

SPIMA

Spatial dynamics and strategic planning in metropolitan areas

- Alfredo Corbalan
Brussels-Capital Region
Perspective.brussels – Brussels Planning Agency
- Dr. Vanya Simeonova
Wageningen University and Research



Workshop, Brussels – April 2, 2019

1

Why SPIMA project?

Initiated by 10 cities involved in



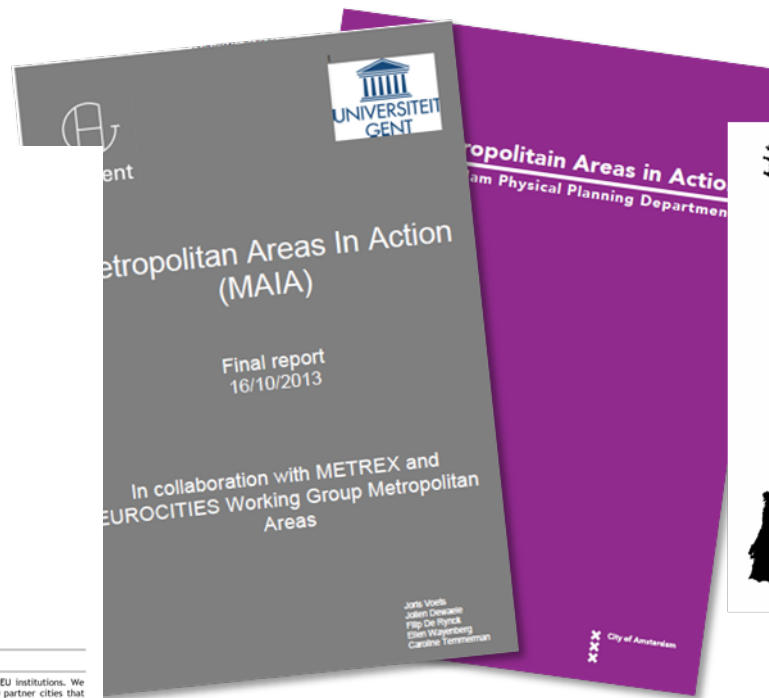
EUROCITIES Working Group Metropolitan Areas

- Working Group created in 2011
- MAIA Study in 2013
- Topic: Metropolitan governance

30 cities
16 countries
88 collaborations



EUROCITIES
EUROCITIES is the political platform for major European cities towards the EU institutions. We network the local governments of over 130 of Europe's largest cities and 40 partner cities that between them govern some 130 million citizens across 35 countries.
www.eurocities.eu



Metropolisation phenom



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

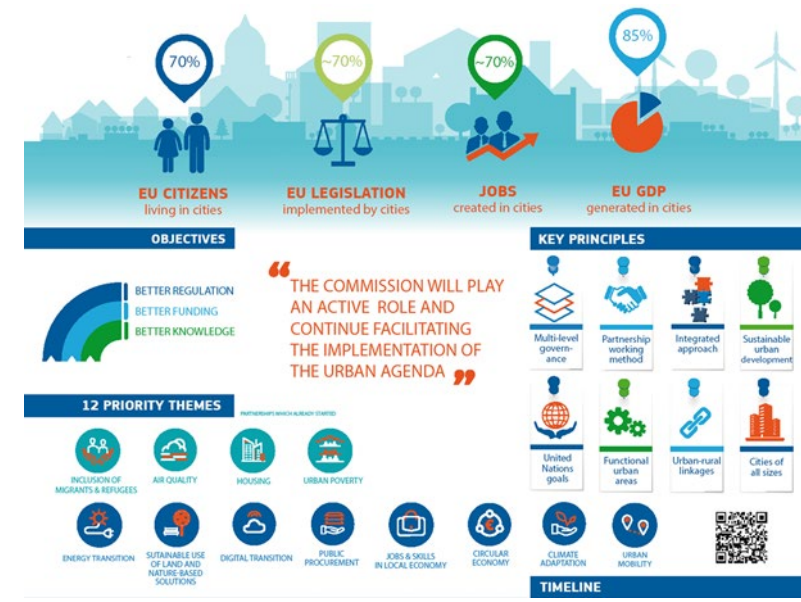
Main research questions

1) What are the **success criteria** for governance and strategic planning at FUA level

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

2) **How the EU could foster** more sustainable metropolitan development

- EU Urban Agenda
- Cohesion policy instruments: ERDF, ITI ...



SPIMA project

Stakeholder cities:

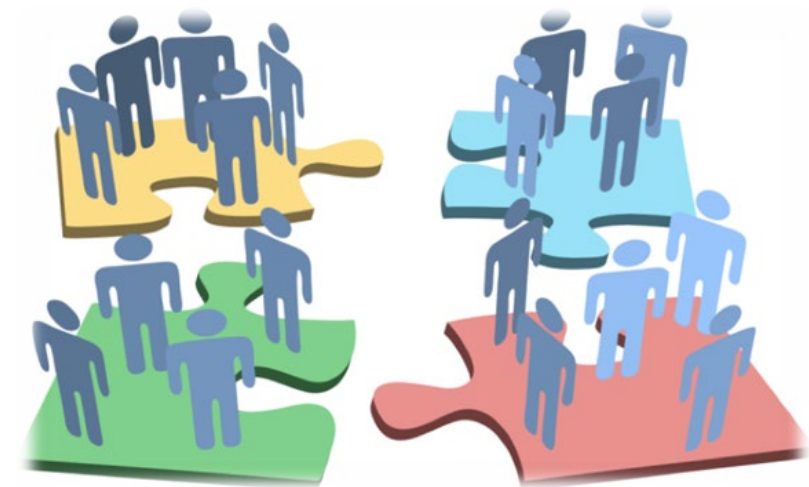
- Lille
- Vienna
- Lyon
- Turin
- Terrassa
- Oslo/Akershus (**lead**)
- Prague
- Brno
- Zurich
- Brussels

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)



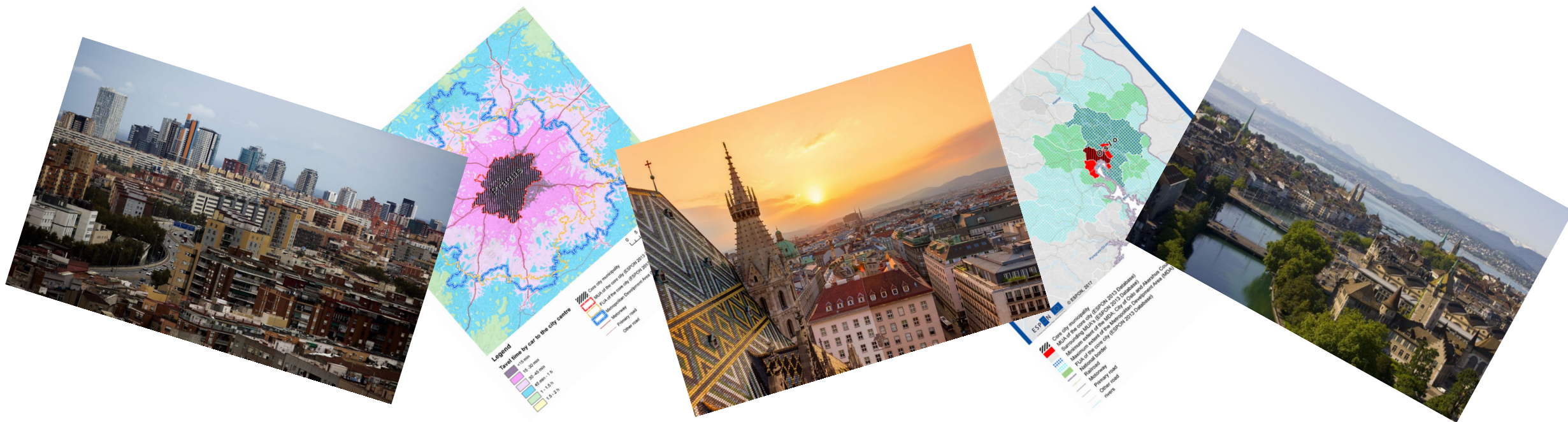
2

SPIMA research & Key findings

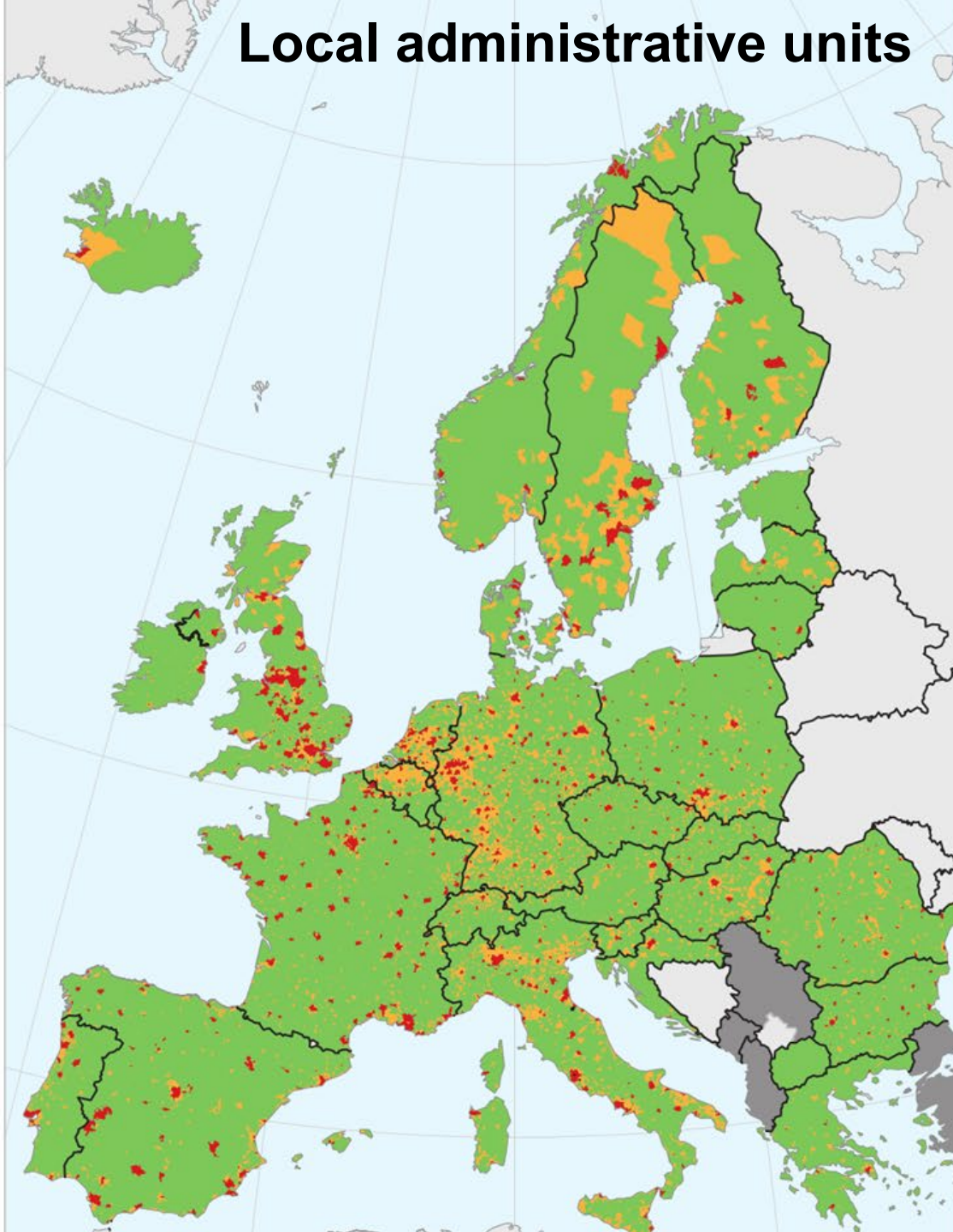


The issue: Metropolitan Development?

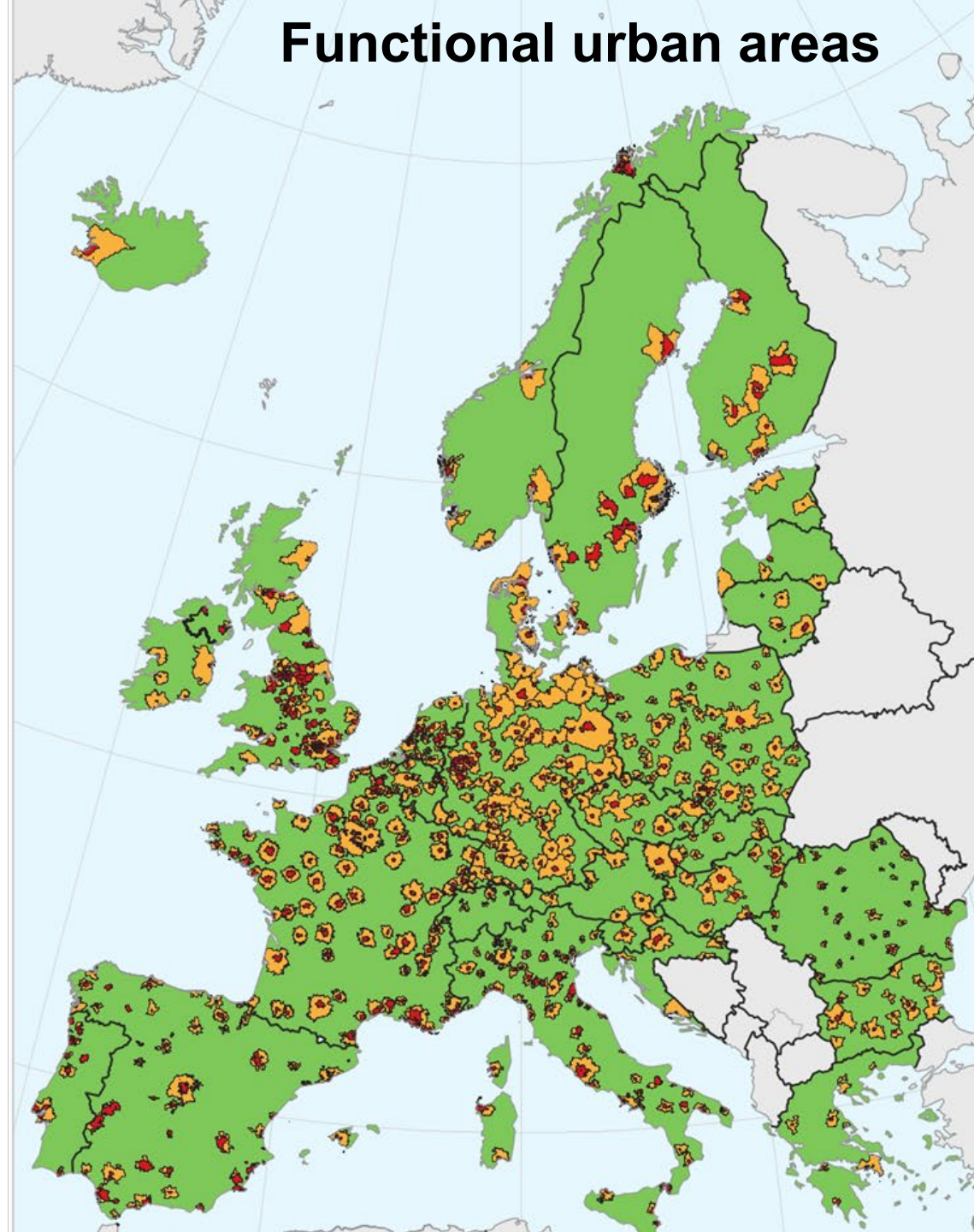
- Urban developments across administrative borders:
“De facto city” versus “De jure city”
- Traditional spatial planning fragmented across municipalities
- Lack of shared governance at metropolitan scale of planning



Local administrative units



Functional urban areas



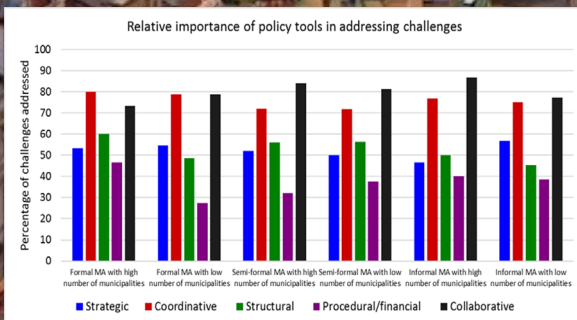
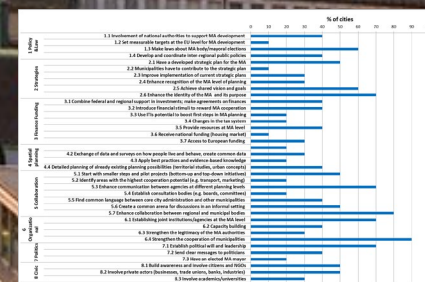
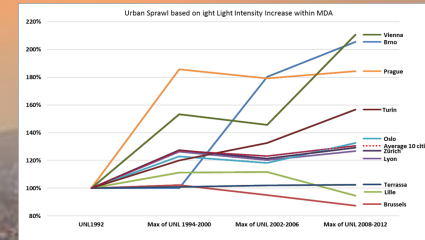
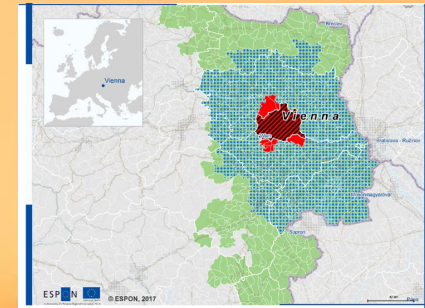
Key question

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.



Tailor-made approach to delineate metropolitan areas

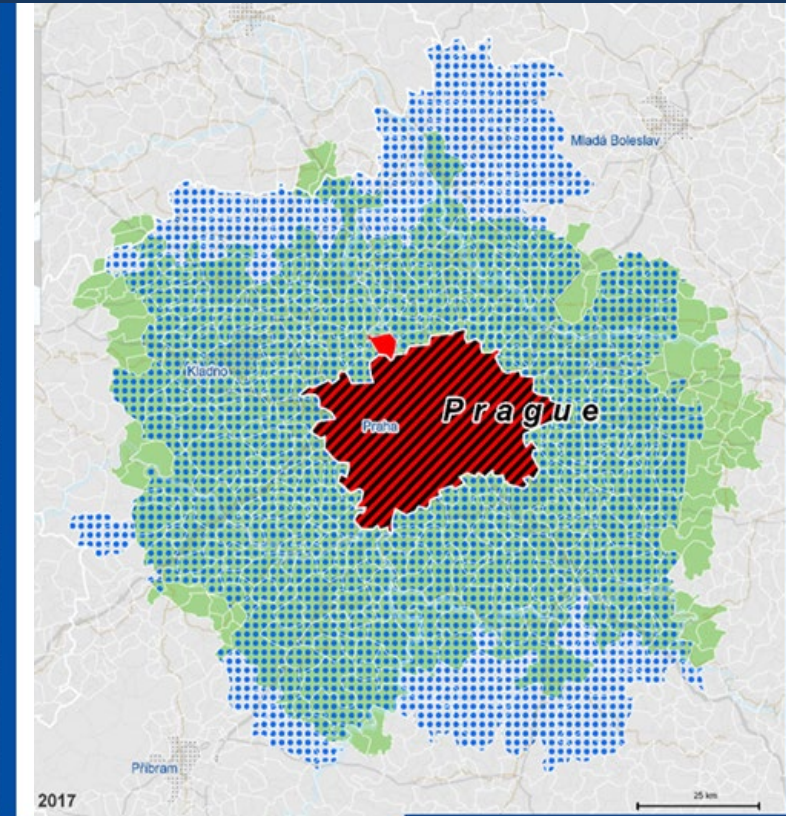
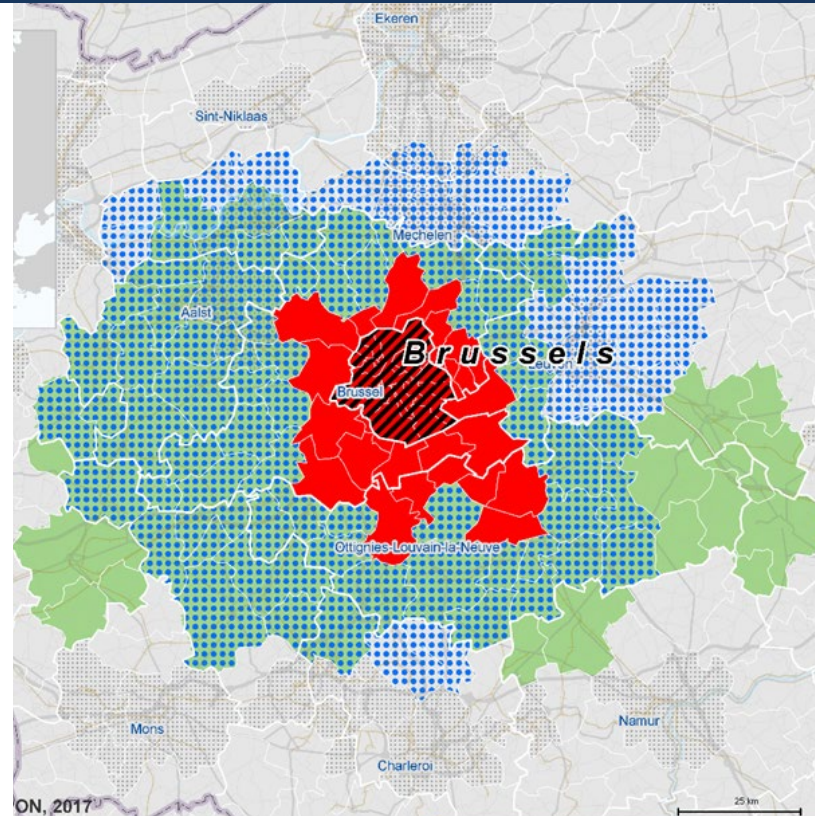
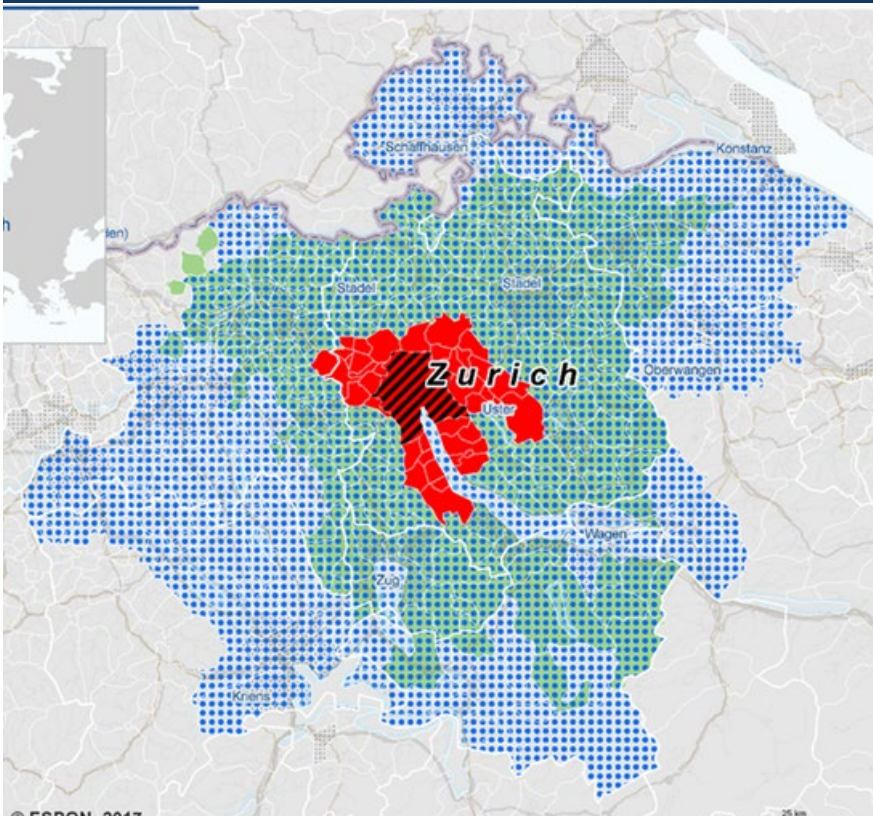
SPIMA Metropolitan Development Area (MDA)

MDA & FUAs

Larger than FUA

Similar to FUA

Similar to FUA



563 (Inter-cantonal)

135 (Inter-regional)

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.

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



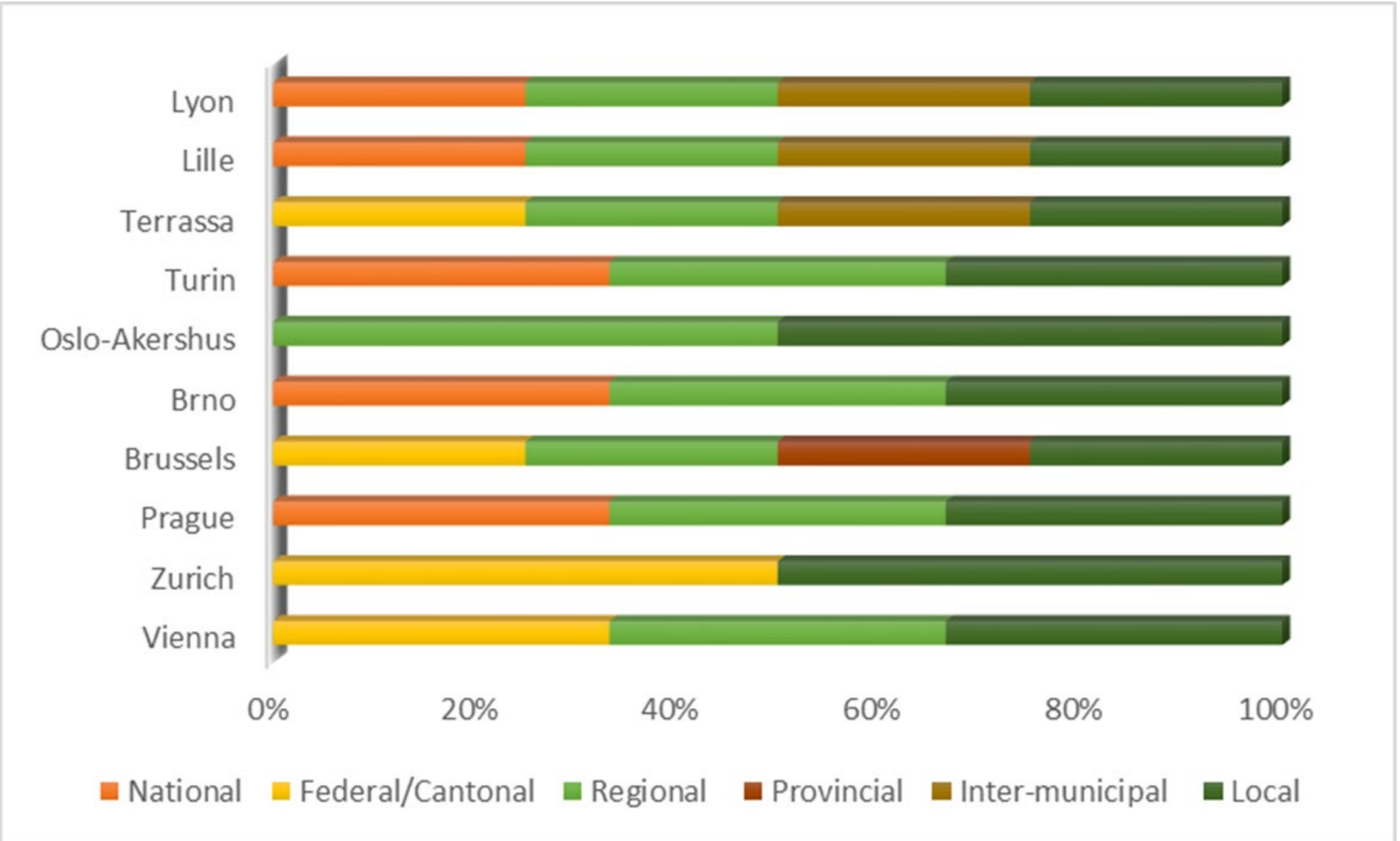
Formal, Informal or Semi-formal MAs?

- 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



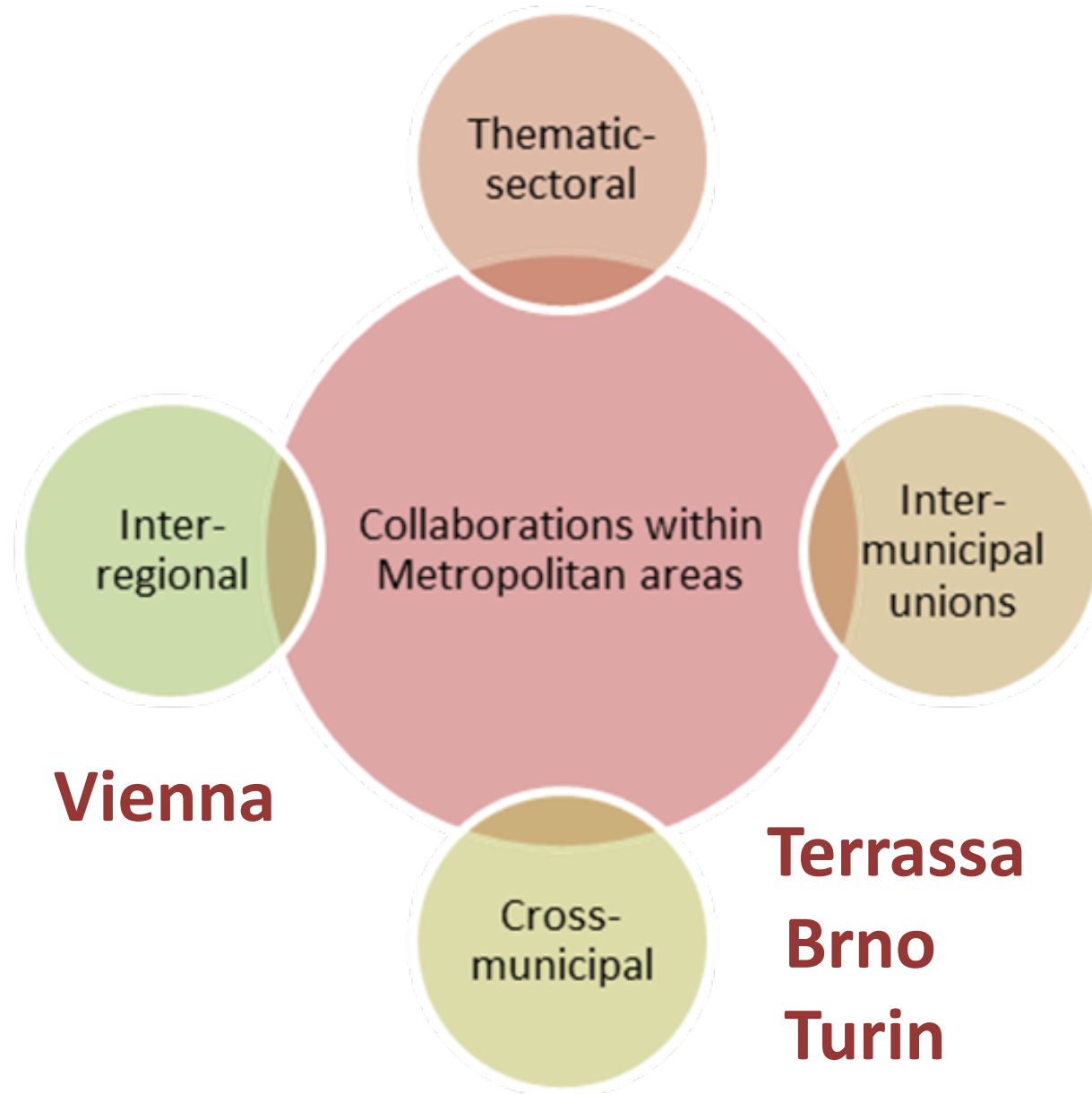
Governmental levels in MA planning





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

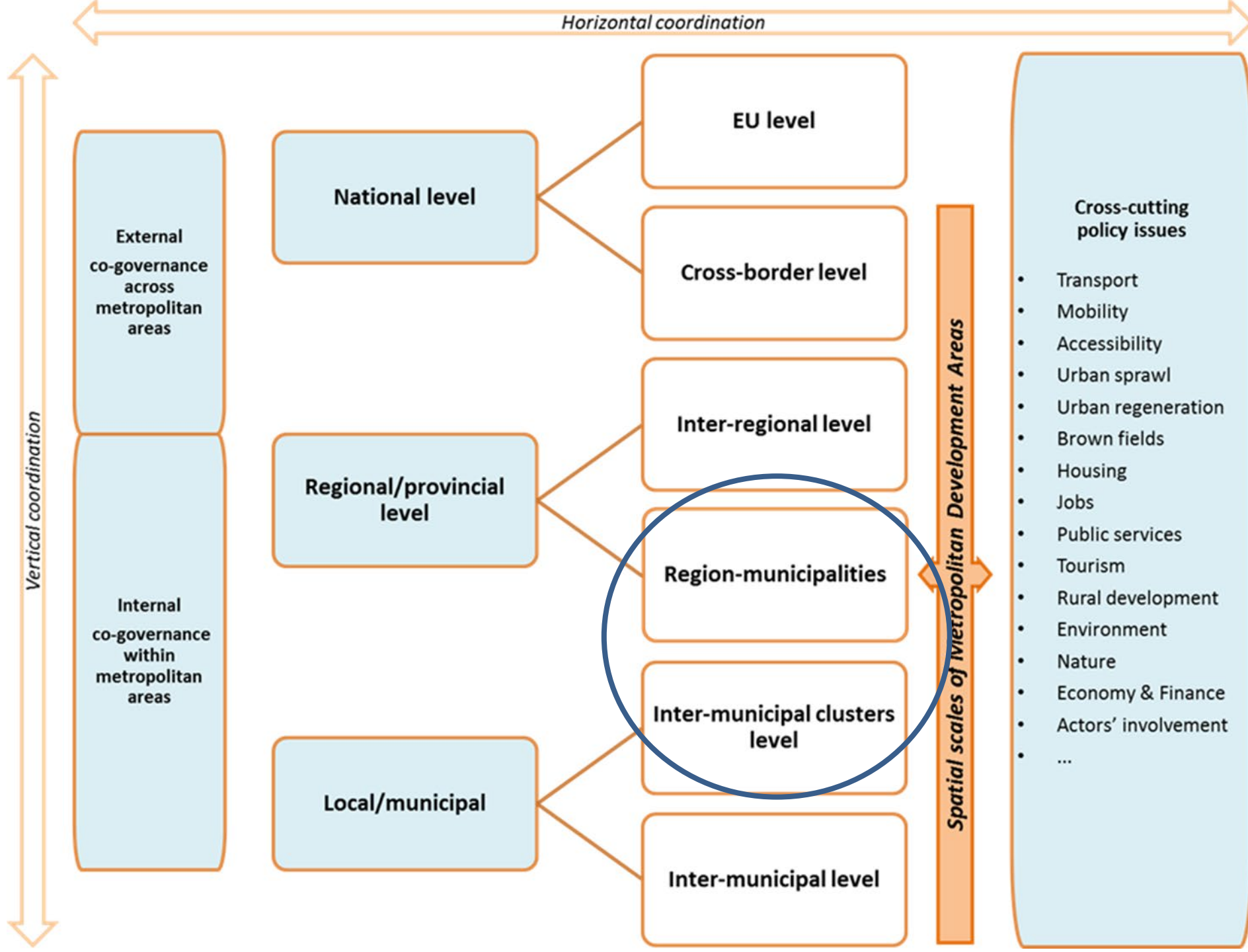
3

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:

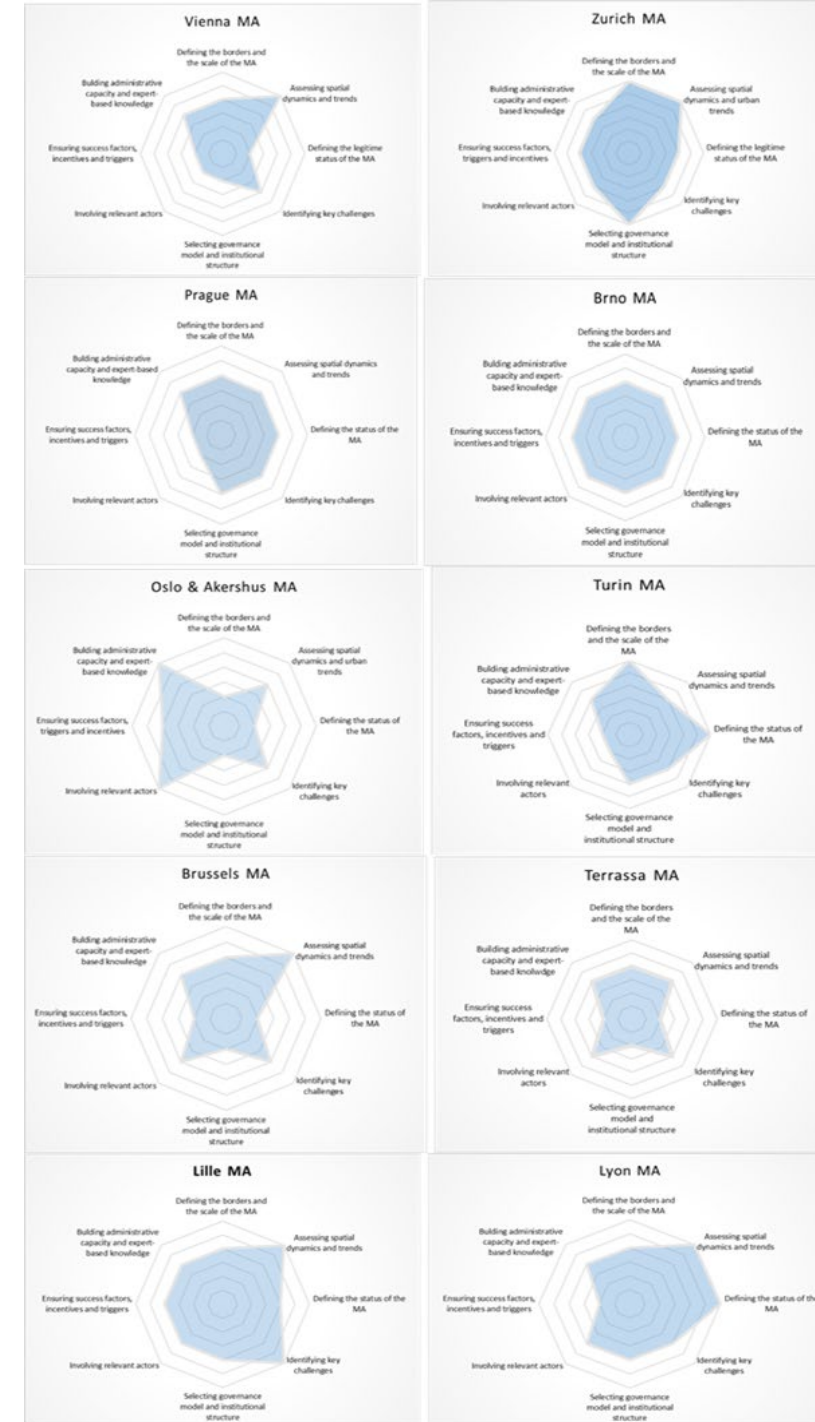
Eight “action areas” and
policy tools to support
planning and governance
of metropolitan areas





Current progress in MPA

- 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.



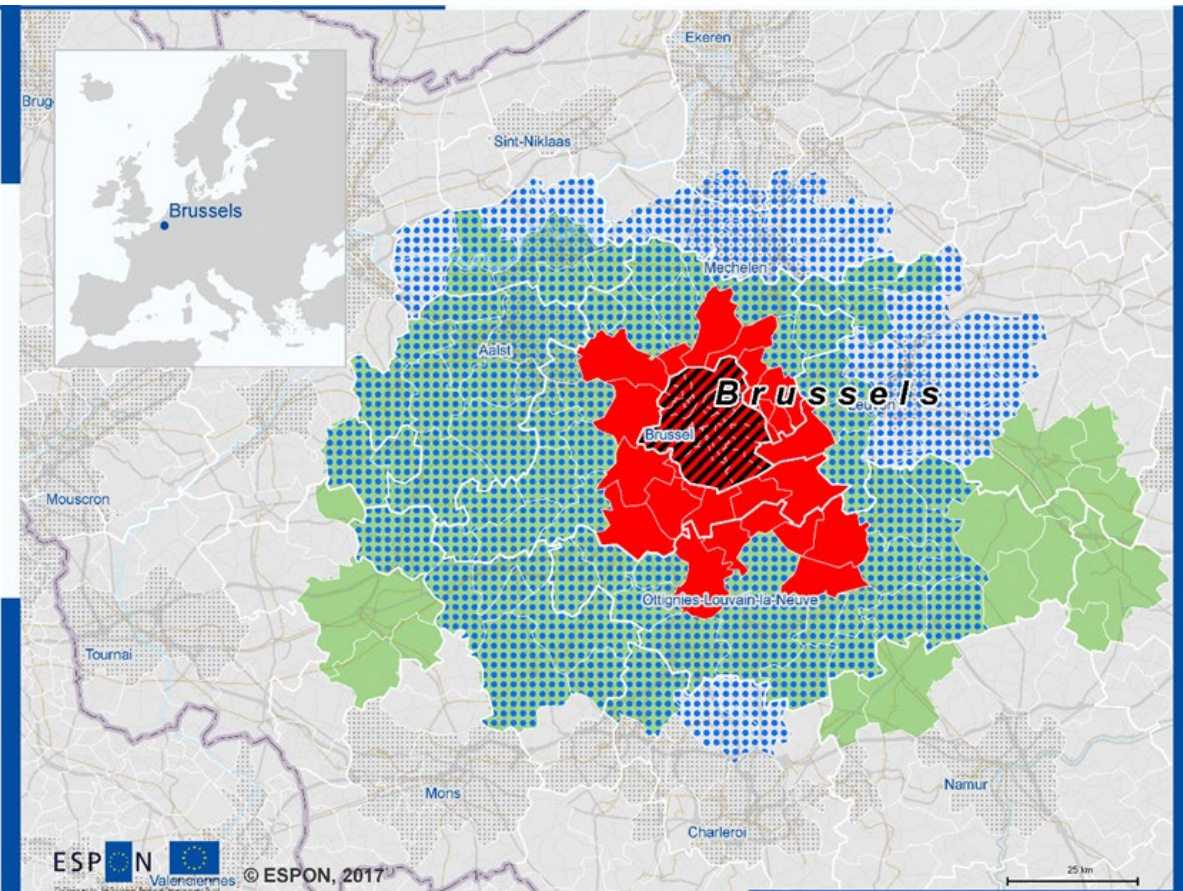
SPIMA in a nutshell

- **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.

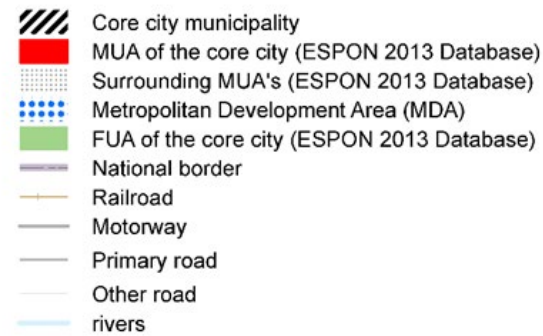
4

Recommendations for Brussels Metropolitan area

Brussels MA: inter-regional scale (three regions)



- **Core City** administrative area
- **MUA** (Morphological Urban Area)
= Dense urban space
- **FUA** (Functional Urban Area)
= Commuting area
- **MDA** (Metropolitan Development Area)
= spatial dynamics of 135 LAUs
- **Communauté Métropolitaine de Bruxelles**
= 111 municipalities (94 ZoneRER + 17)



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

Priorities, issues, opportunities and incentives

Strategic priorities

- **Sustainable urban development:** better services, environment and economic opportunities
- **Mobility** sustainability factor
- **Housing:** housing affordability

Challenges

- **Shared vision** to manage population growth and needs

Opportunities and incentives

- The 3 new regional strategic plans
- European funds

Strategic priorities

- Sustainable Development
- Development of new housing areas and affordable housing
- Development of facilities in an user-friendly sustainable and attractive environment
- Development of sectors and services for stimulating jobs, economy and education
- Improving mobility as a sustainability factor for urban development.

Emergent problems

- Rapid population growth
- Migration to suburbs
- Deprived communities in inner city
- Increase in foreign immigrants
- Insufficient housing (affordable)
- Unbalanced job market
- Air pollution and waste management
- Reduced traffic efficiency
- Insufficient accessibility to suburbs
- Sprawl and inefficient land use
- Market stagnation and unemployment
- Need for political consensus
- Lingual discrepancies among communities

Opportunities

- Attractive European capital
- Culture and identity
- Education: schools and universities
- Research and innovation infrastructure
- Favourable businesses environment
- Current bottom-up networks to build upon
- Strategic position of the core urban area

Incentives

- New framework regulation for inter-regional-metropolitan collaboration
- BCR regional authority is proactive towards MA planning approach and collaboration
- Regional Strategic plan
- Availability of knowledge and expertise
- Access to European institutions and funds
- Participation in European networks
- Active involvement in European projects

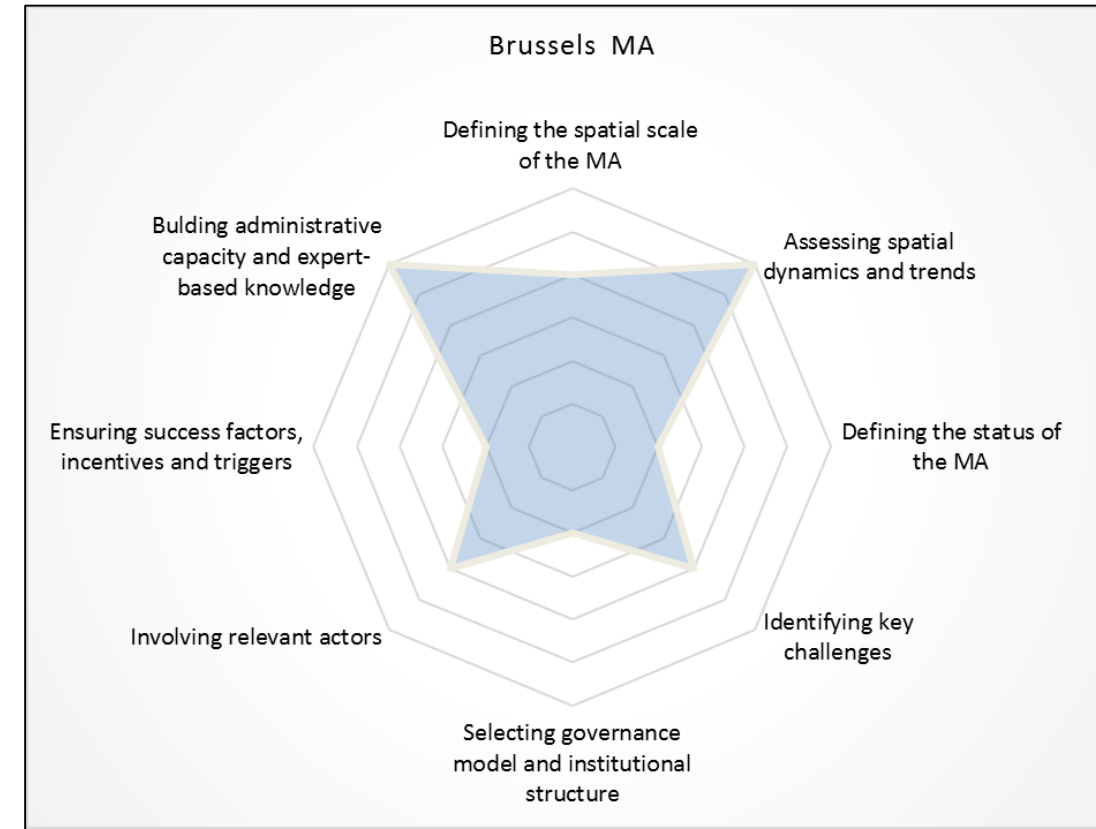
Analysis of Brussels Metropolitan Area

Recommendations

- Developing **shared governance** between regional and local authorities
- Further define the **MA status**
- Create pre-conditions for **long term collaboration** at inter-regional level:
 - *Bottom up initiatives to create common benefits*
 - *Gaining political commitment*
 - *Enhancing the role of strategic planning*

Policy tools

- Fostering cooperation: 3 Regions
- Clear **coordination** process
- Developing inter-regional institutional framework for MPA



Workshop discussions

Applying the SPIMA guidelines

2 parallele discussies:

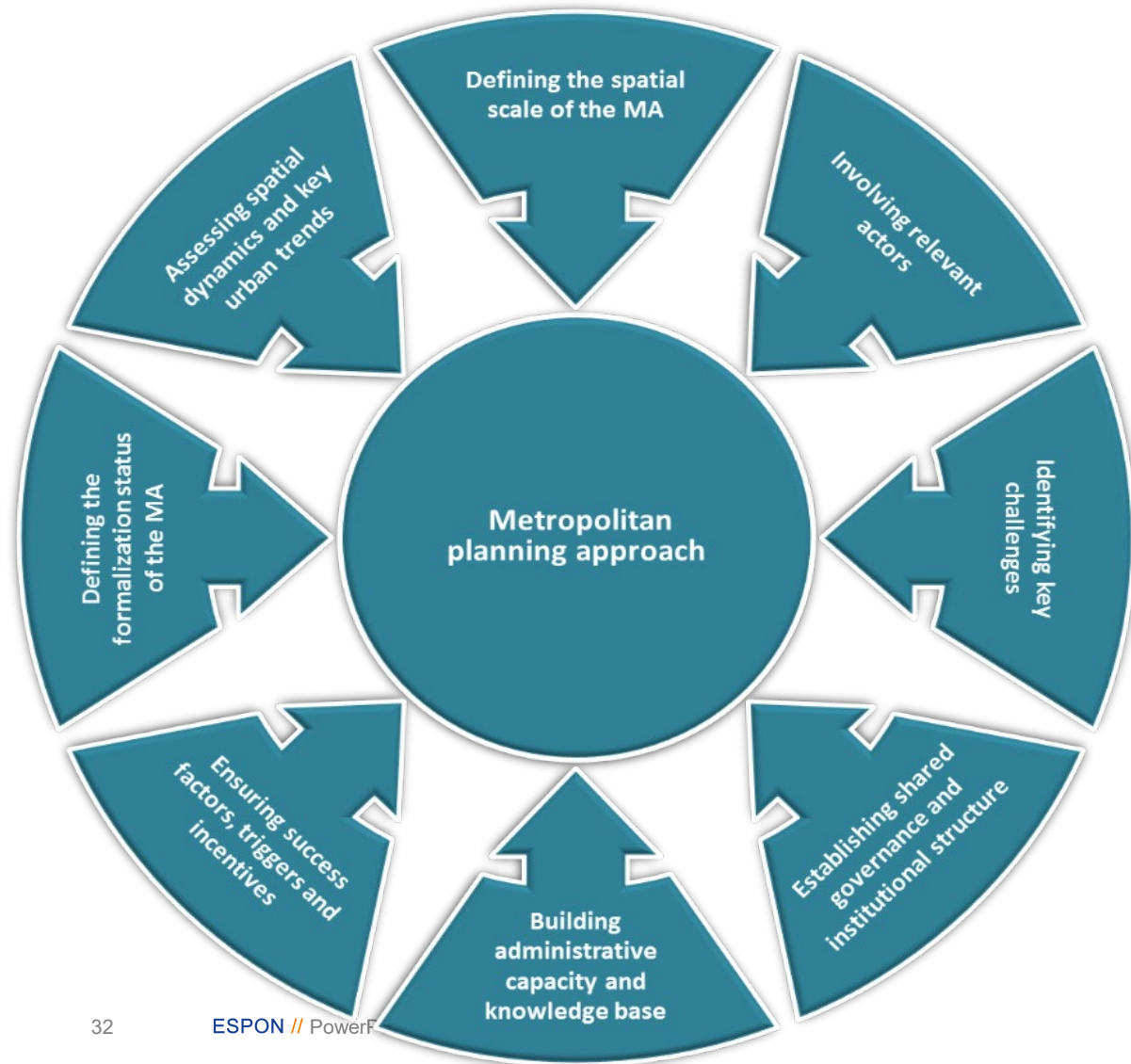
Vraag: Hoe kan de planning en het bestuur van het grootstedelijk gebied van Brussel verbeterd worden?

a) UITDAGINGEN bij het plannen van het grootstedelijk gebied

Moderator: Jan Zaman, Departement Omgeving
Bruno Bianchet, ESPON Belgian Contact Point

b) GOVERNANCE van het grootstedelijk gebied:

Moderator: Alfredo Corbalan,
perspective.brussels , Anneloes Van Noordt,
Departement Omgeving



SPIMA Report and Guidelines

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

Thank you / Merci / Dank u

Vanya SIMEONOVA

Wageningen University and Research

vanya.simeonova@wur.nl

Alfredo CORBALAN, Expert EU, international and interregional Affairs
perspective.brussels- Brussels Planning Agency

acorbalan@perspective.brussels