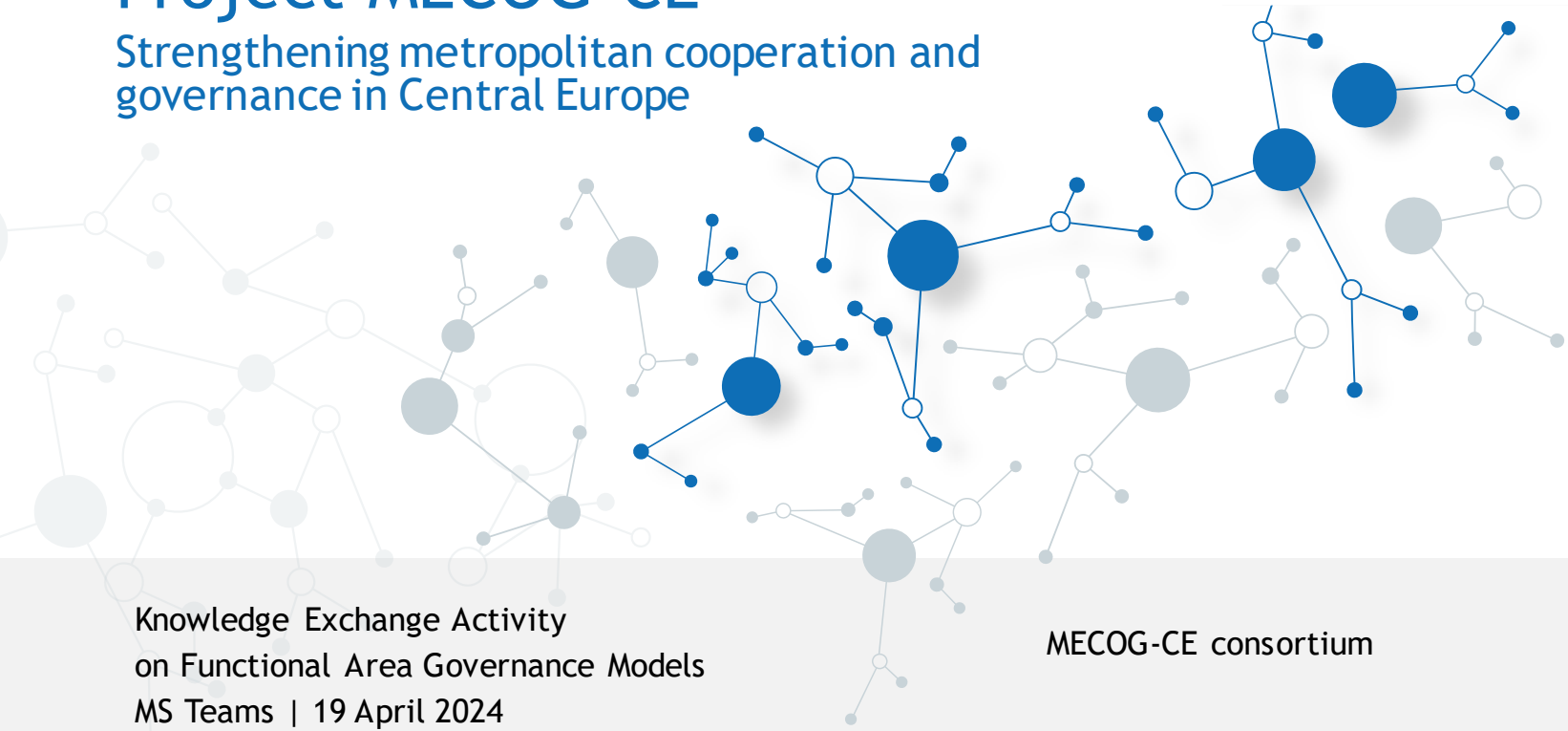
Interreg CENTRAL EUROPE

Co-funded by the European Union

MECOG-CE

Project MECOG-CE

Strengthening metropolitan cooperation and governance in Central Europe



Knowledge Exchange Activity
on Functional Area Governance Models
MS Teams | 19 April 2024

MECOG-CE consortium

CONTENT

Introduction of the project

Analysis of best practices

Best practices in metropolitan areas

Common Metropolitan Vision

Introduction of the project

Start date	04.2023
End date	03.2026

Project progress

35%

Project MECOG-CE

Strengthening metropolitan cooperation and governance in Central Europe

- Brno as a **Lead Partner**
- Start date: 4/2023
- End date: 3/2026
- Interreg Central Europe programme
- **9** project partners
- **6** associated partners

Project partners

1. Stuttgart Region
2. Metropolitan city of Torino
3. University of Silesia in Katowice
4. Warsaw
5. Ostrava
6. Metropolitan Research Institute (Budapest)
7. Berlin-Brandenburg
8. Charles university (Prague)

OSTRAVA!!!

Associated partners

1. Metropolis GZM (Katowice)
2. Metropolitan city of Milano
3. METREX (Lyon)
4. Eurocities (Brussels)
5. Ministry of Regional Development of CZ
6. Union of Polish Metropolises (Warsaw)

Górnośląsko
-Zagłębiowska
Metropolia

Città
metropolitana
di Milano

METREX

EURO
CITIES

MINISTRY
OF REGIONAL
DEVELOPMENT CZ

UNION
OF POLISH
METROPOLISES

Project objective

- Strengthen metropolitan cooperation and governance in Central Europe in the partner metropolitan areas.
- The project aims to **identify the best tools, procedures and examples of good practices** for strengthening metropolitan cooperation and governance in Central Europe and **apply them in metropolitan areas** towards strengthening integrated metropolitan strategic and spatial development.

MECOG-CE 3 years in 3 steps

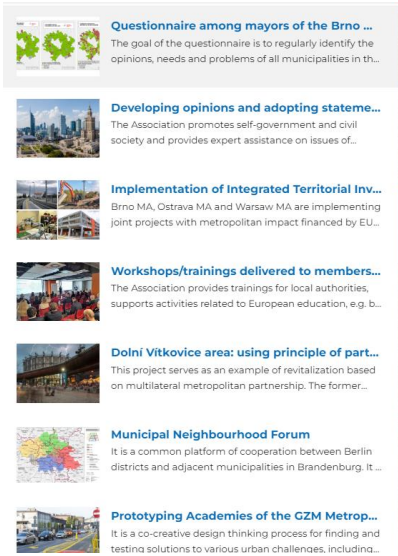
WP 1	WP 2	WP 3
Analysis of metropolitan dimension	Capacity building towards pilot actions and new solutions	Strategy and action plans for strengthening metropolitan cooperation and governance
Output **Common Vision for enhancing cooperation in Central European MAs**	**Output** **Study clusters** **Pilot actions** **New solutions**	**Output** **Strategy for strengthening metropolitan cooperation and governance in CE** **Action Plans for MA**

What has been already achieved?

- **Identification of challenges and opportunities specific** for Central European Metropolitan Areas

What has been already achieved?

- **Identifying Best Practices for Stronger Metropolitan Cooperation**
- **76** examples identified



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What has been already achieved?

- **Formation of study clusters**
  - **Engagement of metropolitan stakeholders in the agri-food sector through Food Districts** (Metropolitan City of Turin),
  - **Metropolitan Prototyping academies** (Metropolis GZM),
  - **Integrated Public Transport Management** (Stuttgart Region Association),
  - **Developing joint opinions and organization of workshops for strengthening metropolitan cooperation** (Warsaw metropolitan association),
  - **Semi structures and dialogues for improvement of cooperation** (Municipal Neighbourhood Forum and Questionnaire among mayors – Joint Spatial Planning Department Berlin-Brandenburg and the City of Brno).

What has been already achieved?

- **Common Metropolitan Vision**
  - policy advocacy document

Next phases

- Formed study clusters - in-depth learning
- Pilot actions and new solutions
- Strategy for strengthening metropolitan cooperation
- Action plans

More information

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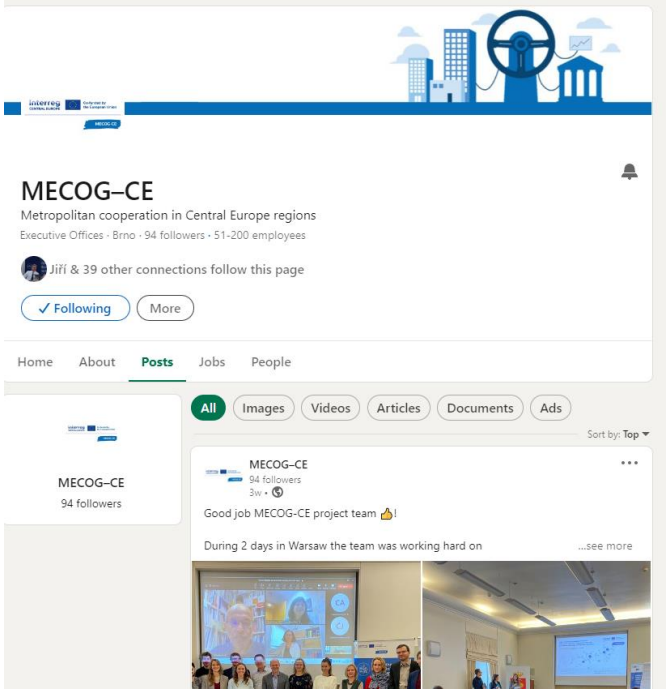
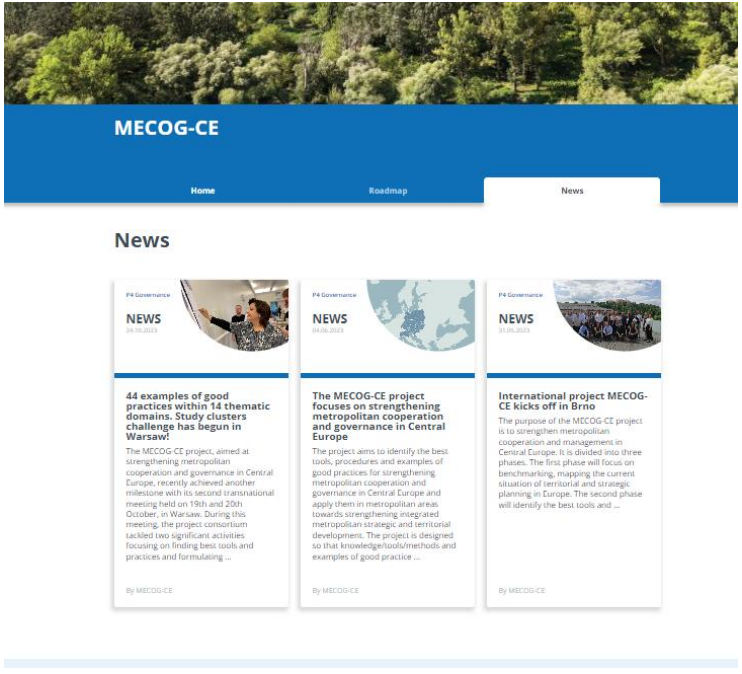


Our website - https://www.interreg-central.eu/projects/mecog-ce



Analysis of best practices and tools for strengthening metropolitan cooperation and governance

Main outcomes of analytical work

WP1: Analysis of metropolitan dimension
Activity 1.2. Analysis of existing tools and best practices for enhancing metropolitan cooperation

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MECOG-CE

Zuzanna Neuve-Église, PhD

Robert Pyka, Krzysztof Bierwiaczonek,
Zuzanna Neuve-Église, Małgorzata Suchacka

WP1 Analysis of metropolitan dimension

Activity 1.2 Analysis of existing tools and best practices for enhancing metropolitan cooperation

D. 1.2.1. Report on metropolitan governance systems and existing tools/best practices for enhancing metropolitan cooperation in the partner MAs

D. 1.2.2 Analysis of best practice outside partners' regions

Analysis of best tools and practices identified in the project partner MAs

D.1.2.1

WP1 Analysis of metropolitan dimension

Activity 1.2 Analysis of existing tools/best practices for enhancing metropolitan cooperation

D. 1.2.1. Report on metropolitan governance systems and existing tools/best practices for enhancing metropolitan cooperation in the partner MAs

Specific objectives:

- to identify how cooperation and governance are ensured in each partner metropolitan area in Central Europe:
  - the national context of their development and their interactions as components of a metropolitan governance system
  - description of metropolitan cooperation forms, structures and dialogues spaces, i.e. its status and origin, metropolitan policies and financing, actors and competences/areas of intervention
- to gather knowledge on specific metropolitan cooperation tools and best practices with reference to selected examples provided by the MECOG-CE partners

3 main dimensions of the analysis

- thematic domains & major contemporary challenges (thematic / procedural)
- innovative or added value in specific regional context
- potential for transferability (chances / barriers to the transfer)

Remarks on the analytical process

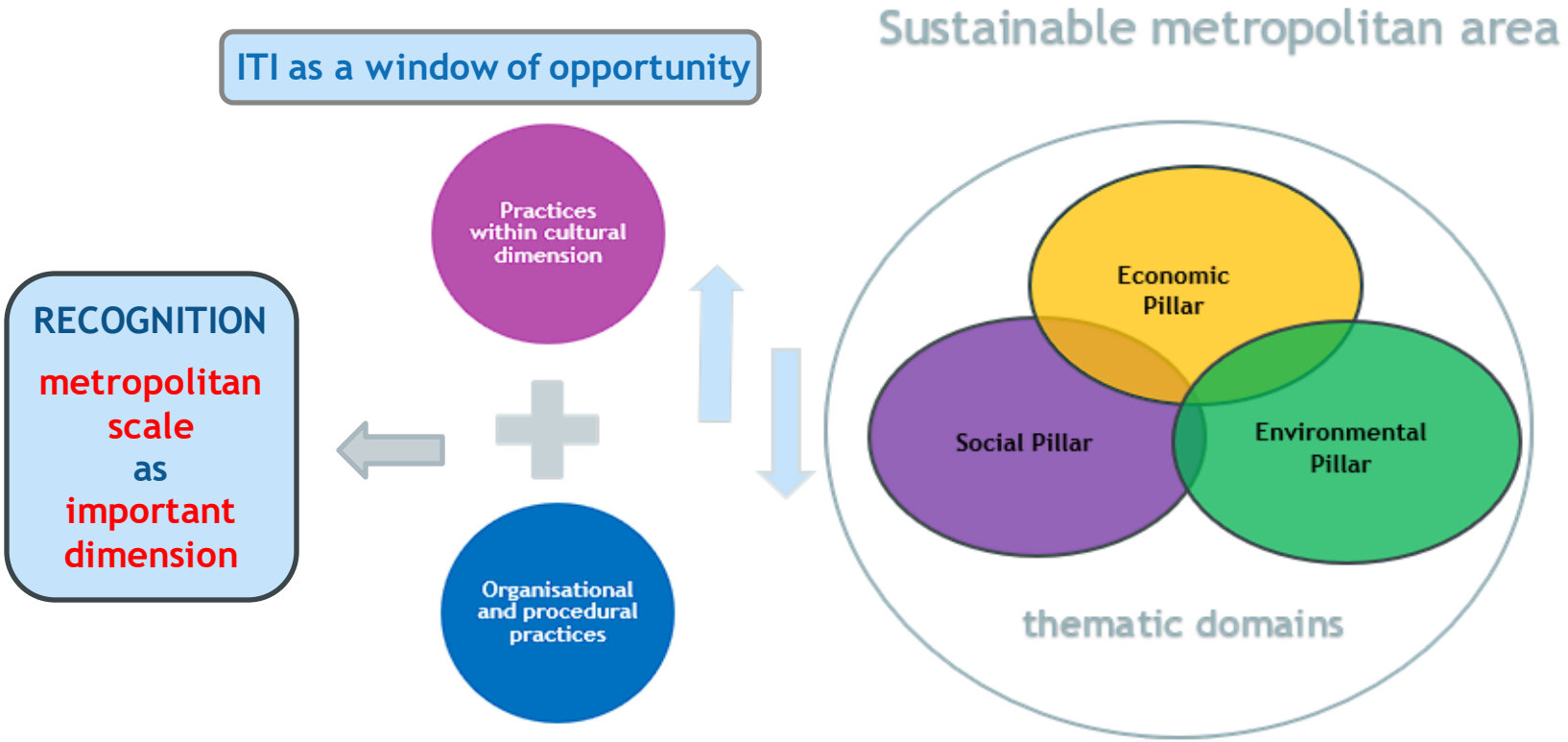
7 matrices received from the following partners:

- City of Brno
- GZM Metropolis
- Metropolitan City of Turin
- Stuttgart Region Association
- City of Warsaw
- Joint Spatial Planning Department Berlin Brandenburg
- City of Ostrava

Identified practices: N=47

14 thematic domains

Main groups of identified best tools and practices with reference to three pillars of sustainable development



Identified practices

14 thematic domains

- **Transport / Mobility**
- **Education**
- **Regional Development**
- **Management of metropolitan area**
- Culture & heritage, metropolitan identity
- Social policy / inclusion
- Spatial planning
- Promotion & territorial marketing
- Green infrastructure / landscape
- Energy
- Revitalisation
- Housing
- Tourism & Leisure
- Waste management

Innovative character

- **relativized meaning of innovation** - new or added value in the metropolitan social system and not an entirely novel solution
- **complexity of many metropolitan projects** → innovative activities in many areas: cross-cutting innovations

  Examples: the revitalisation of a former steelworks in Ostrava (Dolní Vítkovice), Junior Center Excellence from Brno, AI Alliance Baden-Württemberg (Stuttgart), Prototyping Academy from the GZM Metropolis

Innovations in a specific field - examples:

- **technological innovations** - Hydrogen (VRS – Stuttgart Region) and Brno Center for Waste Recovery (Brno MA)
- **organisational innovations** - K2 Network for careers and competences (Association of Central Subregion - Katowice), Overall strategic framework (Capital Region Berlin-Brandenburg), National conferences on metropolitan issues (Brno MA)
- **social innovations** - Community Social Workers (operatore sociale di comunità) (Metropolitan City of Turin), Welcome Center (VRS – Stuttgart Region)

Innovative character

- ambivalent or low innovative character: what makes a significant change?

  configuration of different resources, special approach

- universal strong advantage and added value:
  - exchange of knowledge
  - increase in mutual trust
  - improvement of cooperation between the stakeholders

pragmatic dimension of trust

Czechia, Poland, Italy: relational and trust elements forming social capital (ITI projects)

Germany: specific or distinguished field of intervention, new competencies, multi-dimensional approaches

Potential for transferability

- **threefold validation process:**
  1. at the level of the “donor” metropolitan area → fostering bottom-up approach to decision-making
  2. the expert analysis → objectivization of the selection process
  3. the receiver’s assessment and recontextualization

Different project scales:
from large-scale revitalisation in the Ostrava MA to innovative search for new solutions to urban problems (the Prototyping Academy – GZM Metropolis)

Potential for transferability

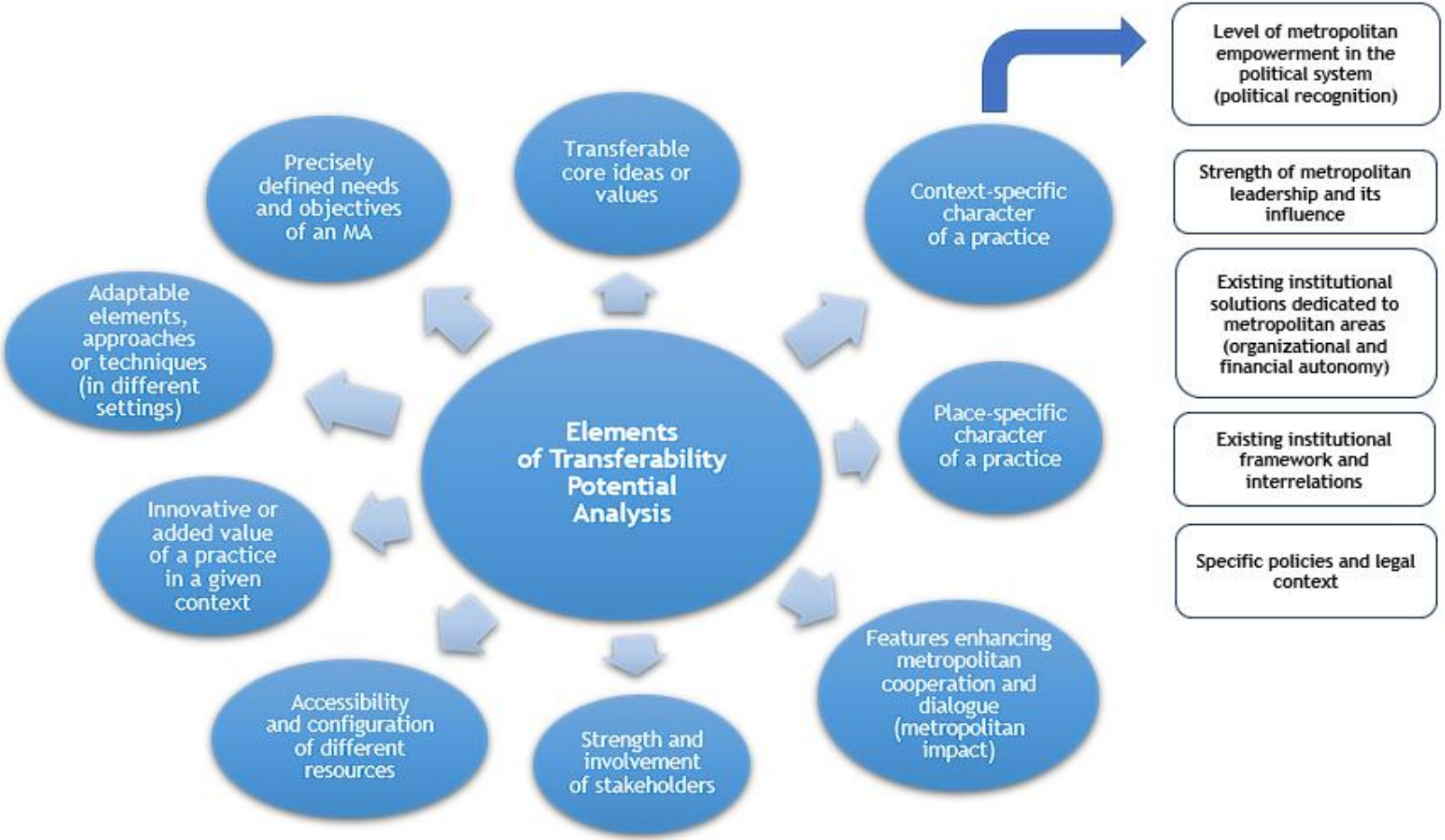
High potential:

- small-scale projects in education and competence-building, based on soft measures;
- conceptual work in the strategy design;
- tools within the cultural dimension of metropolisation (promotion, raising awareness, increasing participation)
- the ITI instrument as a separate issue: opportunities and limitations

Guiding question:

Does a selected project/tool/practice actually strengthen metropolitan cooperation and governance?

Examples: *National conferences on metropolitan issues*, Brno MA; *Opinion statements*, Warsaw MA; *Questionnaire among mayors*, Brno MA; *Prototyping Academies*, GZM Metropolis


Elements of Transferability Potential Analysis
Transferable core ideas or values
Context-specific character of a practice
Place-specific character of a practice
Features enhancing metropolitan cooperation and dialogue (metropolitan impact)
Strength and involvement of stakeholders
Accessibility and configuration of different resources
Innovative or added value of a practice in a given context
Adaptable elements, approaches or techniques (in different settings)
Precisely defined needs and objectives of an MA
Level of metropolitan empowerment in the political system (political recognition)
Strength of metropolitan leadership and its influence
Existing institutional solutions dedicated to metropolitan areas (organizational and financial autonomy)
Existing institutional framework and interrelations
Specific policies and legal context

Analysis of best tools and practices outside the partner regions

D.1.2.2

WP1 Analysis of metropolitan dimension

D.1.2.2. Analysis of best practices outside partner regions

Objectives:

- to gather knowledge on metropolitan cooperation tools and best practices with reference to selected examples from other regions in Europe (up to 8 case studies)
- to enrich the current perspective focused on Central European solutions and to get a possible source of inspiration or comparison

Partners:

- Metropolitan Research Institute
- Metrex
- City of Brno

Remarks on the analytical process

8 cases gathered:

- Amsterdam Metropolitan Area (the Netherlands)
- Barcelona Metropolitan Area (Spain)
- Metropolis of Lyon (France)
- Metropolitan City of Capital Rome (Italy)
- Zürich Metropolitan Area Association (Switzerland)
- Oslo Region Alliance (Norway)
- Metropolis of Grenoble-Alpes (France)
- West Midlands Combined Authority (Birmingham MA, Great Britain)

metropool regioamsterdam

AMB Àrea Metropolitana de Barcelona

MÉTROPOLE GRAND LYON

Città metropolitana di Roma Capitale

metropolitan konferenz zürich

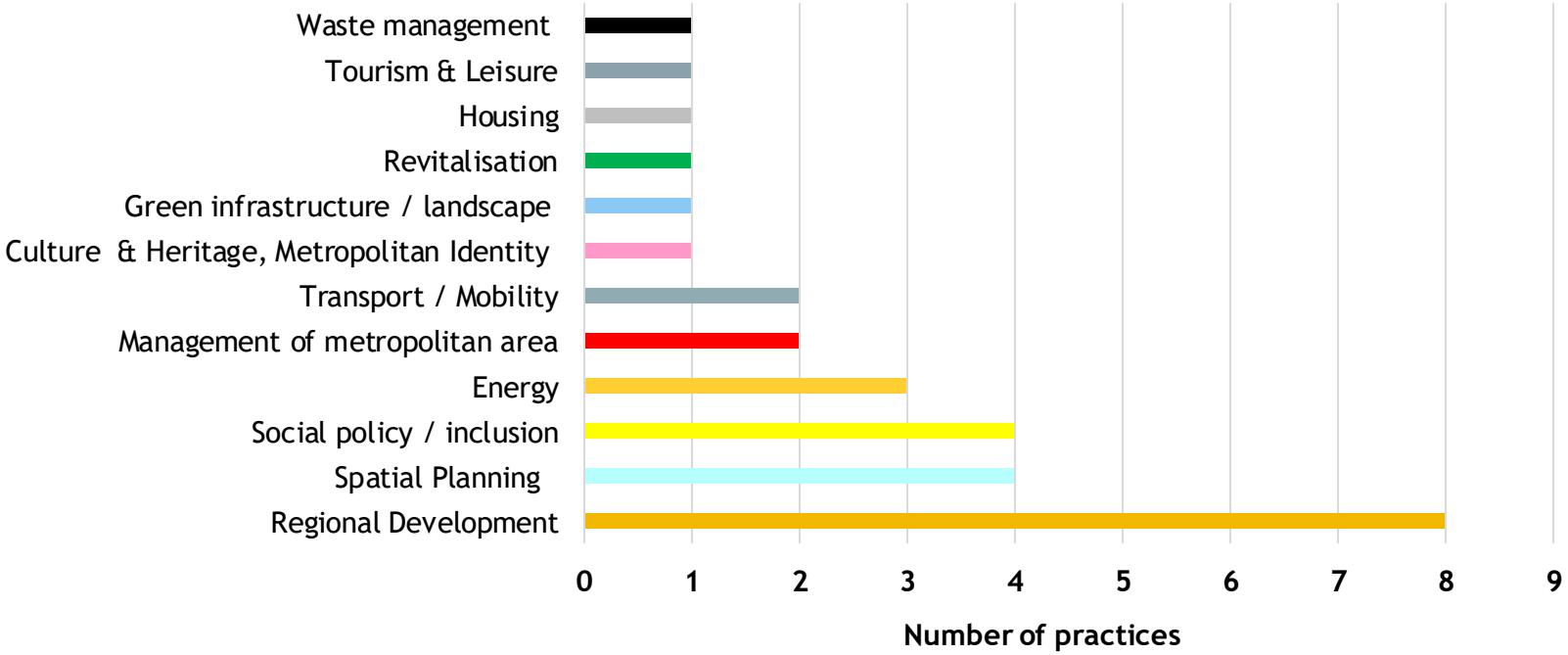
Osloregionen

GRENOBLE ALPES MÉTROPOLE

West Midlands Combined Authority

Identified best tools&practices

N=29 12 thematic domains



Thematic challenges

climate change & green transition **11**

metropolitan economies **6**

lack of trust & cooperation among MA members **5**

social inequality **4**

urban and rural areas cooperation **4**

housing 3

sustainable mobility 3

spatial planning 3

cultural diversity 1

population change 1

Identified best tools&practices

N=29 **12 thematic domains**

- diverse solutions in terms of scope of action and scale of investments
- **regional development** thematic category: most diverse and cross-cutting

Example: ***Food project for the Lyon territory*** → social, health, economic and environmental aspects, supporting urban-rural cooperation and sustainable farming

- most of all practices: **process-oriented**
  - form of cooperation or agreement, rearrangement or new way of organising the relationships between partners, e.g. *Metropolitan Table of Coexistence* (Metropolitan City of Rome), *Development board* (Metropolis of Lyon)
  - integral approach, regulatory framework, e.g. *Management of the Urban Parks* or *Metropolitan Urban Master Plan* (Barcelona MA), *West Midlands Deeper Devolution Deal (Birmingham* MA), *SUMP* and *Metropolitan Strategic Plan* (Metropolitan City of Capital Rome)

Innovative character

- **relativized meaning of innovation**

Innovations in a specific field - examples:

- **technological innovation** – Management of the Urban Parks (Barcelona MA)
- **organisational innovations** - Metropolitan Table of Coexistence (Rome MA), Urbanization concept (Amsterdam MA)
- **cross-cutting** – Transitory urban planning /Temporary use (Lyon MA), West Midlands Deeper Devolution Deal (Birmingham MA)
- **low or ambivalent innovative character** – Sustainable Urban Mobility Plan (Rome MA), Low emission zones (ZBE) (Barcelona Ma), Covenant of Mayors for Climate & Energy (Rome MA)

Added value of practices

- **Broad cooperation of stakeholders from public and private sectors:** access to diverse expertise and resources, conditions fostering the creation of innovation and enhancing the overall impact of projects, development of social capital
- **user-centered or participatory approach to the service design and delivery** (*SUMP* – Rome MA, *Metropolitan meetings* or *Transitory urban planning / Temporary use* – Lyon MA)
- **multi-modal or integrated approach to urban challenges** (*Metropolitan Urban Master Plan - Barcelona*, SUMP – Rome MA)

significance of metropolitan scale

More information

Storymaps: Introduction of MECOG-CE, Its metropolitan areas and best practices

Our idea

What if Central European metropolitan areas **join forces and develop solutions** for better metropolitan cooperation and governance?

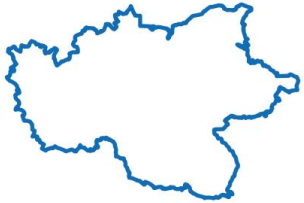
Our solution

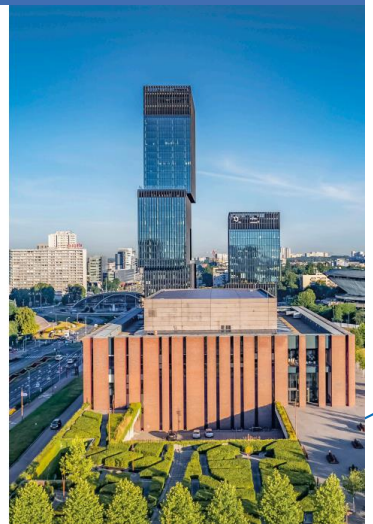
New solutions will be **jointly developed** and will bebased on existing best practices and tools for enhancing metropolitan cooperation. These will be **tested** and **applied** in partner metropolitan areas.

Which partners are part of MECOG-CE?

Executive summary

Upper Silesian Metropolitan Area





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STRENGHTENING METROPOLITAN GOVERNANCE

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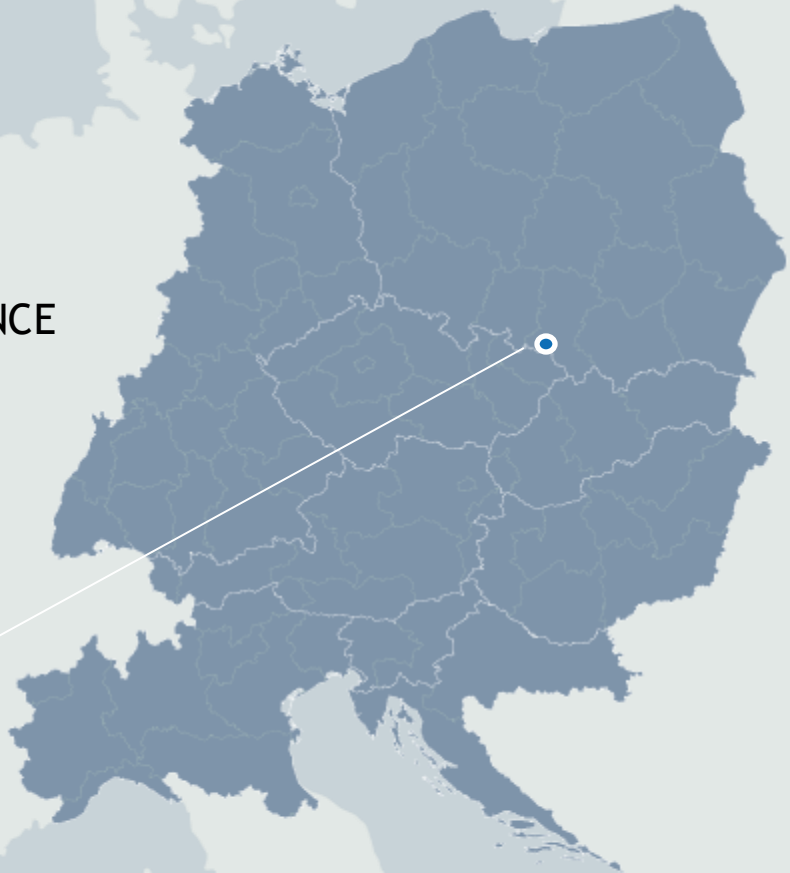

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OBSERWATORIUM PROCESÓW MIEJSKICH I METROPOLITALNYCH

Best practices in metropolitan areas

METROPOLITAN CITY OF TURIN

Food Districts

- Associations or Consortia recognised by the Region and formed through an **agreement** between **public and private actors** operating in an integrated way in the **local production system within the agri-food sector**

- Food districts identify local production systems characterised by a **specific historical and homogeneous territorial identity** and integrate agricultural and other entrepreneurial activities

- **AIM:** promote the **enhancement of agricultural and agri-food production** and at the same time **the rural landscape of Piedmont Region.**

LEGAL FRAMEWORK: national law n. 205/2017 and Piedmont regional law n.1/2029

FUNCTIONING: regulated by the three-year **District Plan** in which the **role of the actors** involved in the agreement and the **actions to be implemented at local level** are indicated

- **FINANCES:** once a District is recognised, it is possible to apply for specific calls to finance its actions/projects

- **CROSS-CUTTING THEMES:** environmental sustainability, biodiversity, landscape protection, corporate social responsibility, inclusion, protection of workers' rights, combating food waste, food safety, technological and production innovation

- **ROLE OF METROPOLITAN CITY OF TURIN: promoting institution** and **fundraiser**, since the law does not confer a specific role to the metropolitan level

- currently, on the territory of Metropolitan city of Turin 3 Food Districts have been recognized while another one is still in its consolidation process

Process of listening and animation of the territory in the Pinerolese Food District

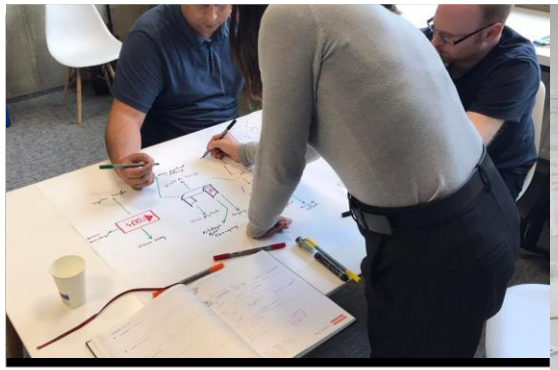
STUTTGART REGION ASSOCIATION

Mobility and Planning

- Responsibility for spatial planning, transport planning and mobility
- S-Bahn = backbone of regional public transport
- Regional assembly takes decisions on further expansions of S-Bahn network
- Regional Transportation Plan → guidelines for traffic development
- Regional Plan → residential and commercial development along railway lines
- Integrated approach to spatial planning and transport and transit-oriented development in the region

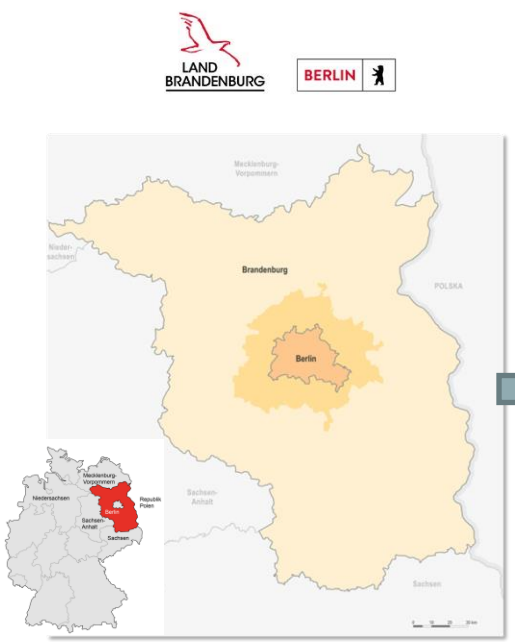
Metropolitan Prototyping Academies

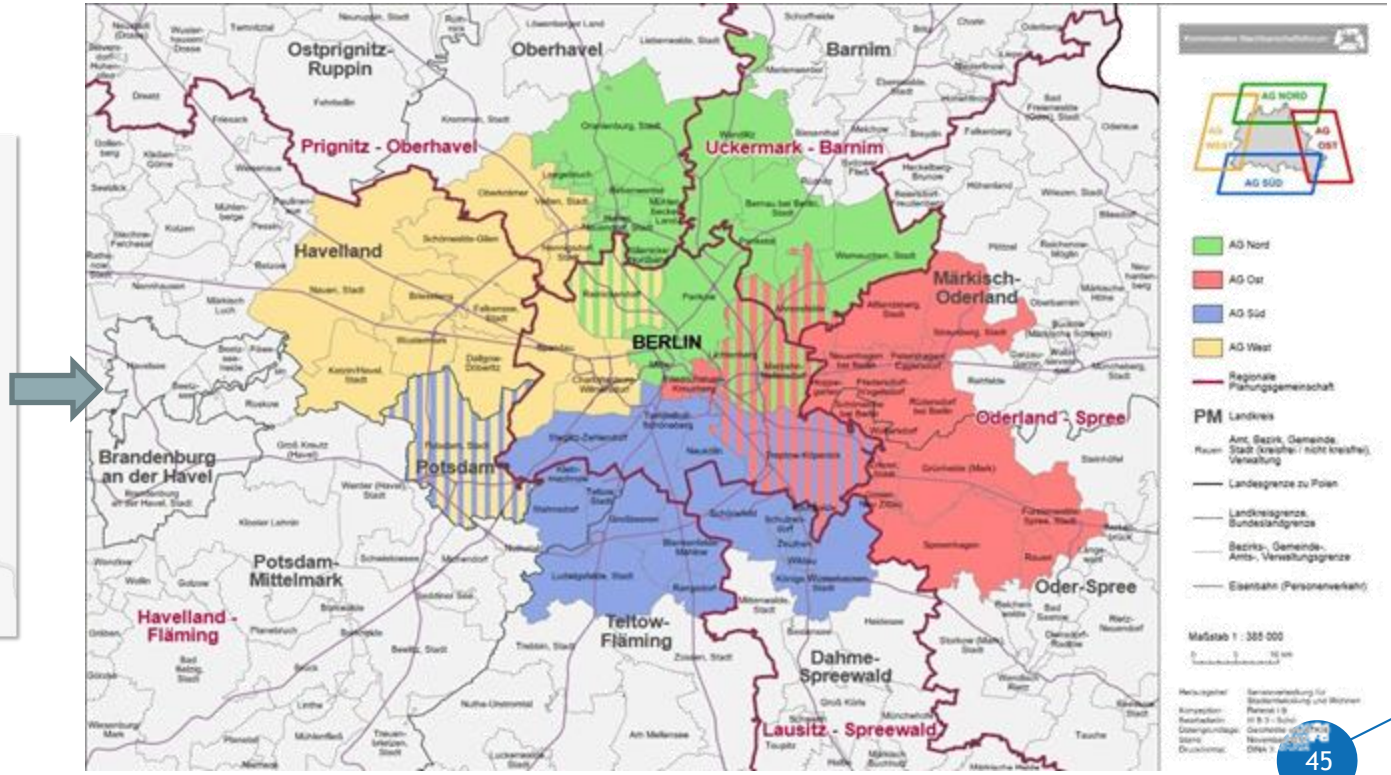
- Inclusive and participatory approach to projects and to addressing challenges
- Identification of challenge/determining the goal of a particular academy by: analysis of environment, analysis of surrounding, determining the potential, determining the risks and threats
- Cooperation, learning & experience sharing
- Data collecting & analyzing
- Transferability



JOINT SPATIAL PLANNING DEPARTMENT BERLIN-BRANDENBURG

Municipal Neighbourhood Forum: cooperation area





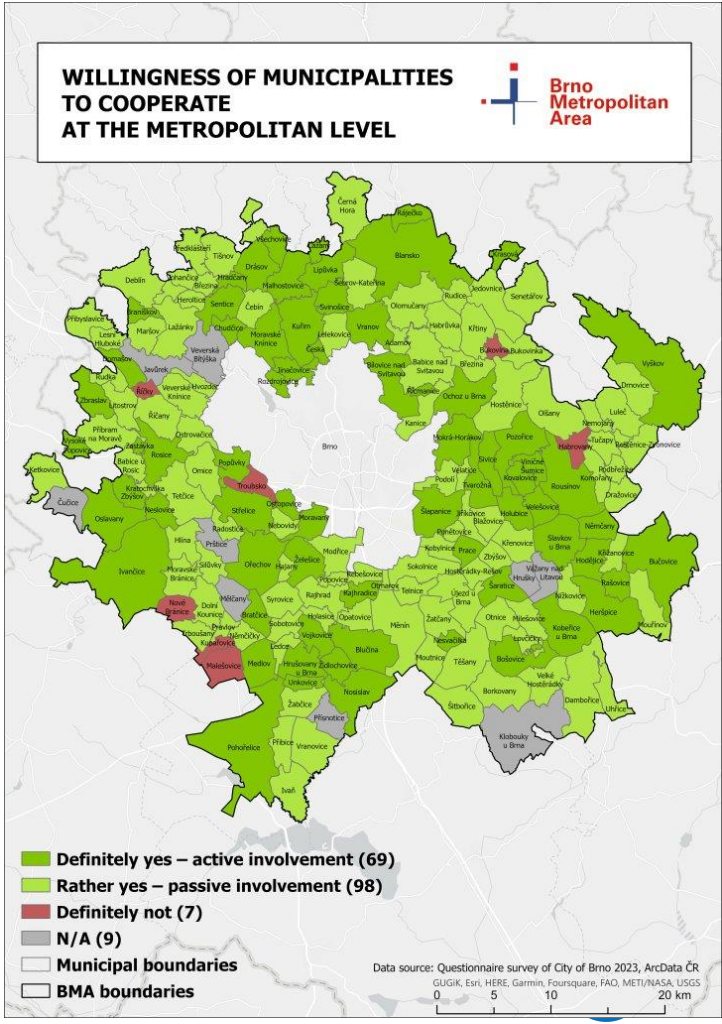
Municipal Neighbourhood Forum: success factors

- Driven by joint municipal interests (bottom-up) and the ambition to solve joint challenges irrespective of the state boundaries
- Structure and organisation follows contents and strategies
- Informal and voluntary character of cooperation
- Cooperation on equal terms between Berlin districts and Brandenburg municipalities (no hierarchies in terms of communication, financing, voting rights etc.)

BRNO METROPOLITAN AREA

Questionnaire among mayors

- Regularly identify the opinions, needs and problems of all municipalities in the BMA in relation to the enhancing metropolitan cooperation and its institutionalization.
- The mayors share their views on metropolitan cooperation which is important for us to better understand them.
- On average for three questionnaires, around 93 % of municipalities has filled in this questionnaire.



WARSAW METROPOLIS ASSOCIATION

Joint opinions and statements
Workshops and trainings

- The association promotes local government and civil society, and provides specialized assistance on issues of interest to local governments.
- Association elaborates opinions/statements thanks to which the voice developed at the metropolitan forum is noticed and heard.
- They can only be adopted on issues that affect the entire region.
- Association provides its members with workshops and trainings based on statutory activities and members' needs for specific topic.
- Its task is networking – connecting local governments with the private sector.

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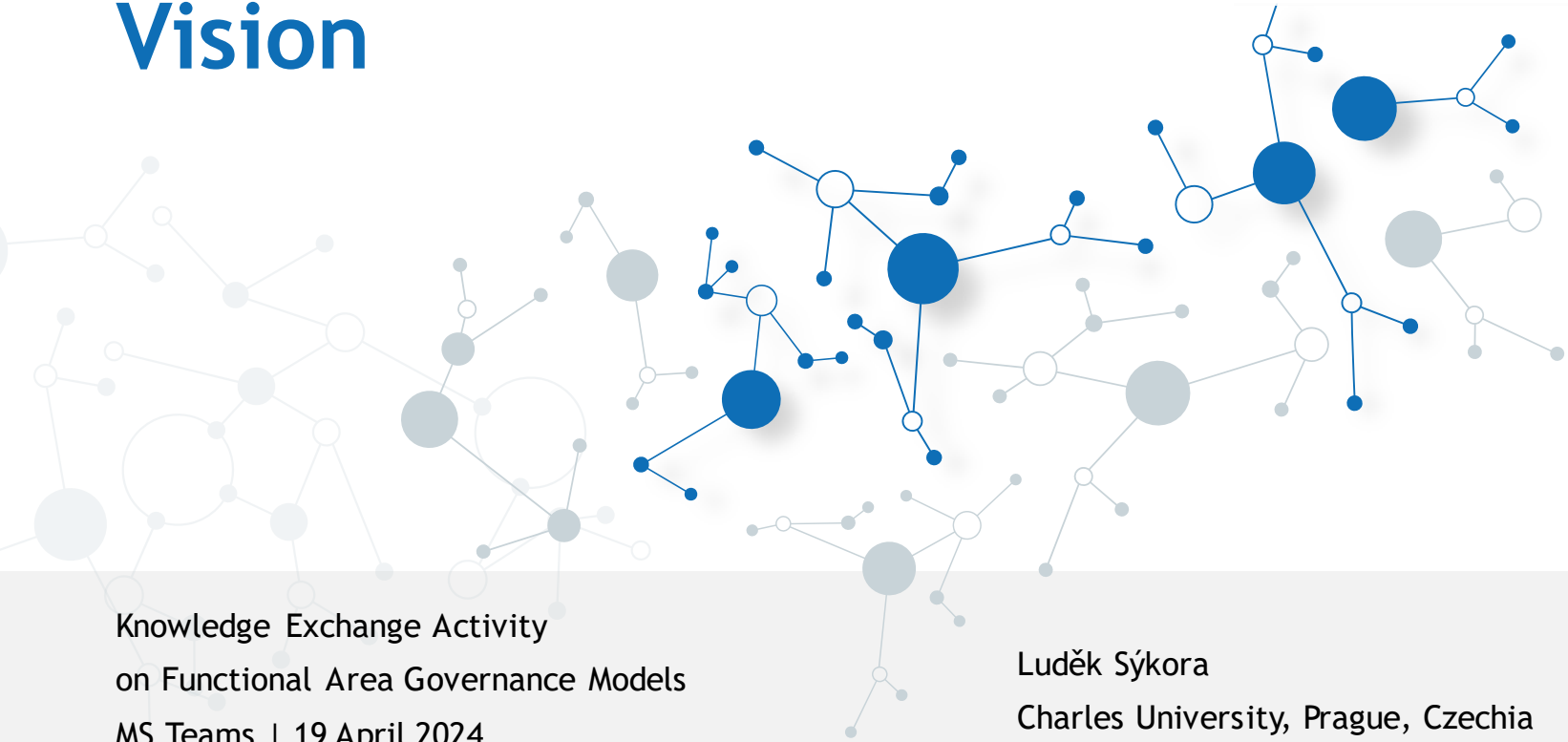
Common Metropolitan Vision



Knowledge Exchange Activity
on Functional Area Governance Models
MS Teams | 19 April 2024

Luděk Sýkora
Charles University, Prague, Czechia

We are the Metropolitan Areas
Our Common Metropolitan Vision

- a **policy advocacy** document
- articulates the **long-term and shared position** of MECOG-CE partners
  - strength in a **diverse experience** with metropolitan governance, cooperation and planning
- promotes **metropolitan dimension**
  - argues for its **relevance and importance** in European and national policies
  - highlights **local and regional benefits**

Opportunities

- **favorable EU policies** (the New Leipzig Charter, Territorial Agenda 2030) and **instruments** (ITI - Integrated Territorial Investments)
- **development and practice of metropolitan cooperation** - demonstrate the benefits of synergies between member municipalities and other metropolitan stakeholders
- **participation** in networks and **knowledge-sharing**
- **promotion of good practices and success stories** - the recognition of the benefits of metropolitan cooperation
- **policy advocacy** for metropolitan dimension in EU, international and national policies – **Common Metropolitan Vision**

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Policy Advocacy

- deliberate process focused on informing and **influencing decision-makers**
- seeks **changes** and recommends **solutions**
- goal of policy advocacy: achieve **desired policy change** -> need to **convince policymakers** to take a **preferred action**

Metropolitan Dimension in EU and International Documents

- term “metropolitan” is **not frequently used** in the EU and international strategic and policy documents
- the articulation of MD in documents is **fragmented** rather than **systematic**
- **recognition** of MD in urban and regional policies only **secondary** to urban
- weak in policy **implementation**
- **need for** more **explicit narrative** of metropolitan dimension in European strategic and policy documents

Common Metropolitan Vision Structure of Narrative

common narrative

- **needs of metropolitan areas** for cooperation and governance
- **benefits/advantages** of metropolitan dimension
- **relevance** of metropolitan dimension in European strategic documents
- the articulation of **vision** for metropolitan areas

workshop and survey

- the articulation of **vision** for metropolitan areas
- **relevance** of metropolitan dimension in European strategic documents
- **benefits/advantages** of metropolitan dimension
- **needs of metropolitan areas** for cooperation and governance

Common Metropolitan Vision Online Survey of Partners

- the articulation of **vision** for metropolitan areas
- **relevance** of metropolitan dimension in European strategic documents
- **benefits/advantages** of metropolitan dimension
- **needs of metropolitan areas** for cooperation and governance

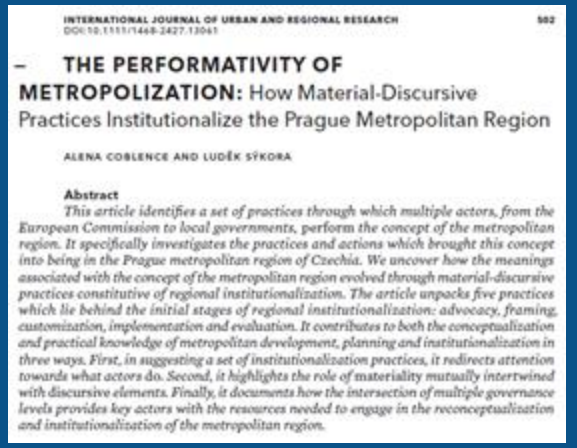
Visionary

Narrative
Rationale
Commitment

© Luděk Sýkora

Visionary Narrative Performative Effects

- “it is written as “**if we already are there**” in the “desired metropolitan future” - **envisions an ideal situation**
- the narrative, texts, words, titles, concepts can establish the discourse with major **performativity impact**
- it has the **power to change**, to build **new realities**
- the **narrative**: we have the resources, we deal with obstacles, we have the achievements, we are recognized, we are part of European and national policy making, and ... there are also **our needs**



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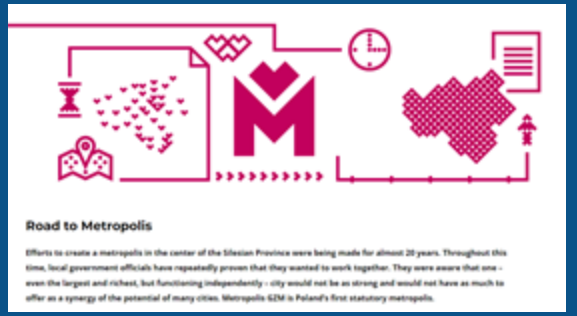
THE PERFORMATIVITY OF METROPOLIZATION: How Material-Discursive Practices Institutionalize the Prague Metropolitan Region

ALENA COBLENCE AND LUDĚK SÝKORA

Abstract

This article identifies a set of practices through which multiple actors, from the European Commission to local governments, perform the concept of the metropolitan region. It specifically investigates the practices and actions which brought this concept into being in the Prague metropolitan region of Czechia. We uncover how the meanings associated with the concept of the metropolitan region evolved through material-discursive practices constitutive of regional institutionalization. The article unpacks five practices which lie behind the initial stages of regional institutionalization: advocacy, framing, customization, implementation and evaluation. It contributes to both the conceptualization and practical knowledge of metropolitan development, planning and institutionalization in three ways. First, in suggesting a set of institutionalization practices, it redirects attention towards what actors do. Second, it highlights the role of materiality mutually intertwined with discursive elements. Finally, it documents how the intersection of multiple governance levels provides key actors with the resources needed to engage in the reconceptualization and institutionalization of the metropolitan region.



Road to Metropolis

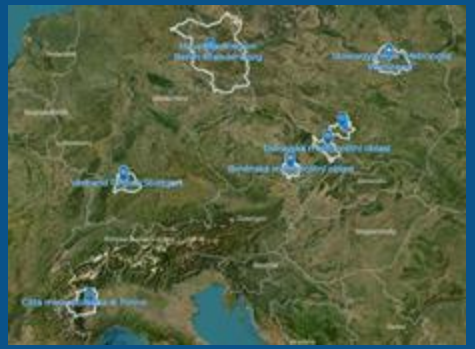
Efforts to create a metropolis in the center of the Silesian Province were being made for almost 20 years. Throughout this time, local government officials have repeatedly proven that they wanted to work together. They were aware that one – even the largest and richest, but functioning independently – city would not be as strong and would not have as much to offer as a synergy of the potential of many cities. Metropolis GZM is Poland's first statutory metropolis.

Common Metropolitan Vision Rationale

- the increasing **importance and relevance** of the metropolitan dimension in national and European development and **policy-making**
- **acknowledgement of potentials and opportunities** in realizing the benefits and advantages arising from metropolitan cooperation, planning, and governance
- **needs of metropolitan areas** to enhance their institutional capabilities, enabling effective cooperation and governance for the timely and efficient delivery of public services

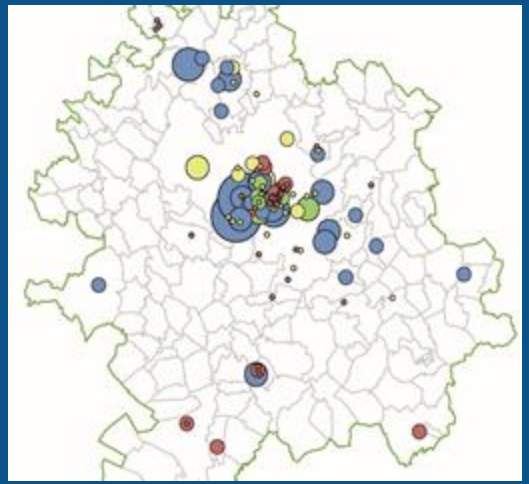
Common Metropolitan Vision Commitment

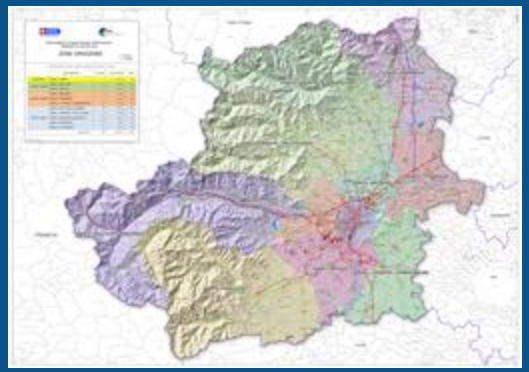
- framework for a long-term, shared, and enduring commitment of metropolitan leaders, stakeholders, and actors to
  - **advance** the development of **metropolitan societies** and their areas;
  - **maximize the positive impacts** that metropolitan areas currently have and can potentially contribute **to the overall prosperity and quality of life in Europe, its member states, and regions**;
  - continuously **strengthen and develop the institutionalization of metropolitan governance**, emphasizing the pivotal role of the metropolitan dimension in European and national policies.



Metropolitan Areas
Functional Urban Regions

- agglomerations of densely populated **urban cores** and their surrounding territories, fostering **integrated labor and housing markets**, and interconnected through commuting and mobility;
- urbanized spaces encompassing **large cities** with pivotal roles in international and national development, alongside **towns** serving as local and regional centers;
- surrounding territories of **suburban and rural settlements**, areas designated for agriculture and forestry, nature protection zones, and spaces dedicated to recreation;
- being shaped by **governance mechanisms** that facilitate **metropolitan cooperation** among diverse stakeholders from public, private, and citizen sectors.





This is

Our Vision

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Vision
3 components

- **Vision for Metropolitan Areas**: Paints a comprehensive picture of a future state for metropolitan areas, societies, and governance that is both aspirational and attainable.
- **Metropolitan Strengths and Commitments**: Spotlights the current and potential resources, capabilities, knowledge, and skills inherent in metropolitan societies, stakeholders, and leadership. These are harnessed to address major societal challenges, implement policy priorities, and achieve declared goals.
- **Metropolitan Empowerment**: Tackles organizational and procedural challenges, proposing viable solutions to overcome existing limitations in metropolitan cooperation and governance. The aim is to fortify the capacity, effectiveness, and efficiency of metropolitan policy-making.

Vision for Metropolitan Areas

- Centers of Everyday Life and Creativity
- Balanced, Inclusive and Sustainable
- Diverse and Complex Community
- Metropolitan Partnership and Identity
- Recognition and Appreciation

Metropolitan agendas, initiatives, long-term policies, and everyday practices are **carefully crafted**, driven by a common vision of a future state that is both desirable and realistic. This vision encompasses the holistic **development, governance, planning, and cooperation** within metropolitan areas, all framed by **the key values of democracy, participation, and equality**. The overarching goal of these efforts is to establish **sustainable and resilient** metropolitan areas (MAs) committed to **societal leadership and social responsibilities**.

Metropolitan Strengths and Commitments

- Metropolitan Hubs
- Metropolitan Ecosystems
- Metropolitan Societies
- Metropolitan Co-operations
- Metropolitan Solutions

Metropolitan areas and societies possess vital **resources, capabilities, knowledge, and skills** crucial for building a common future. The metropolitan dimension, encompassing organization, development, planning, and governance, offers **benefits for all, from local communities to the planetary environment**. Metropolitan areas are key **players on the global stage**, contributing significantly to international **performance and competitiveness**, thereby shaping the process of **European integration**.

Metropolitan Empowerment

- Emancipation and Recognition
- Metropolitan Institutionalization
- Metropolitan Expertise and Capacity

… their full potential is **not always recognized and utilized**. Metropolitan strategies, policies and instruments **play a crucial role** in identifying, evaluating, and addressing key challenges and thematic development priorities. They are **dedicated to building green, inclusive, and productive metropolitan communities**. However, organizational and procedural arrangements currently **hinder the effectiveness and efficiency** of their fulfillment.

We are the Metropolitan Areas

this is

Our Common Metropolitan Vision

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Thank you for your attention!

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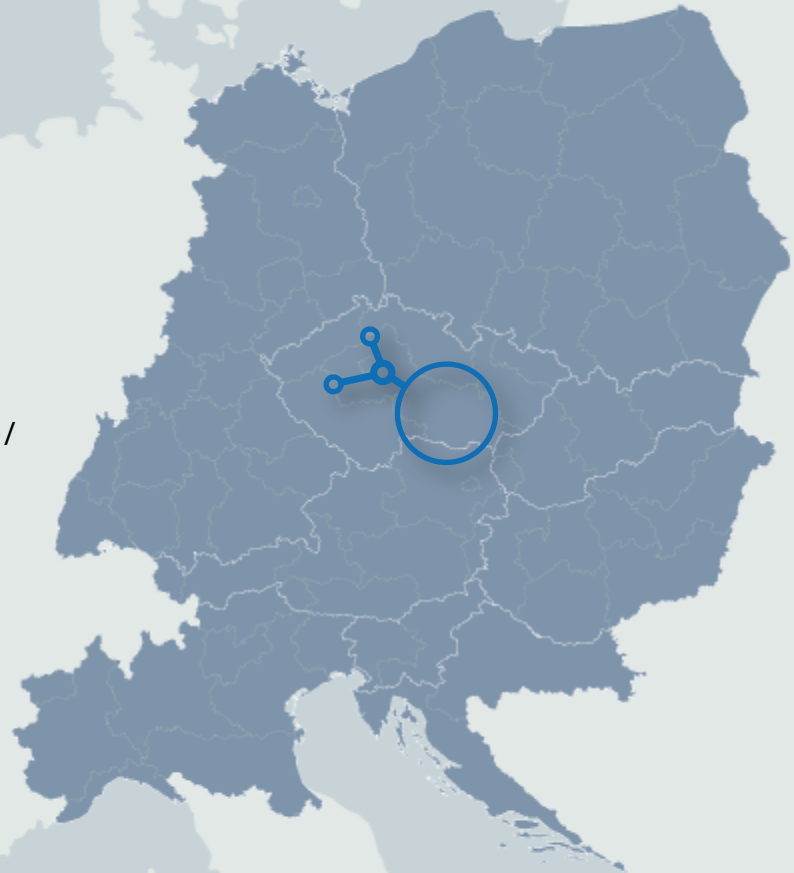
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