

SPIMA

Spatial dynamics and strategic planning in metropolitan areas

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Wageningen University and Research

Workshop, Moscow – May 13, 2019

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Why SPIMA project?

Initiated by 10 cities involved in



Metropolisation phenom



- **Urbanization**
- **Governance models**
No “one size fits all”
- **“Ad hoc” solutions**

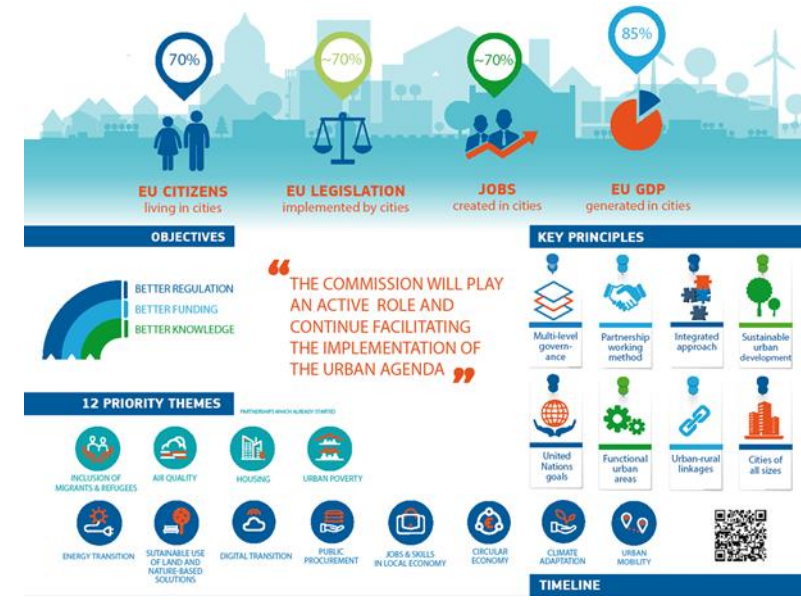
Key research questions

1) What are the **success criteria** for governance and planning of Metropolitan areas and at what level?

→ What **works better** and **in which context**? In-depth studies?

2) How **policies could foster** sustainable metropolitan development

- National, regional and local level
- EU Urban Agenda
- Cohesion policy instruments: ERDF, ITI ...



SPIMA project

Stakeholder cities:

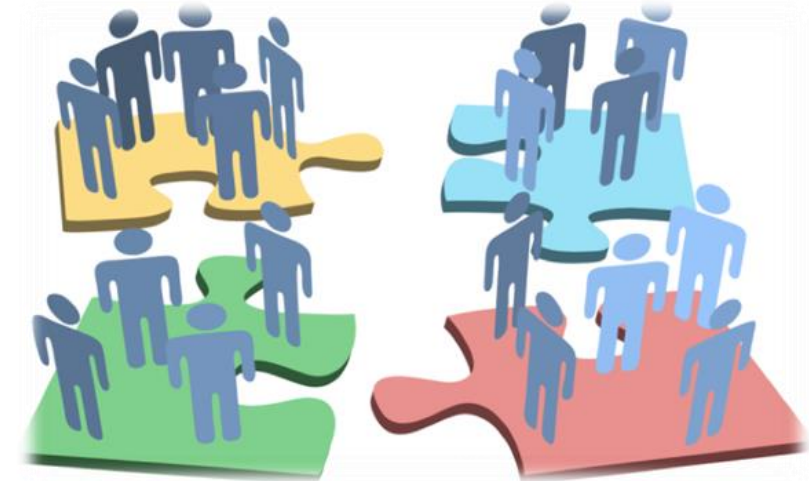
- Lille
- Vienna
- Lyon
- Turin
- Terrassa
- Oslo/Akershus (**lead**)
- Prague
- Brno
- Zurich
- Brussels

Research Partners:

- Wageningen University and Research (NL)
- Norwegian Institute for Urban Research (NR)
- Metropolitan Research Institute (HU)

Funding:

- EU ESPON
- Duration: 12 months (2017-2018)



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SPIMA research & Key findings

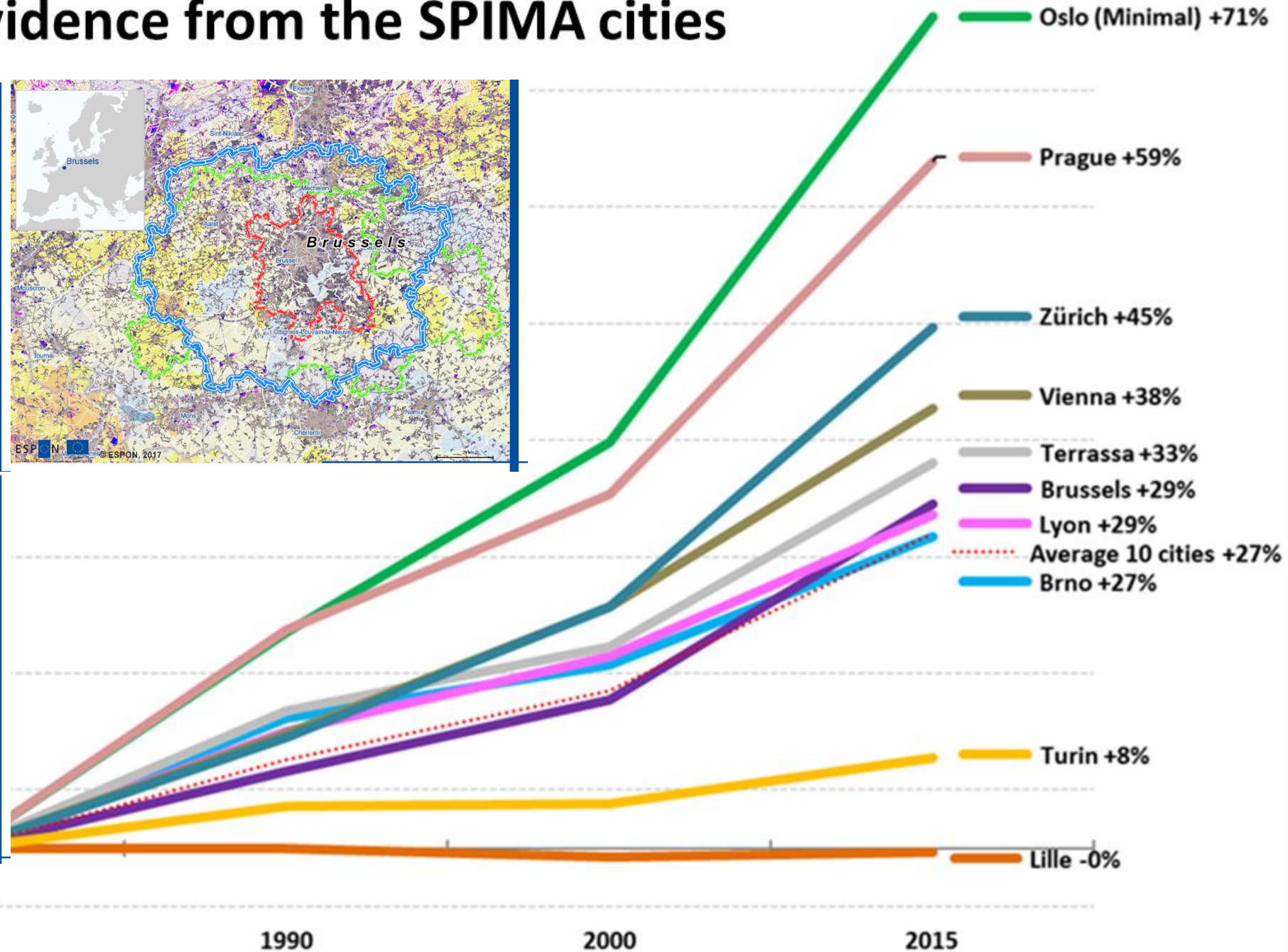
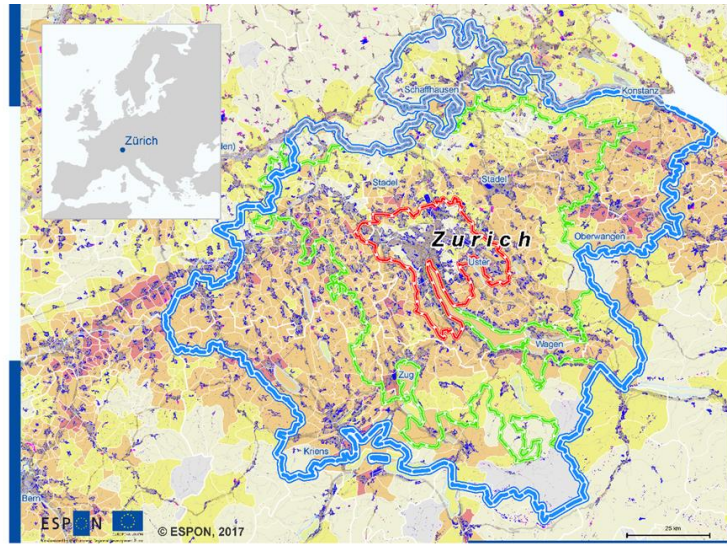
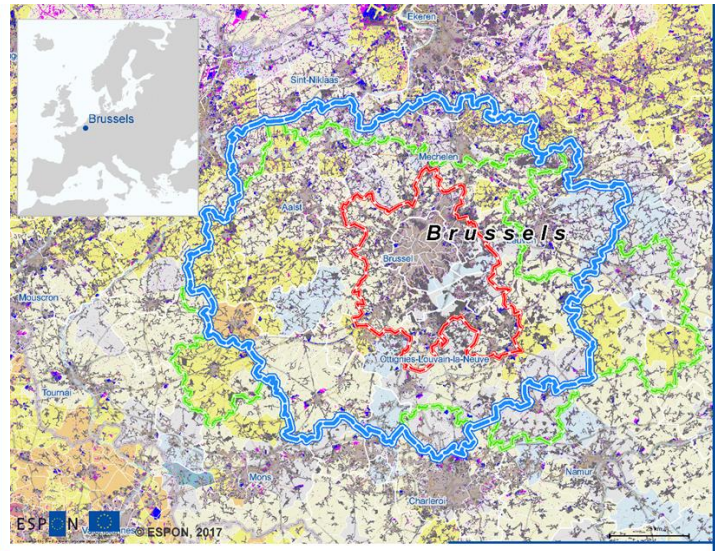
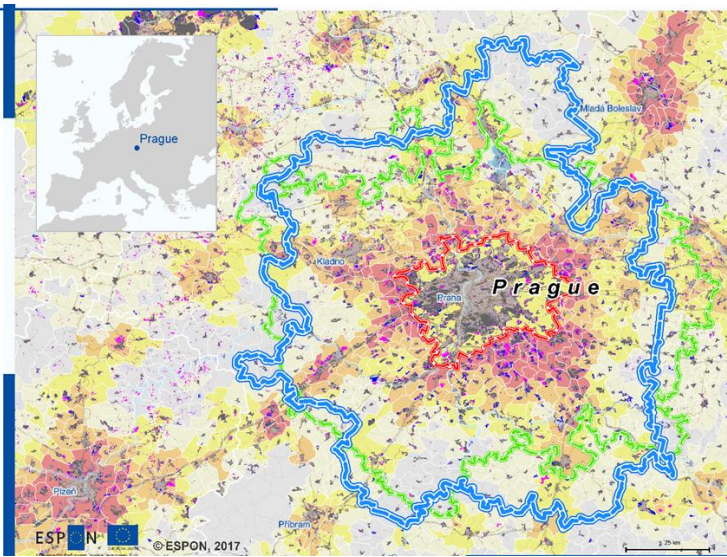


The issue: Metropolitan Development?

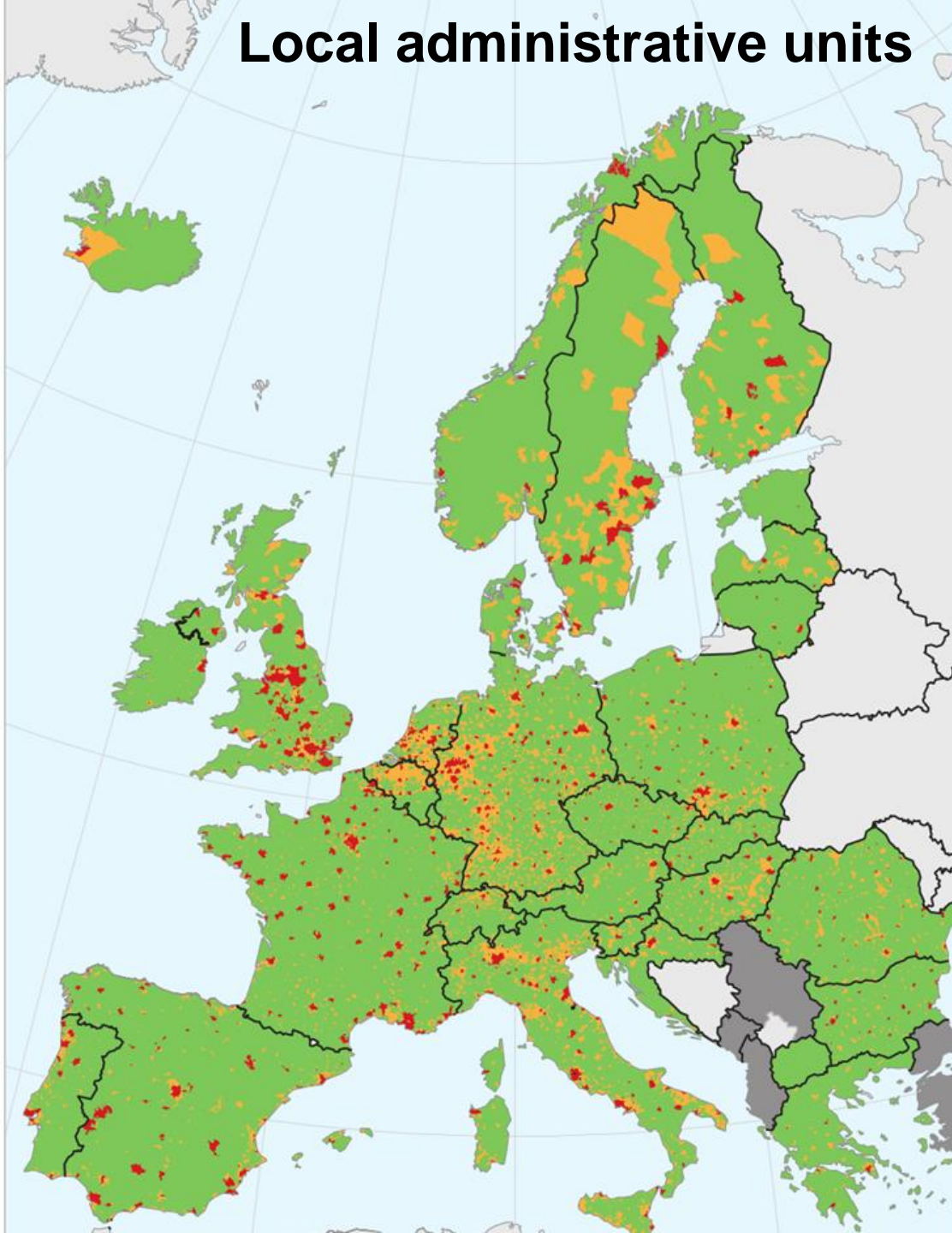
- Urban developments across administrative borders:
“De facto city” versus “De jure city”
- Traditional spatial planning fragmented across municipalities
- Lack of shared governance at metropolitan scale of planning



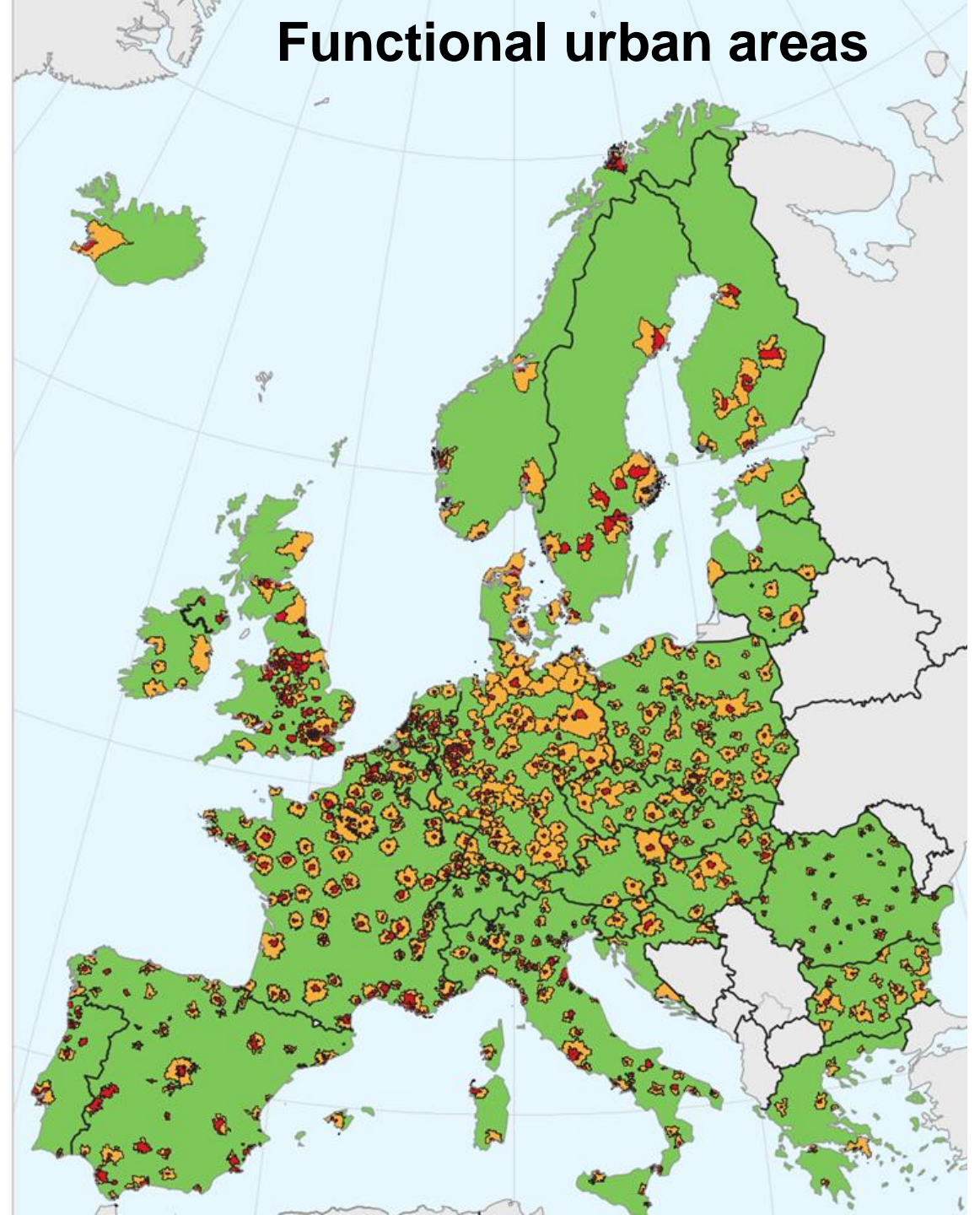
Evidence from the SPIMA cities



Local administrative units



Functional urban areas



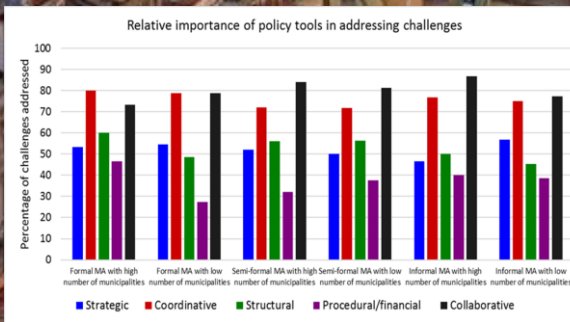
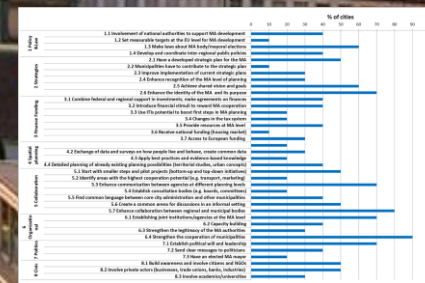
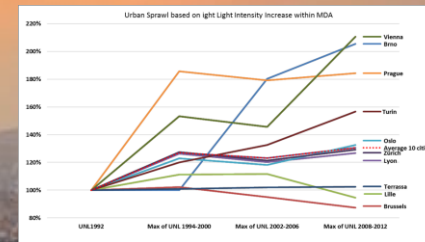
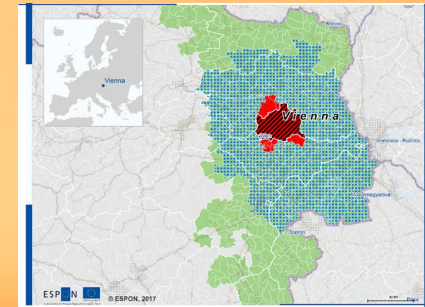
Key question

How the traditional planning practices shall respond to the challenges caused by urbanization beyond a single administrative authority?



SPIMA framework for a Metropolitan Planning Approach

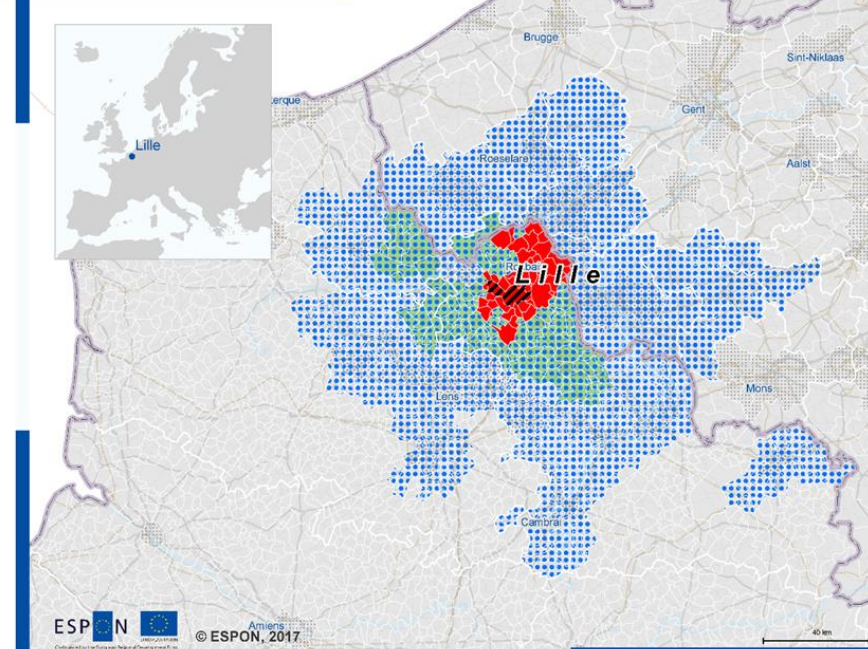
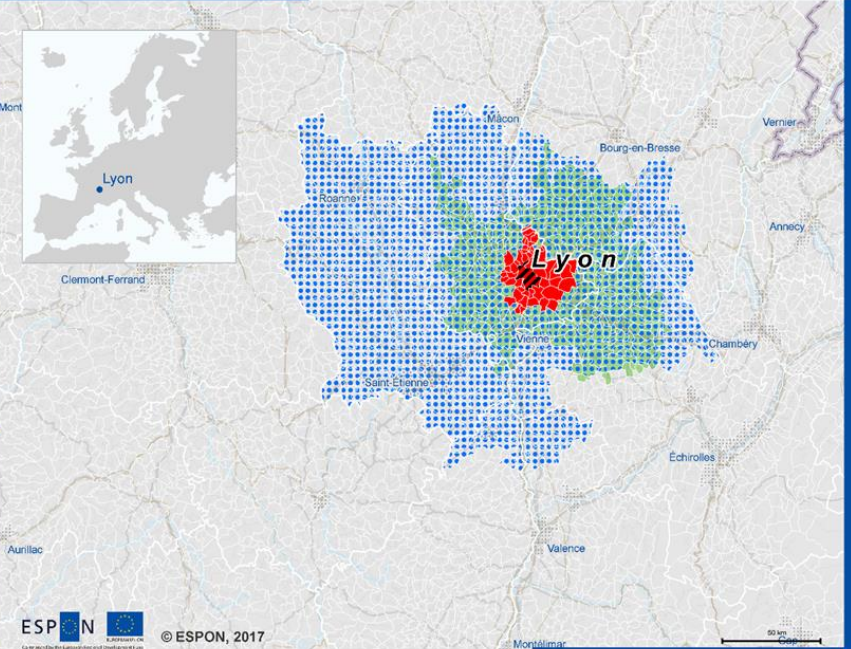
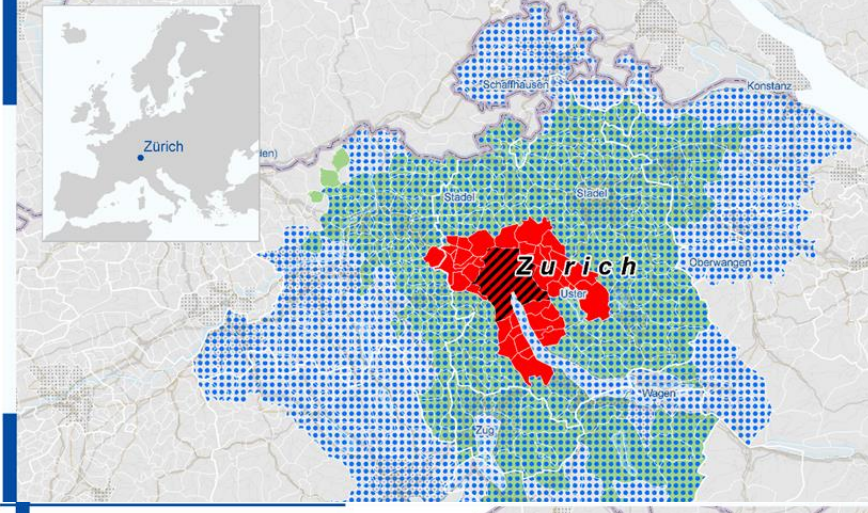
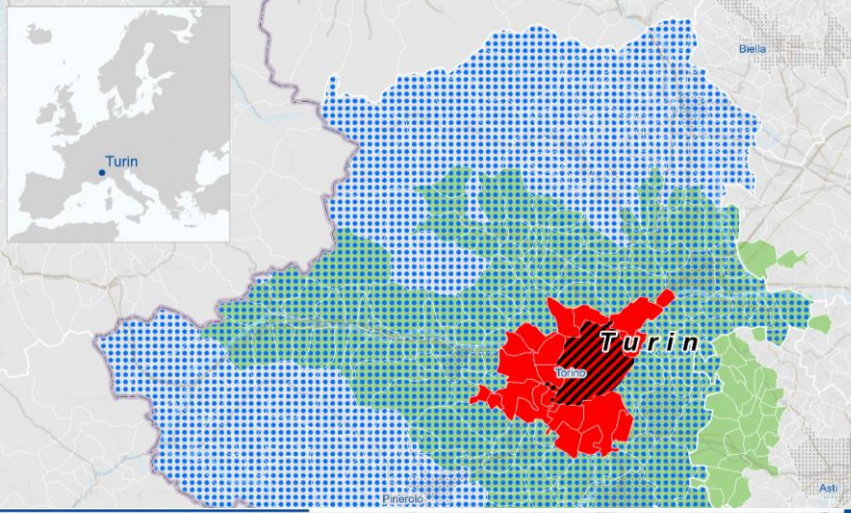
- Definition and delineating of the MAs
- Urban trends and spatial dynamics
- Current challenges and institutional frameworks
- Success factors, incentives and policy tools
- Common approach for extrapolation (Typology)
- Policy implications
- Guidelines and recommendations for cities





















MA definition and scale

- **Understanding the territory:** where people live, work and commute
- **Governance process:** Institutional arrangements between administrative bodies (formal/informal, semi-formal..)
- **No single definition of a metropolitan area...**that matches the urbanization trends, administrative borders, planning practices and perceptions of actors
- Delineations of MAs vary in scale: larger, smaller or similar to their FUAs, inter-regional, regional, inter-municipal etc.

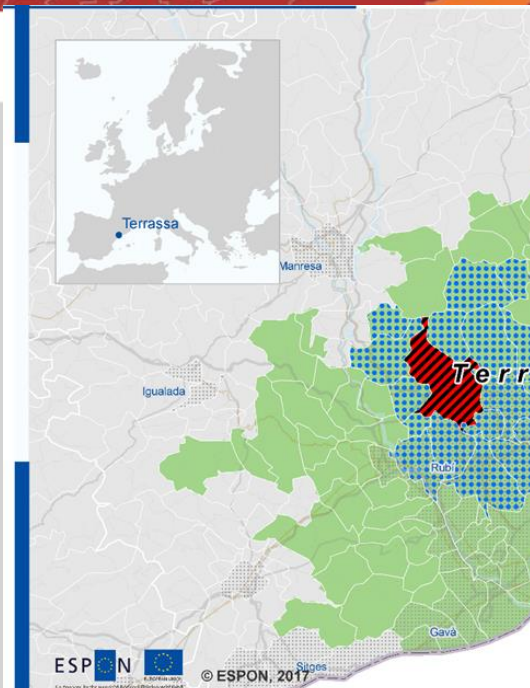


-  Core city municipality
-  MUA of the core city (ESPON 2013 Database)
-  Surrounding MUA's (ESPON 2013 Database)
-  Metropolitan Development Area (MDA)
-  FUA of the core city (ESPON 2013 Database)
-  National border
-  Railroad
-  Motorway
- Primary road
- Other road

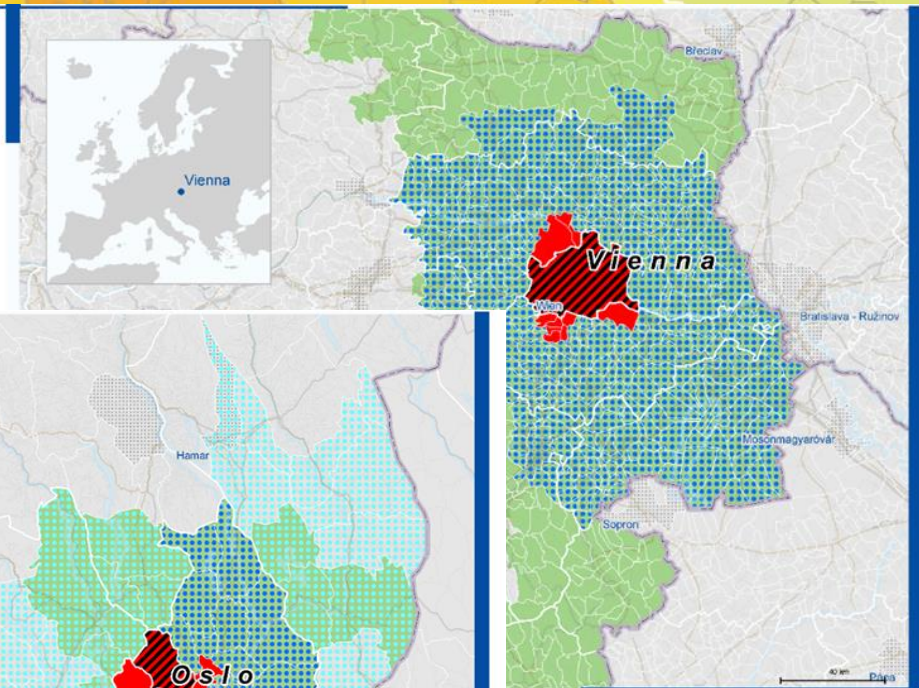
Source: Geographical information system of the Commission (GISCO), 2011
 Origin of data: EUROSTAT, 2011
 © EuroGeographics for the administrative boundaries

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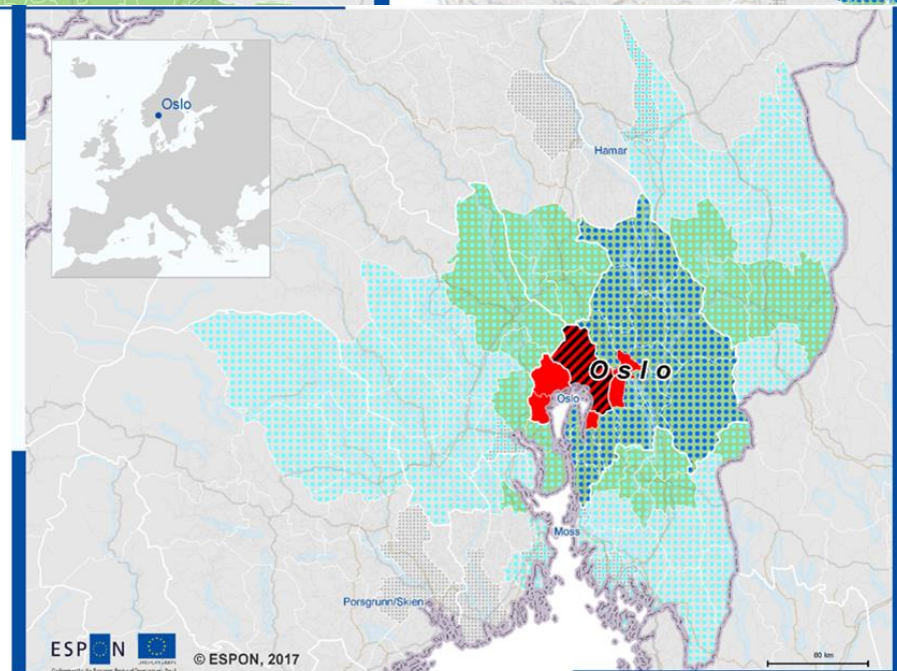
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- rivers

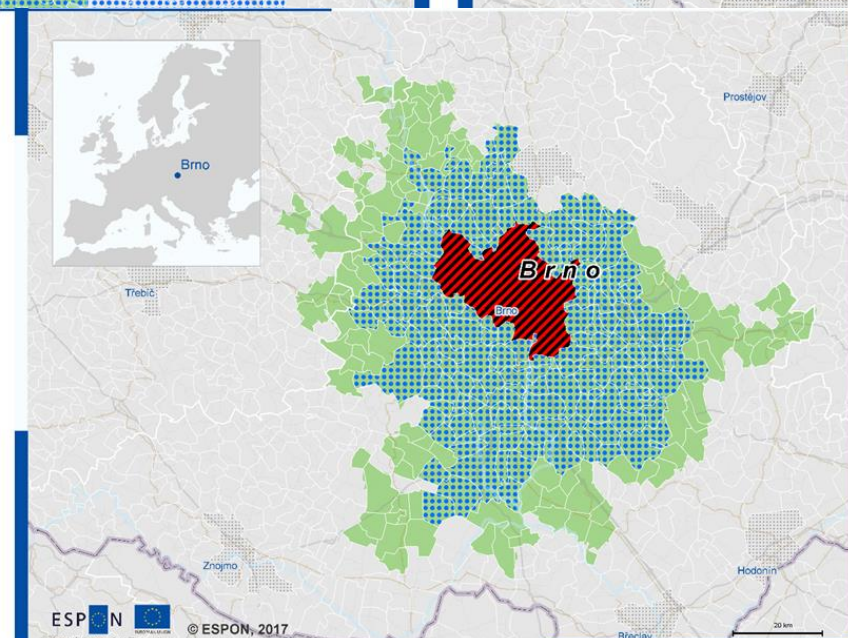
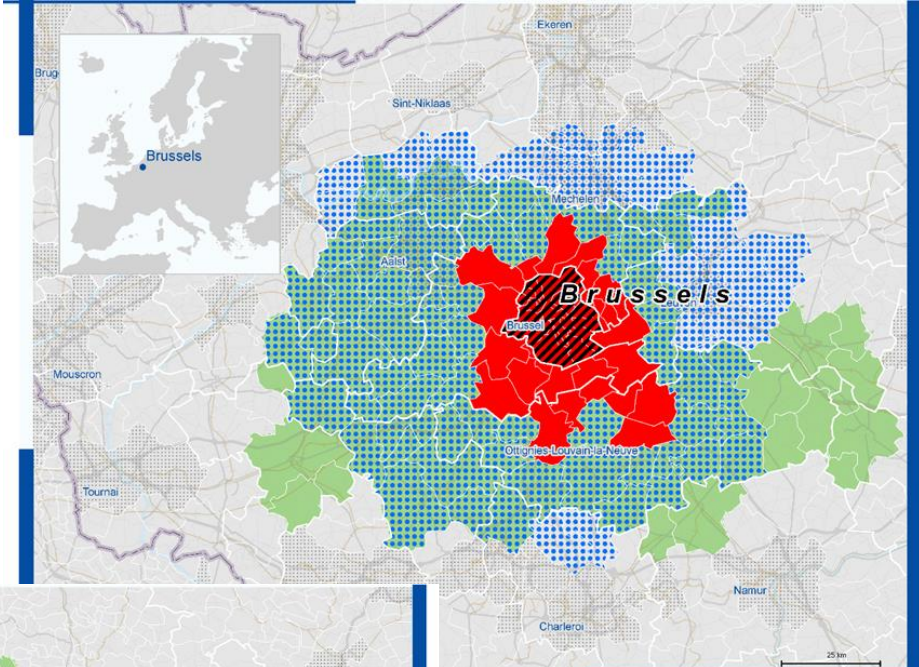
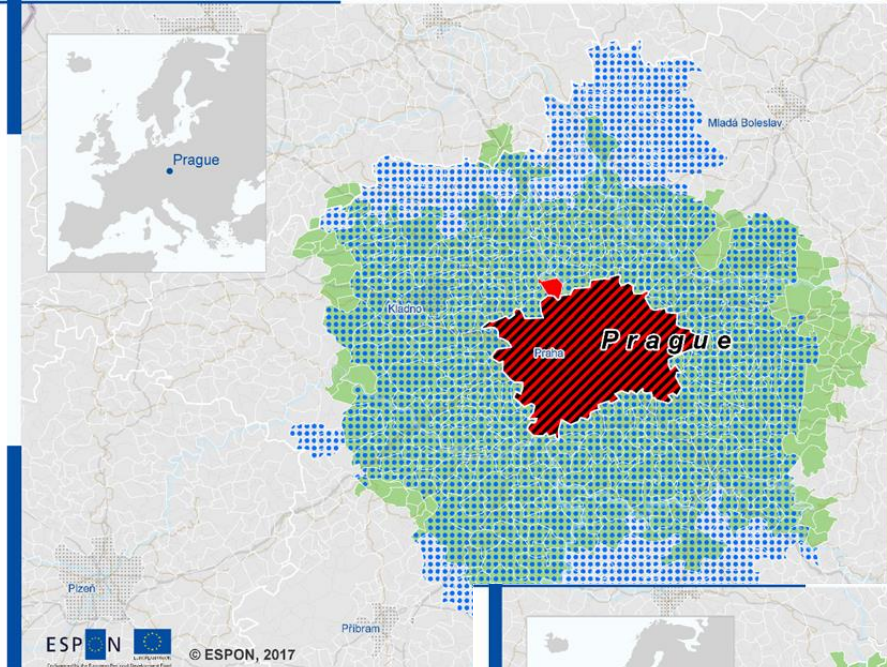


Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
© EuroGeographics for the administrative boundaries



- Core city municipality
- MUA of the core city (ESPON 2013 Database)
- Surrounding MUA's (ESPON 2013 Database)
- Minimum extent of the MDA: City of Oslo and Akershus County Regional planning authority area
- Maximum extent of the Metropolitan Development Area (MDA)
- FUA of the core city (ESPON 2013 Database)
- National border
- Railroad
- Motorway
- Primary road
- Other road
- rivers

Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
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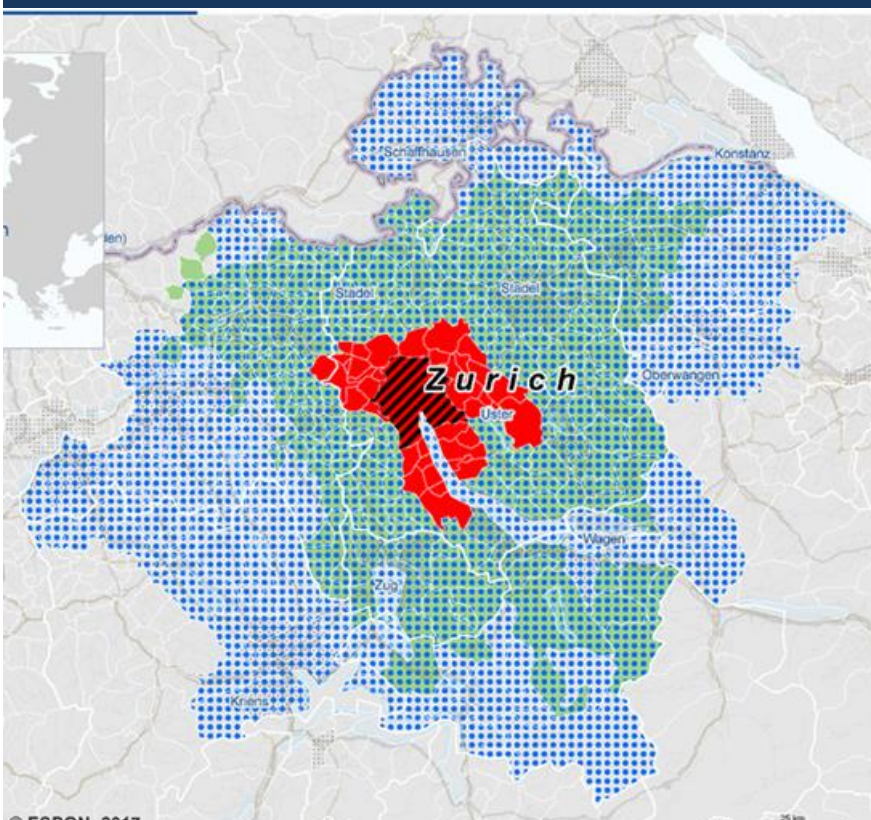


Tailor-made approach to delineate metropolitan areas

SPIMA Metropolitan Development Area (MDA)

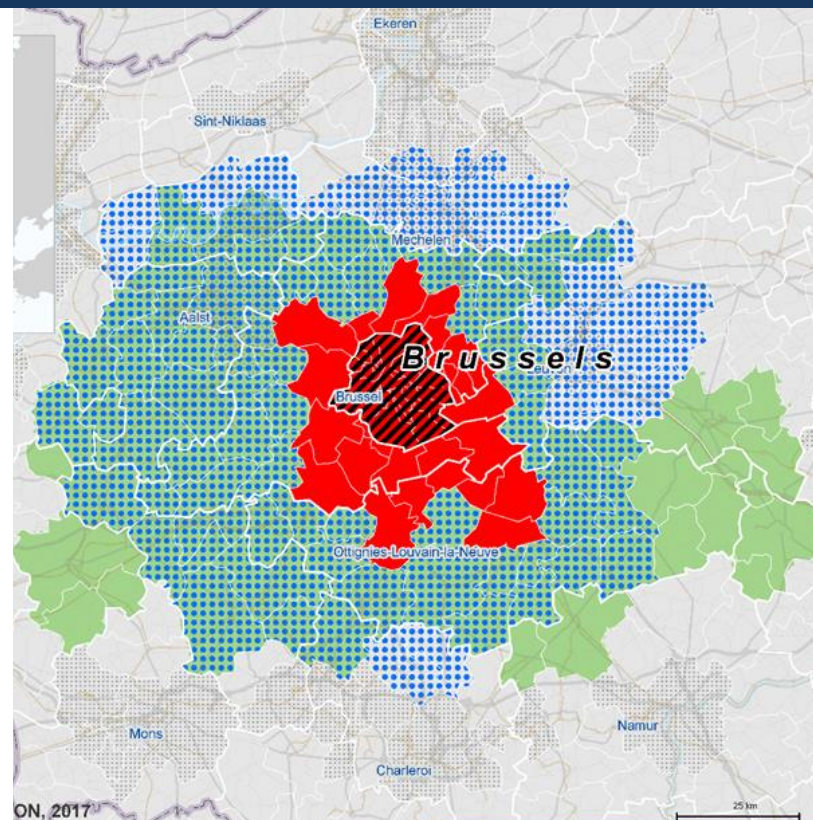
MDA & FUAs

Larger than FUA



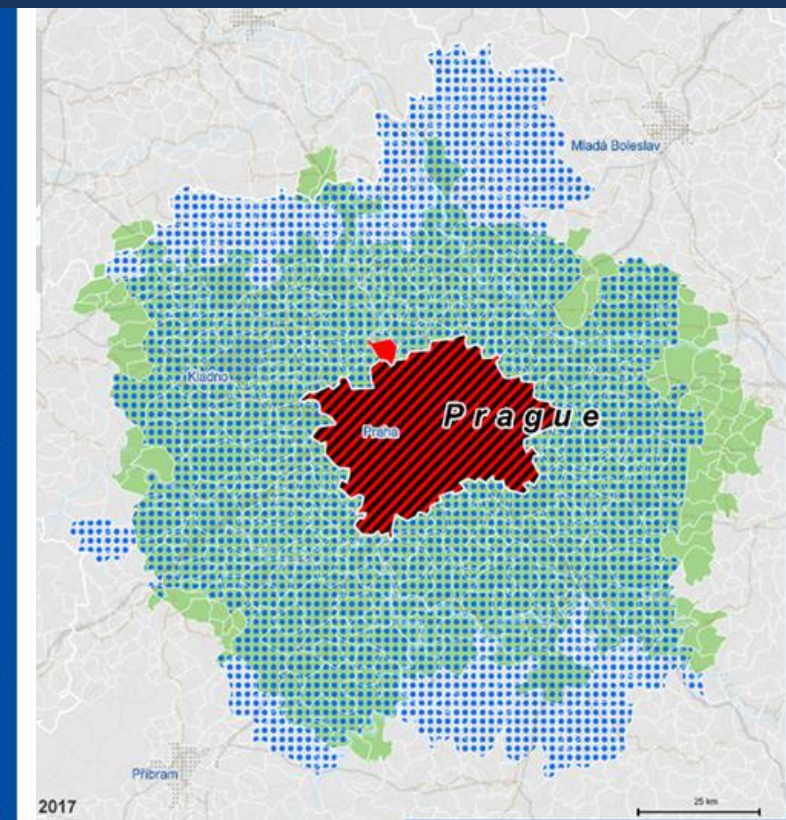
563 (Inter-cantonal)

Similar to FUA



135 (Inter-regional)

Similar to FUA

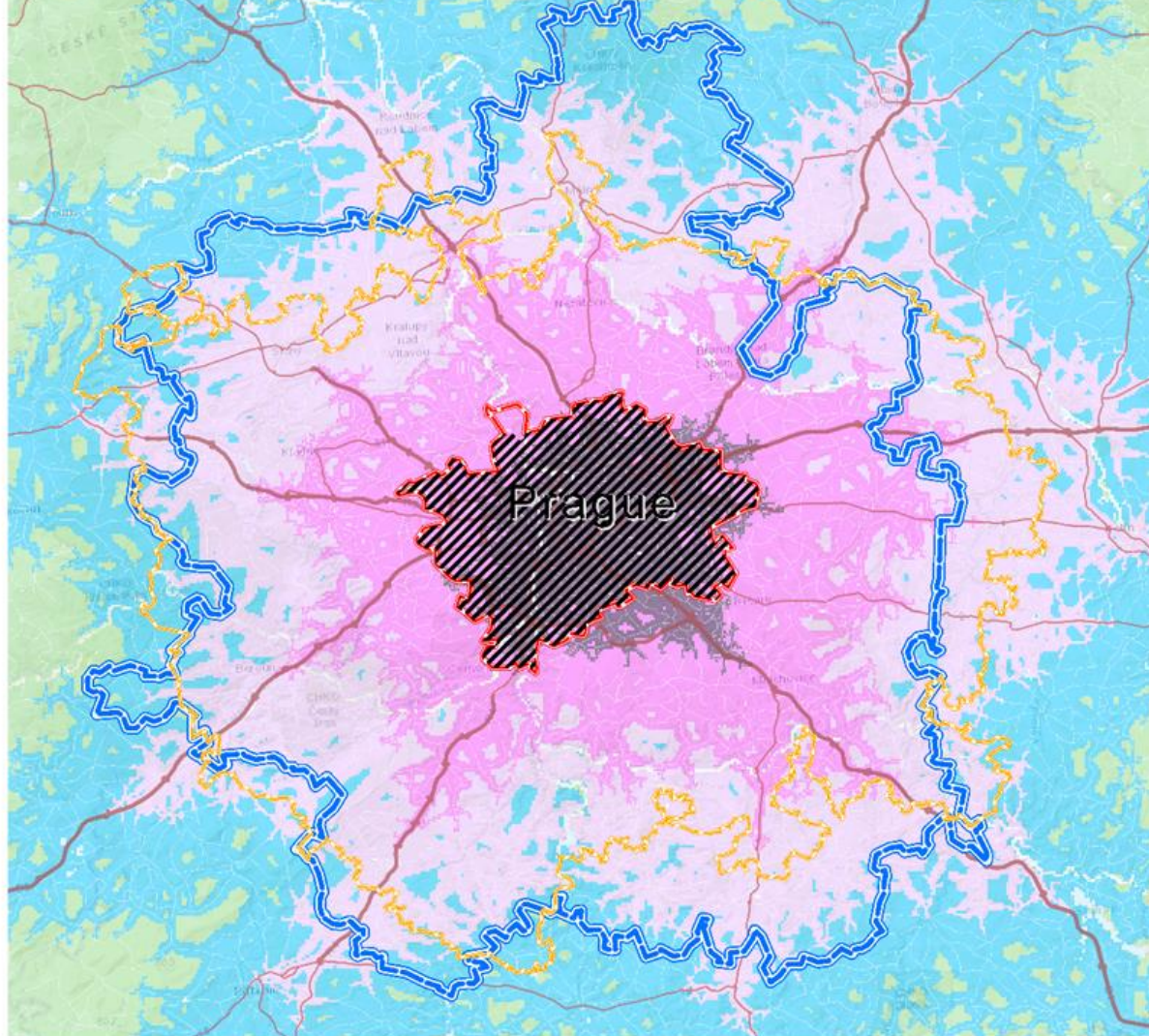


515 (ITI)

Urban trends and spatial dynamics

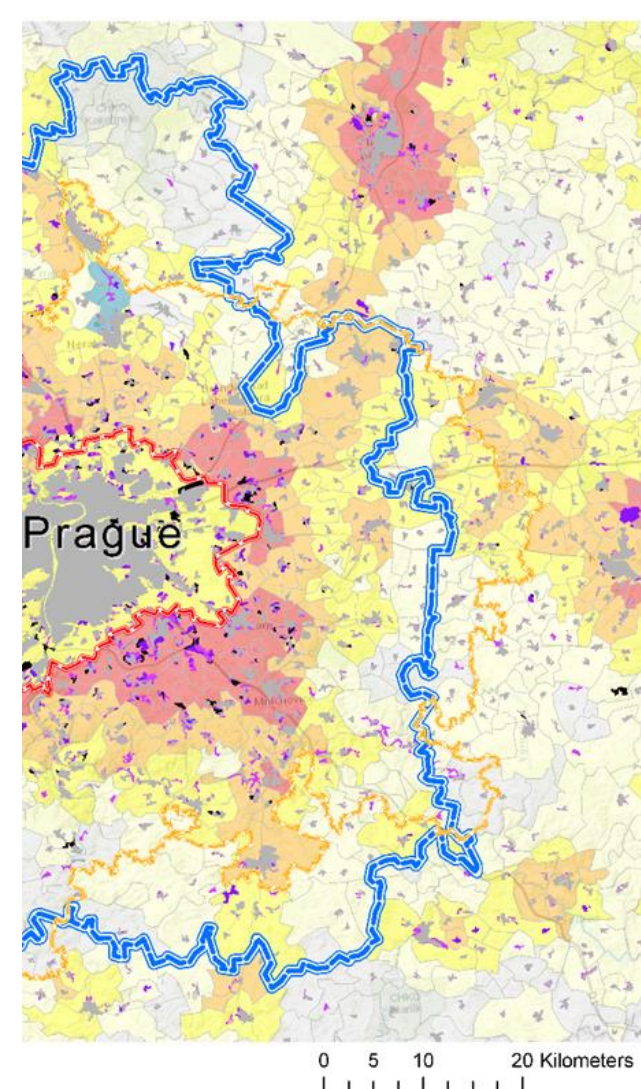
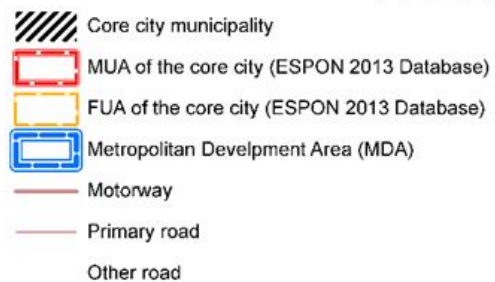
- Most areas represent polycentric development
- Increasing urbanization
- Population growth with exceptions
- Fragmented population distribution core cities-suburbia
- Generation of growth poles
- Fragmented land use patterns
- Mobility and accessibility not fully efficient

Additional data in trends between the MUA, FUA and MDA (LAU2 level) to analyse relevant urban indicators.

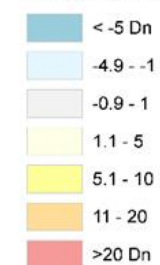


Legend

Tavel time by car to the city centre



Increase in Night Light Intensity 1992 - 2012





Current challenges in Metropolitan governance

51 challenges in 8 categories

- **Transport:** ensuring efficient transport infrastructure
- **Institutional:** the need for multilevel collaboration, political commitment and metropolitan governance level
- **Spatial:** achieving a shared spatial vision on efficient land use
- **Suburbanization:** expansion of urban areas
- **Affordable housing:** provision of housing



*Metropolitan areas
spatial development challenges*

Strategic locations, urban sprawl, jobs and housing, connected suburbs, regional infrastructures, amenities, mobility, environment, local government finance, actors' involvement

Governance of spatial planning

Strategic planning

Statutory planning

Collaborative planning

Sustainable metropolitan development



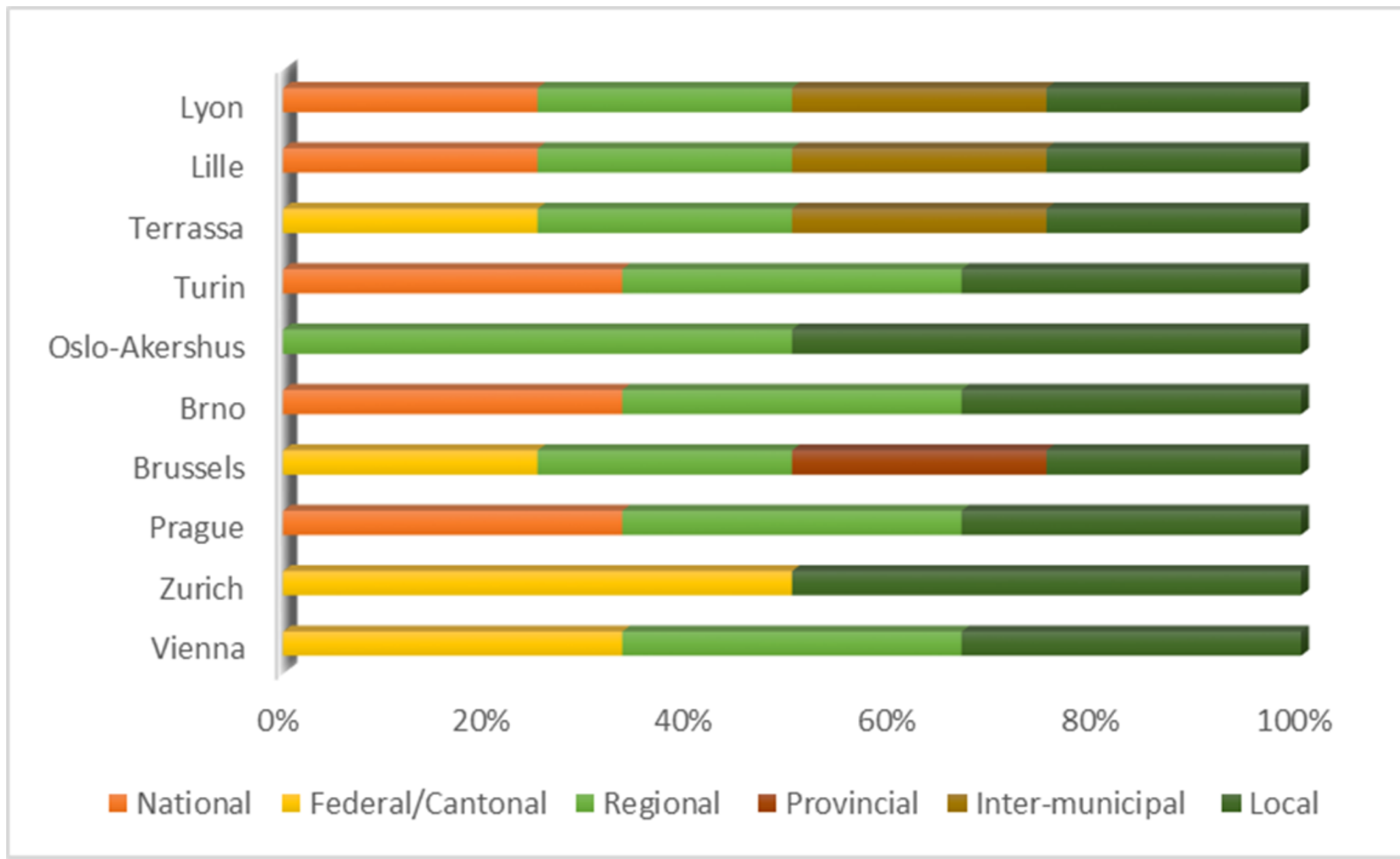
Formal, Informal or Semi-formal MAs?

- The **formal status** of the metropolitan area **is not critical** for effective metropolitan governance
- Recognition and embedment of the MA in the **national/regional policy** is a key incentive

Stakeholder area	Status of the metropolitan area
Vienna	Informal
Zurich	Semi-formal
Prague	Informal
Brussels	Semi-formal
Brno	Informal
Oslo & Akershus	Informal
Turin	Formal
Terrassa	Informal
Lille	Formal
Lyon	Formal



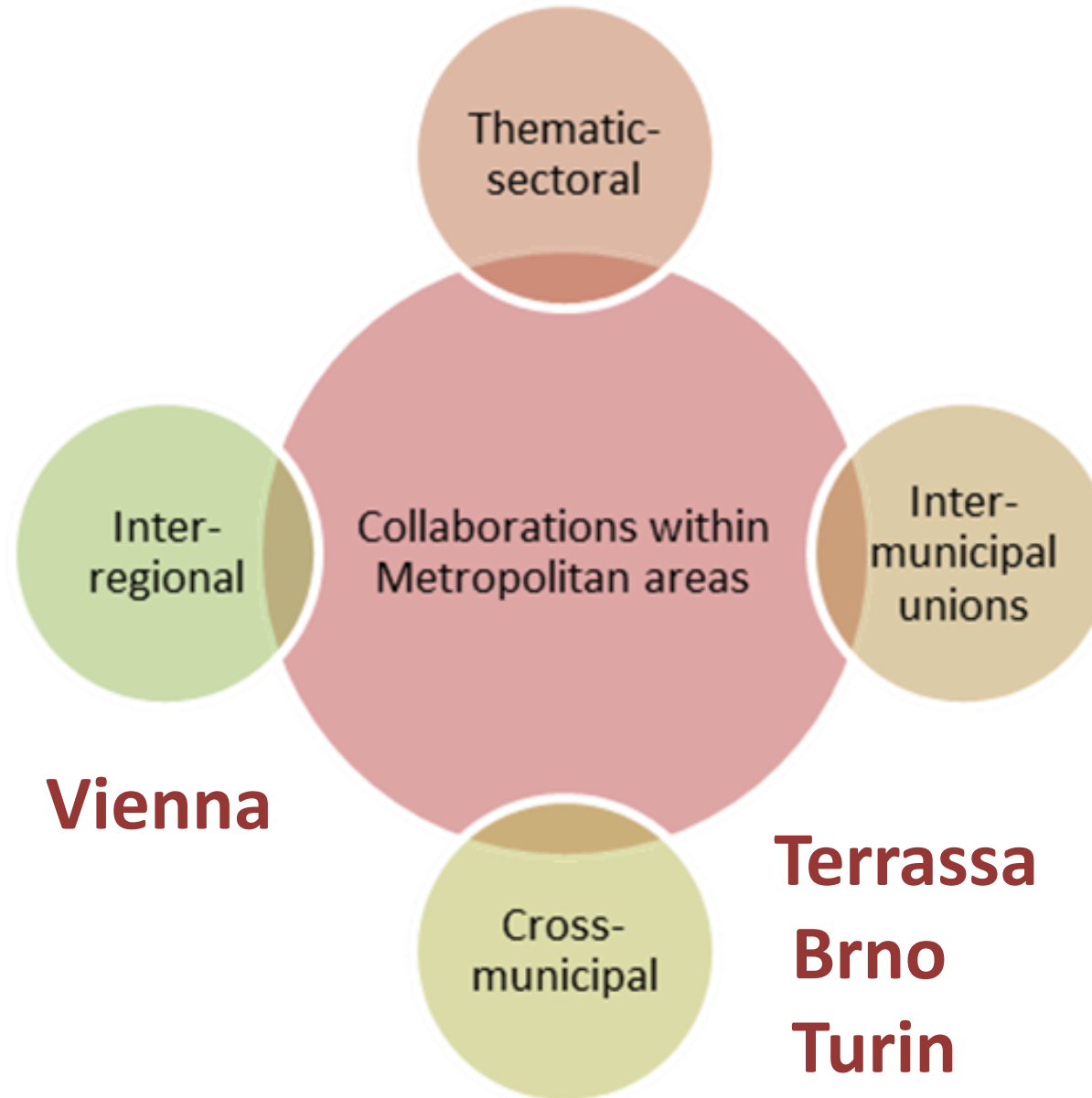
Governmental levels in MA planning





Collaborative arrangements

Brussels
Zurich
Prague
Oslo



Lille
Lyon

Vienna

Terrassa
Brno
Turin



Key success factors

- Engaging political leaders, gaining commitment support at all governance levels
- Policy framework for MA development
- Funding (national, regional, EU (ITIs))
- Common benefits of collaboration in developments (growth poles & shared services)
- Bottom-up initiatives

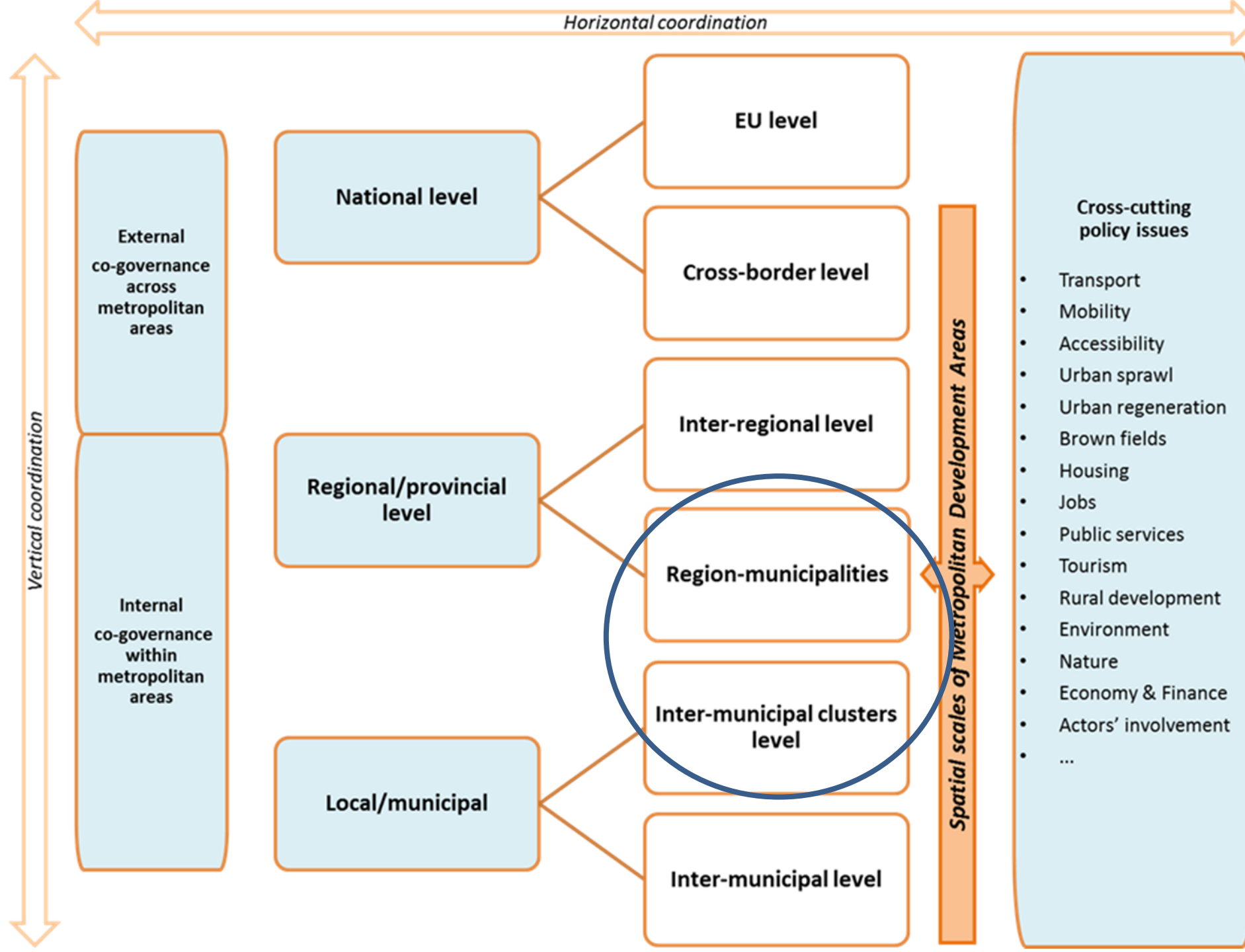
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Recommendations and key messages



Future Metropolitan Governance

- MA - clusters of administrative & functional areas
- A “problem owner” and recognition of MAs
- Shared vision on strategic plans
- Multilevel collaboration: between governments (vertically) and across policy sectors (horizontally)
- Political representation and legitimacy
- Setting different foci: strategic, statutory and collaborative spatial planning
- EU policy framework for MA





Towards a Metropolitan planning approach

SPIMA Guidelines for
policy makers & planners:

**Eight “action areas” and
policy tools** to support
planning and governance
of metropolitan areas





- In the ten stakeholder areas no consistent metropolitan planning approach: in exceptional cases defined metropolitan area
- Different progress is achieved: legal frameworks and bottom up initiatives.



SPIMA in a nutshell

- **Definition** of Metropolitan area: MDA delineation
- **Metropolitan scale** embedded in spatial planning
- Addressing spatial dynamics: **urban growth and suburbanization**
- **Key challenges**: transport, multilevel cooperation, shared vision and strategy, lack of political commitment
- **Institutional frameworks**: formal, semi-formal or informal
- **Recommendation**: Shared governance allowing interactions between levels of government and policy issues
 - **Mix of policy tools to MPA**: strategic, coordinative, structural, financial and collaborative.

SPIMA Report and Guidelines

<https://www.espon.eu/metropolitan-areas>

Thank you

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