kuala Lumpur, Malaysia

An interview with Faudziah Ibrahim

Faudziah Ibrahim is the Head of the Development Division, KLCC Property Holdings Berhad, Kuala Lumpur, Malaysia.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

Greater Kuala Lumpur (GKL) was set up 2 years ago by the Prime Minister and was part of the Economic Transformation Programme (ETP). This Programme is to bring forward Malaysia towards 2020 as a developed nation. This vision 2020 has started in 1988, when Malaysia committed itself to become a developed country. Therefore the country needed to increase the salary of the inhabitants, to move from an agricultural to an industrial country and increase the Gross National Product. At the moment the country has moved to a service led industrial economy. Malaysia was known as an exporting country of rubber, now it is also known as the biggest chip producer country.

GKL is 2700 km2 and it is defined as an area covered by 10 municipalities surrounding Kuala Lumpur, each governed by local authorities - Kuala Lumpur City Hall (DBKL), Perbadanan Putrajaya, Shah Alam City Council (MBSA), Petaling Jaya City Council (MBPJ), Klang Municipal Council (MPK), Kajang Municipal Council(MPKj), Subang Jaya Municipal Council (MPSJ), Selayang Municipal Council, Ampang Jaya Municipal Council (MPAJ) and Sepang Municipal Council (MPSp). Malaysia used to be a common wealth country and it is organised like in the United Kingdom. There are districts with a council; they are no boroughs and some districts together form a city.

In GKL, there is one city and the rest are all districts, however these districts will become a city soon, due to the increase of inhabitants and the standard of infrastructure.

For GKL to be internationally attractive, there are 4 focus points: residential, commercial, retail and green. **The city develops as a mix of residential, commercial, retail and green areas. The industry has been relocated outside the city area of GKL, to keep the pollution out of the city centre. Concerning the green, the city strives for an international standard concerning sustainability. This means green areas, less carbon footprint, less energy consumption, electric cars and motorbikes. This makes GKL a better city to live in.**
    The KLCC (City Centre) has the main commercial centres of KL, where the government creates new business hubs. KLCC is divided in 6 main projects zones of several acres, between 26 to 100 acres.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

The Economic Transformation Programme (ETP) is a comprehensive effort that will transform Malaysia into a high-income nation by 2020.

It will lift Malaysia's gross national income (GNI) per capita from USD6,700 or RM23,700 in 2009 to more than USD15,000 or RM48,000 in 2020, propelling the nation to the level of other high income nations. This GNI growth of six per cent per annum will allow us to achieve the targets set under Vision 2020. **Successful implementation of the ETP will see Malaysia's economy undergo significant changes to resemble other developed nations. We will continue our shift towards a service-based economy, with the services sector contribution growing from 58 percent to 65 percent in the same period.** More than 3.3 million new jobs will be created by 2020, spread across the country in urban and rural areas. The nature of these new jobs will result in a shift towards middle and high-income salary brackets. **Greater Kuala Lumpur/Klang Valley will be transformed into a world-class city.** Finally, growth will be achieved in a sustainable manner, without cost to future generations, through initiatives such as building alternative energy generation capacity and conserving our environment to promote eco-tourism.

The ETP consists of two parts – the vertical thrusts represented by the 12 National Key Economic Areas (NKEAs), which will provide focus, and the six Strategic Reform Initiatives (SRIs), cross-cutting policy changes that will enable Malaysia to be competitive in the global arena.

National Key Economic Areas (NKEAs): Providing the Focus for Economic Growth Through extensive collaboration with the private sector, the 12 NKEAs were determined to be sectors where Malaysia is globally competitive. They are the key growth engines for our economy going forward. To ensure that these NKEAs produce big results fast, they receive prioritised public invest-

ment and policy support.

The ETP is designed to be led by the private sector while the Government will primarily play the role of facilitator. Most of the funding will come from the private sector (92 per cent) with public sector investment being used as a catalyst to spark private sector participation.

The ETP presents a departure from the norm because it is focused on actions, not on theoretical principles and ideas. Each NKEA has a lead minister who will assume responsibility for ensuring smooth implementation and delivery.

In the ETP the government and private companies work together. The government has initiated the ETP and the private companies help the government to propel the administration. The goal is a yearly economic growth of 6%, currently it is even 6,5%.

National Key Area Projects (NKEA)

The 12 NKEAs are: Oil, Gas and Energy; Palm Oil & Rubber; Financial Services; Tourism; Business Services; Electrical and Electronics; Wholesale and Retail; Education; Healthcare; Communications Content and Infrastructure; Agriculture; and **Greater Kuala Lumpur/ Klang Valley.**

In addition to the 11 industry sectors, Greater Kuala Lumpur/Klang valley was selected as an NKEA through a separate process. Kuala Lumpur currently accounts for about one third of Malaysia's GDP. Cities are significant drivers of growth, and **a thriving Kuala Lumpur is vitally important to the health and performance of the overall economy.** The portfolio of NKEA sectors will evolve over times, depending on the performance of various sectors in the economy. **There will be**

a rigorous process to remove slow-growing sectors from the NKEA portfolio as well as to identify emerging drivers of growth that may be added.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Due to the 2020's term not so far away anymore, **the national government has a focus on 10 National Key Eco-** nomic Areas for GKL:

1 / Multinational companies attraction. To make sure they (Reuter, Microsoft,…) come and locate in KL. In order for them to do so KL needs the necessary infrastructure, good housing, good shopping areas, international schools and above all the environment, the right atmosphere for the expats to come to Malaysia.

2 / Talent attraction. To make sure the experts are coming to Malaysia. Many talents from Malaysia now work abroad; we want them to come back to Malaysia. Therefore we try to pay the same salary and offer good facilities and housing and ask them to work for big companies.

3 / High speed rail. Currently when you want to go to Singapore, there is no high-speed train. There will be high-speed train between KL and Singapore,

Positioning Kuala Lumpur within Malaysia

which will take 45 minutes and from KL to Bangkok that will take 3 hours, which also connects KL better to China.

4 / Metrolines: currently the metrolines and town planning are not optimal, you have to move out of one station to go to another station and this will be improved. There will also be new metrolines that will make connections within GKL itself. Now metrolines (private companies) and town planning (government) are intertwined.

5 / Rivers of Life. The government is revitalising the river that comes across the city centre. Along the river a lot of activities can take place in the future. This project will take a lot of effort to be developed.
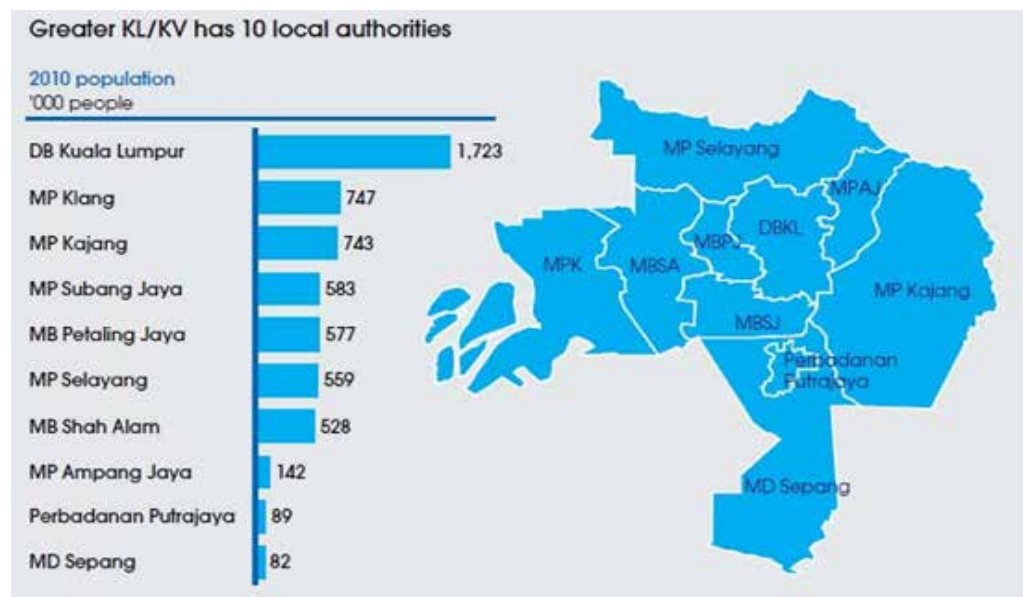
6. Green parks: Every new development has to develop some green spaces, it can be on the ground or it can be on top of the building, like roof gardens.

7 / Iconic places, many ethnic groups in KL. Every group has its place: little India, little Italy, little China…

8 / Pedestrian areas: KL has only 2 seasons, summer and raining season; People are able to safely walk from building to building **(connectivity)** and on the ground it will be covered and safer. This can be on the ground of elevated. This allows people to leave their car at home and walk or use public transportation. These linkages have architectural aspects and might create a landscape.

9 / Solid waste management: During development this is often forgotten. It is important to have a proper connection.

10 / Sewage: Due to the raining season, floods were a problem in KL. These last 5 years there have not been floods any more.

Greater KL/KV has 10 local authorities

2010 population
'000 people

DB Kuala Lumpur	1,723
MP Klang	747
MP Kajang	743
MP Subang Jaya	583
MB Petaling Jaya	577
MP Selayang	559
MB Shah Alam	528
MP Ampang Jaya	142
Perbadanan Putrajaya	89
MD Sepang	82

Ten Local Authorities compose Greater KL. In 2010 the total Population oversteps the 5.7 million inhabitants

All these areas have the goal to create a better city for people to live in. People used to work in KL and live outside. Since the last 10 years, they live, work, stay, play within the city centre. Therefore, there is a lot of high and residential within the city centre. Public house is more outside the city centre, but still within the GKL. Now shopping malls are open until ten. You can find food everywhere.

Developments are done in co-operation with the private sector: Corporate Social Responsibility.
The money is private money, however the government controls the process. The government says to the private sector: you have earned a lot now you should give something back to the society. The government gives a lot of initiatives to the private sector. When the private sector does something, they can get tax reductions in return.

4. Innovative economical sectors

Is the regional level competitive enough in a globalised economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

KL has started on the solar voltage, where we save the energy and reuse the energy for the different districts. In certain development areas, there are collective systems, which make sure there is clean water and air for all the buildings in that area. The motive is to make the employee happy to come to the office.
On the streets there are a lot of sensors, in the parks KL use LED lighting. KL uses the latest technology concerning the grey water. The innovations are mainly for the public using the city and

for the buildings.

There are also innovation clusters mainly led by the government.

KL is a young city, but there are some old building clusters. Malaysia got independence in 1957, our development started 50 years after the independence and it is therefore still very young. The old areas are not resilient, the new ones are. They are able to adapt to the technology of the coming years. Concerning the needs for specific technology, KL learns from the US. **Key words are sustainable, energy saving, energy effective, less carbon footprint.** Currently the developers are approaching the companies in the world and ask them what they require to move to KL. The main thing for these companies is to make your employees happy. Many of the employees can work from home as well and therefore you need a good IT network.

Concerning public transport, the stations of different lines need to be interconnected.
In 2020, there will a good connection with Singapore, there will be good IT connections, but KL will also be a nice city to live and meet your friends. Now the private sector is an important partner in the development. In the future the government has to involve the public participation, this by lowering the regulations and give incentives to the public. The government, the private sector and the public have to work together. The government can change regulations to initiate investments to the private sector.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies

overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

In terms of sustainable development GKL sets its metropolitan strategy on the following elements:

Pedestrian-friendly city, a pedestrian network barrier free, handicapped friendly pedestrian network that also encompasses the safe city concept for 42 km of pedestrian network within the Kuala Lumpur by 2020.

Greener KLC: To become a top-20 liveable city in the world, KL City needs to significantly increase its green space. Today, the amount of green space per person in the city centre is only 11 square metres, which falls behind other leading liveable cities, such as Vancouver with 22 square metres per person. At current trajectory of population growth, the amount of green space per person will be further reduced by 2020. Greener KL aims to plant 100,000 large-coverage trees within Kuala Lumpur by 2020 while promoting usage of green spaces by organising events in KL's parks. In addition, Greener KL aims to draw private participation in the Greener KL efforts through increased sponsorship of trees, participation in park maintenance and events as well as encouraging developments that supports the Greener KL objective.

River of Life
Spanning over 10 years till 2020, RoL aims to transform the Klang River into a vibrant and liveable waterfront with high economic value. This transformation is divided into three components: river cleaning, river masterplanning and beautification and river development.
River Cleaning
River cleaning will be conducted along a 110km stretch along the Klang River basin, covering the municipal areas of Majlis Perbandaran Selayang (MPS), Majlis Perbandaran Ampang Jaya (MPAJ) and Dewan Bandaraya Kuala Lumpur (DBKL). The goal is to bring the river from its current Class III – Class V water quality (not suitable for body-contact) to Class IIb (suitable for body-contact recreational usage) by year 2020.

River Masterplanning and Beautification
To increase economic viability of the area, masterplanning and beautification works will be carried out along a 10.7km stretch along the Klang and Gombak river corridor. Significant landmarks in the area include Dataran Merdeka, Bangunan Sultan Abdul Samad and Masjid Jamek.

Solid Waste
In order to enhance city liveability, efficient solid waste management has been defined as a necessary and key issue. In managing solid waste in the GKL/KV conurbation, the Government will focus on initiatives aimed at increasing the recycling rates, managing the costs of solid waste disposal, and deploying the use of technologies to treat generated solid waste. There are four major initiatives under this EPP:

- Increase Reduce, Reuse, Recycle (3R) implementation.
- Increase waste treatment capacity to reduce the amount of solid waste disposed in the landfill.
- Improve governance of solid waste management and public cleansing services.
- Assess future potential for leveraging new developments in technology like automatic waste collection systems and deep bins to improve waste collection standards.

Sewerage – Non River

Growing urban economies naturally create more demand for services. To become a liveable city in the world in parallel with its dynamic growth, Greater KL needs to improve its water and sewerage systems to ensure adequate provision of services and amenities. In the area of water supply, this will be achieved through accelerating the approval and construction of supply facilities to accelerate the development of more water treatment facilities in Greater KL. For sewerage services, efforts were focused on increasing the percentage of population connected to efficient regional networks and respectively, moving away from a system of fragmented and small STPs which frequently do not adhere to environmental requirements. Further capital investments will be required to support refurbishment and upgrades of 32 regional Sewerage Treatment Plants (STPs) and 1,495 multipoint STPs that do not currently meet the new DOE quality standards. The target will be to have 91% of all STPS upgraded to a Category 1 status by 2020. A sewerage rehabilitation programme will also be carried out to upgrade 346 km of existing sewer network.

Improving Infrastructure-led development for a global metropolis and major urban pole

Metropolitan Mumbai, India

An interview with Hubert Nove-Josserand

Hubert Nove-Josserand is a former World Bank specialist on urban transport.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

The metropolitan area of Mumbai, formerly called Bombay, is together with Greater Delhi, India's most populous metropolitan region. In this area of 4400km2 live twenty million people. The region consists of 20 municipalities and 982 villages. In the heart of the metropolitan area the municipality of Greater Mumbai occupies almost the entire peninsula including, in 2001, 2/3 of the population of the region with 12 million inhabitants on the 10% of the area.

	Greater Mumbai	rest of the region	Whole region MMR
area (km2)	438	3917	4355
Population (million)²	12	6	19
Density (hab./km2)	25500	1540	4340

These figures show the population's density of Greater Mumbai in relation to the rest of the region and to the whole MMR.

The urbanization of Mumbai has grown steadily northward from the southern tip of the peninsula where there are still magnificent buildings of Victorian architecture and where the financial, commercial and touristic city centre is located. The urbanised area now extends beyond the peninsula, mainly along the rail corridors in the valleys. It includes some large municipalities, such as Thane, Navi Mumbai or Kalyan, with more than one million inhabitants each. Geographical limits like the sea break of the bay and several mountainous reliefs restrict further eastbound urban development towards the periphery of the region.

Mumbai is growing rapidly at around 3% per year and expected to reach a population of 34 million people within the next 20 years.

The population growth is largely due to the migratory flows from the rest of the state and the country, especially from rural areas, but also from smaller urban areas. The rural exodus and consequent urbanisation process began in India some years ago and is expected to continue on a steady basis. Geographical constraints (water, nature reserves and mountainous reliefs) together with a lack of infrastructure and town planning regulations leading to building height limitations and the real estate market's reduced flexibility make the housing development difficult.

Correlatively a large part of the population lives in slums or squatter settlements mainly located in the central part of the agglomeration. To give some figures, it was estimated in 2001 that 54% of the Greater Mumbai population lived in slums.

In addition to being the capital of the state of Maharashtra, the region of Mumbai is the financial and economic capital of India and its main harbour (handling 30% of India's international shipping). GDP for the Mumbai region is the first among Indian cities, even above that of the Delhi region, the national capital. Mumbai provides 40% of Maharashtra's GDP and 6% of the national GNP. One third of the income tax and 60% of Indian customs duties are generated in Mumbai.

The suburban rail network is essential for life in Mumbai, as it secures 50% of motorized commuting. It is also incredibly overloaded, with a density of up to 16 individuals per square meter in

some conditions. Less than 10% of motorized commuting trips are made by car.

Metropolitan values and identity

Mumbai is India's leading financial centre - home for the Reserve Bank of India, the main stock exchange, and many private companies. It is also India's entertainment capital. The film production centre in Mumbai, known as Bollywood, is flourishing and becoming globally recognised. Delhi, being the federal capital, is also growing rapidly. Making a comparison with the United States, we may say that Mumbai is similar to New York and Delhi to Washington DC.

The ambition behind the regional strategic development efforts of the recent years is to make Mumbai a world capital, often taking as reference models Singapore and Shanghai.

The international attractiveness is primarily linked to a very dynamic and concentrated private financial sector. There is also a certain amount of tourism, but that is not really a major factor. The weight of Mumbai in the Indian manufacturing sector has declined over the past decade while other sectors emerged to support the development of the region, in particular financial services and those related to the information technology, media and the entertainment industry.

2. Governance & Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility

in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapidly changing economic, social and technological environment?

The willingness to consider the development of Mumbai on a scale that exceeds the limits of the municipality dates back several decades and was made clear by a law dated 1966 on regional development in the state of Maharashtra. Since then, several development plans in the region of Mumbai have been implemented. **The most recent ones are the Regional Transportation Plan of Mumbai and the Mumbai Business Plan**, which have been jointly drawn up in the late 2000s. **These plans are intended to guide the metropolitan development for the planning horizon 2031 and clearly place the process in the context of the regional space.** The transportation plan, called TransForM, recognizes that development can take several different paths and proposes a strategic investment plan designed to be resilient. It therefore addresses the challenges of multiple scenarios of urban development, more or less geographically concentrated and focuses its recommendations on giving priority to public transport.

As regards institutions there are no elected representatives at the regional level. Municipalities or villages have elected assemblies. The main municipalities are also organized in corporations. **At the regional level the metropolitan authority in the region of Mumbai, MMRDA (Mumbai Metropolitan Region Development Authority) is responsible for the infrastructure development. It is an authority con-**

stituted by the state of Maharashtra chaired by the Chief Minister of Maharashtra, which is the elected head of state.

Created in the 70s to prepare the first development plan for the area, **MMRDA has gradually increased its role.** MMRDA prepares development plans for the region, formulates policies and programs, conducts certain projects and arranges financing for regional investments. MMRDA has a large financial allocation, especially in the form of public land and building rights.

The transportation plan and the business plan were prepared by MMRDA in consultation with several agencies and departments, as well as the municipalities concerned. The Chief Minister has also consulted other bodies to ensure better participation in the decision making process on development projects, mainly the "Citizens Action Group" (with representatives of government agencies as well as of civil society). Besides The City of Greater Mumbai, whose territory covers nearly the entire peninsula and accounts for 12 million people of the 19 million in the region, is definitely a key partner on development issues.

The issue of transports coordination becomes even more important with the creation of a metro network in addition to the strengthening of the suburban rail and bus network. One of the main reforms proposed relates to the creation of a regional transportation authority with the power to plan, coordinate and finance the regional transport, more or less along the lines of the Transport for London model. Moreover the coordination between several agencies for the planning and implementation of regional projects has led some actors to advocate for a more representative and

Satellite view of Mumbai Metropolitan

strong regional government. However, this aspiration is not without political impact and may weaken the power of the state itself in view of the heavy economic weight of Mumbai vis a vis the state of Maharastra.

3. New forms of urbanity and metropolitan environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

Some major projects realised or underway that can be mentioned:

Mumbai Urban Transport Project: The project aims to upgrade the framework of the agglomeration transport network, mainly the suburban rail network and some major highways. This project, whose implementation is almost achieved, has led to slightly reduced congestion on commuter trains while increasing the frequency of trains and improving energy efficiency.

Mumbai Urban Infrastructure Project: This project has improved many primary or secondary road axes, mainly in the city of Mumbai.

Subway: MMRDA has initiated the construction of two subway lines in a private concession, the first subway line in concession in India. These two lines are the beginning of an ambitious subway programme to serve the city of Mumbai.

Resettlement (not a project on its own, but linked to all the other projects that have been mentioned so far). Achieving these major transport projects required the moving of a large number of homes and small businesses. The MUTP project alone required the relocation of about 100,000 people, mostly squatters and slum dwellers. Mumbai had to adopt an approach that integrates consultation procedures to facilitate such a massive rehousing operation. MMRDA is now in charge of a large part of these resettlement programs.

Mithi River: This project aims to clean and widen Mithi River that runs through the Greater Mumbai at the centre of the peninsula. Due to garbage blockage and illegal constructions, the overflow during the great flood of 2005 had very adverse effects.

Bandra Kurla Complex: This project aims to create a new business centre in the middle of the peninsula replacing the traditional centre located at the tip of it. This project started in the 70s. After having cleaned and installed urban services in some wetlands, MMRDA has facilitated the development of many office and service buildings in the area.

TransForM: This is the strategic plan to meet the challenges of the coming decades. This is the MMRDA strategic plan for transportation for the horizon 2031. The plan clearly places the development process in the context of regional space, while most of the investments remained within the Greater Mumbai area. The objectives of this plan are ambitious and require institutional and financial reforms to make it succeed.

Dialogue between the ambitions of specific local projects and ambition of the metropolitan area:

Projects of regional interest are run by MMRDA, which consults with and maintains relations with the local communities. The municipalities run local projects. Trade-offs between competing interests on major regional projects are often solved at the government level that controls MMRDA. The state also operates with the help of ad hoc advisory committees, to address coordination issues that arise during the implementation phases of the projects. Further reforms are needed to give regional institutions such as MMRDA more authority to avoid the need to involve higher levels of state government in coordination issues that reforms, as mentioned above.

The coordination challenges also exist between the regional and federal level because many federal agencies have the authority to intervene locally, either because some federal agencies own the land (as it the case of an important part of the historical centre of Mumbai owned by the harbours federal government administration) or are in charge of the management system (as it is the case for suburban railways which depend on the federal Ministry of Railways). To solve a large part of the difficulties inherent into suburban railway development, the state of Maharashtra and the Federal Ministry of Railways have established a joint agency, MRVC, which is in charge of developing the Mumbai suburban railway network.

4. Innovative economical sectors

Is the regional level competitive enough in a globalized economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

Mumbai is a dynamic and ambitious global metropolis. It seeks to innovate in areas where it already has a comparative advantage such as finance, information technology and entertainment. It also has a real tourist attraction because of its location

Within the metropolitan area of Mumbai, the question of the location of employment centres and multi polar structures has been raised. The historic financial centre is located south of the peninsula which has posed problems because the space is limited and the location is far from the rest of the city, which has gradually expanded northward (the Peninsula is approximately 50km long). For this reason, Mumbai has created since the 80s a new centre in the middle of the peninsula, called Bandra-Kurla. In the same period a new town was created on the other side of the bay, called Navi-Mumbai. The creation of strong transport infrastructure, as required by the strategic plan, would contribute to accelerate the rise of these centres. Other existing centres and the implementation of the development plan go in the direction of a multi polar expansion, notably around the new port of Mumbai, the JNPT -. Jawaharlal Nehru Port Trust.

5. Sustainable development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

The first challenge the metropolitan strategy attempts to address is to try to accommodate all the people who come in large number to

Mumbai, as India is undergoing rapid urbanization with great potential for further urban development. We have to remember that the population of the metropolitan area of Mumbai is expected to grow by more than 10 million people within the next 20 years. **This poses enormous challenges for economic and infrastructure development.** Natural tendency is the growth of slums and other insecure or unsafe housing conditions. Improving the quantity and quality of living conditions is therefore a major challenge. **The Region summed it up in formulating its vision as "transforming Mumbai Metropolitan Region into a world class metropolis with a vibrant economy and globally comparable quality of life for all its citizen".**

To meet the main development challenges the strategic plan provides guidelines, including proposals for reforms. Some are designed to streamline the land market, make the land denser (land density being very low in the centre of the city) and promote social housing. Other reforms are discussed to strengthen coordination between the different agencies involved in development projects, or to enhance the representativeness of the regional power. The final outcome of these reforms will be important to achieve sustainable and successful development of the metropolis.

The voice of the people can contribute to this success. We can mention here Bombay First, a group of entrepreneurs in Mumbai which acts to improve the quality of life for citizens of Mumbai and the economic and social fabric of the city, in short, to transform Mumbai into a world class city, one of the best places to live in and do business. Bombay First organizes conferences, seminars on development issues and has, for example, highlighted and promoted the ideas of

institutional reform outlined in the strategic plan. http://www.mumbaifirst.org/

Recently there have been discussions to plan for the longer term horizon (2050), and approach the development from a completely new perspective. This conceptual plan considers the possibility of regaining ground in the south-east of the peninsula by claiming it from the bay, with the aim of reducing land scarcity while strengthening the role of the historic centre and the tourist attraction of the city. But these concepts are only at the discussion phase.

Seeking innovative governance for a more economic and social oriented metropolis

Greater Jakarta, Indonesia

An interview with Pingki Elka Pangestu

Pingki Elka Pangestu is Director with PT Loka Mampang Indah Realty at Jakarta, Indonesia.

1. The metropolitan area

How extensive is the metropolitan area and how are the metropolitan values and identity formed for this area? What makes your metropolitan area internationally attractive?

The Greater Jakarta Metropolitan Area (Jabodetabek – Jakarta Bogor Depok Bekasi) consists of 3 regencies and 5 cities with a population of over 12 million people. The Jakarta Capital City Region (DKI Jakarta) is the main metropolitan area with the 5 other cities (Bogor, Bekasi, Tangerang, South Tangerang and Depok) forming satellites. The regencies of Bogor, Bekasi and Tangerang host New Towns development, agricultural sector and industrial sites together with the major utilities.

The whole territory is a conurbation with a huge natural and human resources base. It is also a major economic hub and an intense market place.

Besides having a strategic geographic location and thus being a major international hub, it is the major foreign-investment destination in Indonesia. In the South of Jakarta there is an important water reservoir submitted to land preservation and in the North side there is the bay. This is the reason why the development is mainly East-West oriented.

2. Governance and Cooperation

Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance?

And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?

Government Autonomy lies with the regencies (Bogor, Bekasi in West Java and Tangerang in Banten) while **Jakarta with its 5 municipalities has a Special Capital City Status and has a Governor as the head of the autonomous region.** The other cities (City of Bogor, Tangerang, South Tangerang, Bekasi and Depok) have mayors as head of the autonomous cities. These regencies and cities lie within the territory of three Provinces DKI Jakarta, West Java and Banten.

In Jakarta Special Capital Region, mayors and regents are chosen by the Governor. There is a national island-wide metropolitan level as well as an urban spatial and strategic planning regime complying with the existing spatial law. The spatial and local plans nominally go along with the hierarchy of plans but still there are many areas where remains **a lack of continuity between planning, implementation and supervision of these plans mainly due to the very dynamic nature of the economic and political development.**

The BKSP Jabodertabek (Jabodetabek Metropolitan Coordination Board) is responsible for the coordination of inter-territorial matters like rivers, water distribution, transportation, etc., and the governors take turns as head of BKSP. Inter-territorial matters are autonomously coordinated at the provincial level.

The primacy of Jakarta has meant that BKSP has made coordination more symbolic than effective in relation to each territory: the common metropolitan policies being interpreted and adapted to the local political-economic

reality. This may change with the new governor in Jakarta who has opened direct dialogue with his two colleagues to help tackle Jakarta's chronic water supply, flooding and transportation problems (all "upstream" thus inter-territorial problems).

3. New Forms of Urbanity and Metropolitan Environments

What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?

The JABODETABEK long term masterplan outlines major E-W axis development with limited N-S development (Northern coastline and southern marsh and water-dominated). Thus the major metropolitan-form determinants include:

- Infrastructural arteries (toll-road, rail and public transport) follow this pattern (that in turn connects to the national grid) augmented by three ring feeder axis Public transport corridors (bus-ways, commuter train, monorail (2014) and MRT (2018)
- Airports and harbours (West and East)
- Dams (South) and improvement treatment of rivers (including sanitation) for water supply
- Flood control canals (East and West) augmenting the natural watershed areas

These metropolitan-scale infrastructural projects are funded at the national level, which tend to override local differences. Inter-territorial fiscal-transfer can also be applied to alleviate imbalances.

The worsening of liveability's conditions across the board in the metropolitan urban areas (traffic gridlocks, flooding & landslides, air pollution, sanitation & health problems, poverty etc), mainly due to rapid development, are pushing the electorate to demand improved public-service from the administration (recent election of a governor who improved service delivery as mayor in a smaller city in Java).

The disconnection between territories still exists especially in the periphery but the recent dynamics mostly driven by new economic opportunities for urban renewal, suburban development and rural development have gradually improved the urban fabric across the board in Jabodetabek.

4. Innovative Economical Sectors

Is the regional level competitive enough in a globalized economic and innovation-led system clusters and does it remove the obstacle of the vertical organisation of public policy?

The most visible phenomena of the most recent urban development initiatives is the leadership took by the private sector in developing new economic clusters (new housing, new-towns , industrial estates, leisure, commercial, health & institutional facilities) as well as infrastructure (toll-road, public-transport, water & sanitation) and even urban services. There is a booming of young and a more consumptive middle-class that has a voracious appetite for internatio-

nal-standard urban goods, services and lifestyles.

This trend has meant that governments have to adopt a new role and thus be able to change their habits, which means better service-delivery abilities and infrastructure's improvement to create a favourable business climate.

The increasing competition for private investments has meant that public goods management has to be more effective. **A very recent trend is that a more democratic urban electorate is demanding change moving from an old vertical political hierarchy towards innovative and accountable governance.**

A remarkable improvement is appreciable in new malls, office parks, industrial parks, leisure destinations and even public green. Innovative urban design, green marks even experimental solutions have become more acceptable.

5. Sustainable Development

On which central themes and key policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?

Environmental sustainability, social inclusion and cultural relevance that were generally tokenism are now becoming mainstream to public and even private sector initiatives. There is a better sustainable accountability in development approvals and there are now even financial (and social) sanctions applied to inner city developments. **There is however still a gap between new affluent clusters and traditional agriculture communities in the peripheral areas that will merge since territo-**
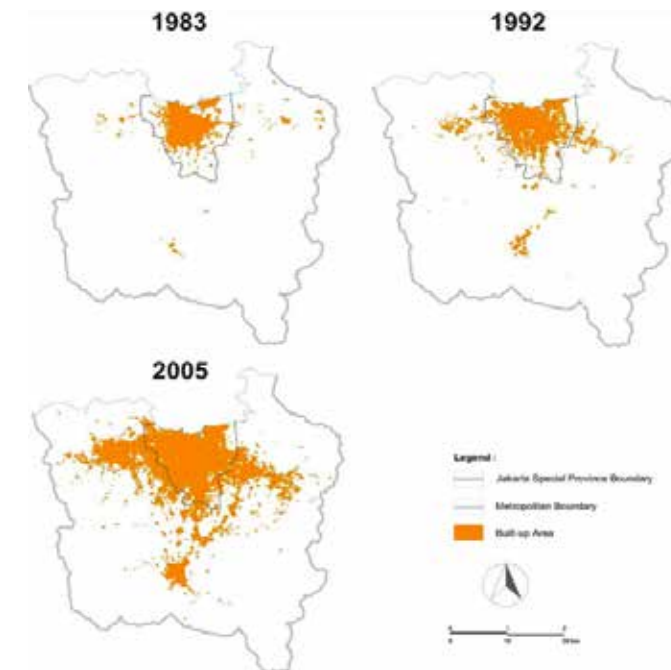
Expansion of built-up areas in JMR 1983–2005.

rial integration becomes inevitable. Poverty and access to urban amenities is still a prevalent problem for marginalized people who form a big portion of the urban communities.

More pro-poor policies are currently being tested to address the economic gap and the governor is consciously allocating and optimizing city budgets to alleviate the chronic problems of transportation, sanitation and flooding that mostly hit the slums and urban-village (kampung) communities.

Environmental sustainability issues have recently come to the fore with a new green building code being passed by the local parliament but the building industry has still a long way to go to make green products universally available.

DKI Jakarta

Colophon

Contributions

VINCENT FOUCHIER
CARLO SPINELLI AND PAOLO ANTONELLI
SÉVERIN NSIA
DUCO STADIG
FRANÇOISE LE LAY, KARINE SEIGNEUR AND SYLVAIN LANTHEAUME
JEAN-MICHEL EVIN
FRANÇOISE COUPÉ
ROY ADAMS
VIRGILIO ACUÑA PERALTA
PRANEE NANTASENAMAT
FAUDZIAH IBRAHIM
HUBERT NOVE-JOSSERAND
PINGKI ELKA PANGESTU

Text

LOLA DAVIDSON
DAVID DOOGHE
EMILIE DORÉ
VIVIANA RUBBO

Editing

DAVID DOOGHE
INGE HARTKOORN
VIVIANA RUBBO

Layout

KITO SAMSON

Images

IMAGES PROVIDED BY THE CONTRIBUTORS OR

MUMBAI SOURCE : WIKIPEDIA.ORG
BORDEAUX SOURCE: CARTO LE BIG — LA CUB
LONDON SOURCE: HIDDEN-LONDON.COM
RANDSTAD SOURCE: MIRIAM RAM, MERTEN NEFS
TORINO SOURCE: WEBSITE OF THE AGENCY FOR THE STRATEGIC
PLAN TORINO INTERNAZIONALE HTTP://WWW.TORINO-INTERNAZI-
ONALE.ORG/IT/PAGE/T04/VIEW_HTML?IDP=15396
SOURCE: URBAN CENTRE METROPOLITANO, TURIN.
LIMA SOURCE: WEBSITE HTTP://VIAPARQUERIMAC.COM.PE/ES/
AMVA

GET INVOLVED!

In-Between: join the programme

In-Between is an open-source project on comparison of Metropolitan that is currently still in the making. Interviews, programmes and outcomes are available on both the INTA website (www.inta-aivn.org) and on the Deltametropolis Association website (www.deltametropool.nl). You can follow the latest updates of the project via INTA's Newsletter, twitter (#metroinprogress) and our 'Metropolisation Group' on Linkedin. Besides this, you can also actively participate!

Who?
Policy-makers and Professionals, Territorial Authorities
Modes of governance change over time, seeking to give coherence to territories rich in creativity. The cultural and social context, political and administrative systems, economic levels, the legacy of history and so forth are all variables that explain why no single formula exists for the process of metropolitan construction. With this in mind, this programme offers you a wide overview of the metropolitan processes that are taking place worldwide.

Specifically, we have looked at more practical experiences to discover how we can enrich dialogue and exchange.

How?
Sharing knowledge. Learning from each other's experiences.
The questionnaire covered a broad range of topics: scaling the metropolitan area, governance and municipal cooperation, new forms of urbanity, metropolitan innovative economy and metropolitan sustainability.

If you would like us to help you highlight issues and challenges that you are experiencing, you can be interviewed! Your experience and contribution will be published!

New questions. Are you looking for specific answers? Then you can ask us to organise an expert roundtable session with you, to focus on your specific case.

Willing to contribute to the In-Between Programme and share your experience? Please get in contact with us:

INTA
18, rue Daval
75011 Paris
France
t.+33 1 58 30 34 52
e. intainfo@inta-net.org
w. www.inta-aivn.org

DELTAMETROPOOL ASSOCIATION
Mauritsweg 51a
3000AP Rotterdam
The Netherlands
t. +31 10 4130927
e. programma@deltametropool.nl
w. www.deltametropool.nl

Metro in progress