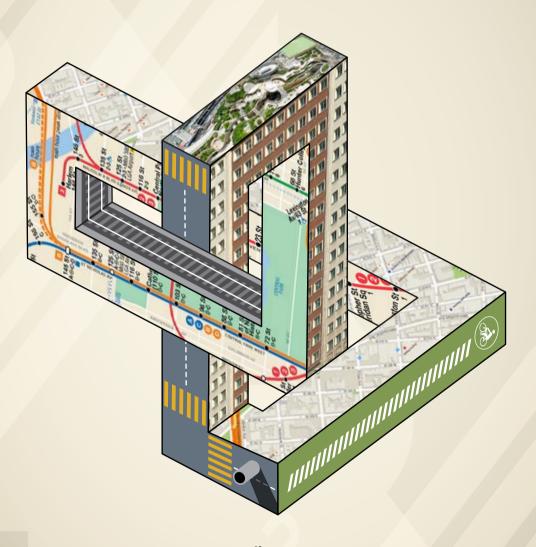
Steering the Metropolis

Metropolitan Governance for Sustainable Urban Development



Editors

David Gómez-Álvarez • Eduardo López-Moreno • Robin Rajack







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Overview

The publication proposed here provides state of the art scholarship on integrated approaches to metropolitan governance. The goal is to provide a variety of examples about the leading edge of effective metropolitan governance from a broad range of geographic, cross- disciplinary and thematic perspectives. A select group of scholars and experts examine current models of metropolitan governance as well as administrative challenges and opportunities to achieve sustainable urban development. These examples carry different forms of innovation in areas such as planning, finance, housing, services and citizen participation.

Rationale

In the last fifty years, migration, demographic changes and the transformation of land from rural to urban have provoked unprecedented rapid and expansive urbanization in different regions of the world, particularly in the Global South. In other regions from the Global North cities tend to shrink or stabilize in their populations having different governance challenges. Increasingly metropolitan in character, urban expansion – and in some cases contraction – has brought to the fore a multiplicity of issues and diverse populations at the intersection of different levels of governance. The spatial, legal, political, and social complexities of this phenomenon make effective metropolitan governance one of the most pressing challenges of our time in the search of sustainability.

Today, it is difficult to find a city of more than 500,000 inhabitants that is made only of one municipality. UN-Habitat analysis shows that nearly half of cities in the world of this size are made of 3, 5 or more local jurisdictions. Many of these cities have become the facto metropolitan areas.

The development of metropolitan areas or regions in the world is rarely accompanied by adequate normative frameworks and planning mechanisms for sustainable urban development. And even less by budgetary structures and procedures. Therefore urbanization processes have generally been managed in a context of insufficient normative and technical capacities, and influenced by market pressures and speculative factors that have resulted in territorial dispersion and fragmentation, land deprivation and inefficient land uses that affect environmental sustainability. In recent years, new spatial configurations have emerged: mega-regions, urban corridors and city regions, which reflect the merging links between city growth and new patterns of economic activity. These regional systems are creating a new urban hierarchy and the scope, range and complexity of issues involved require innovative mechanisms for urban and metropolitan management and governance (UN-Habitat, State of the World's Cities 2010). The World Bank has identified three main issues that these configurations face, namely:

a) Coordination, in order to articulate cities to regions and sub-regions in a process that calls for metropolitan and regional planning;

- b) Dispersion of specific functions (i.e. solid waste treatment, airports, etc.) within a continuous region to avoid concentration in one city, requiring more than only supra-municipal coordination;
- c) Management, to cope with horizontal fiscal disparities and to design mechanisms to transfer fiscal resources among municipalities in a metropolis or region.

The growth of metropolitan regions has often been inadequately coordinated: lacking connectivity, an efficient spatial structure and provision of adequate services, infrastructure and public goods, including transportation systems. Some of the most pressing challenges confronting metropolitan regions include uneven economic development, social and economic inequalities, environmental degradation, inefficient service provision and mobility systems, crime and violence and housing deficits.

On the other hand, metropolitan regions are also key sites of institutional and economic innovation, offering opportunities for urban sustainable development. Different governments and actors are devising models and institutions for metropolitan coordination, significantly enhancing prosperity and revamping metropolitan regions, as demonstrated by a growing array of positive international experiences in institutional design for metropolitan governance. However, these positives responses are not commensurate with the number, scale and volume of metropolitan challenges and opportunities in the Latin American context and in other parts of the world.

Objective

As part of our mission in deepening understanding of the terms and the contexts of this phenomenon, we propose to produce a major volume of essays entitled *Steering the Metropolis: Metropolitan Governance for Sustainable Urban Development.* This volume comes at an important conjuncture in which metropolitan regions world-wide are increasingly taking a central role, both as the site and the nexus of processes that define contemporary urban life. It is also very timely considering the current global discussion on the new urban agenda associated to Habitat III (2016) and the recent adoption of the 2030 Development Agenda that has a standalone goal on cities (Goal 11). We consider this an opportunity to help define, shape, and discuss solutions to the increasingly critical reality of metropolitan governance. This is particularly important in Latin America, where more than 70% of the population is concentrated in metropolitan regions, making of this subject a priority in the agenda of both the central government and in many local and intermediate governments.

The objectives of the volume Steering the Metropolis: Metropolitan Governance for Sustainable Urban Development are:

1. To examine current approaches of metropolitan governance in different regions towards an in depth study of this concept and its applicability.

- 2. To encourage interdisciplinary dialogue among scholars, experts, and practitioners working on the development of urban and regional planning, and the legal and political frameworks for metropolitan governance.
- 3. To distinguish metropolitan governance challenges and opportunities in light of different case studies and institutional experiences.
- To frame our understanding of metropolitan governance within a mosaic of themes such as planning, finance, citizen participation, economic competitiveness, and of scales, including municipal, regional, national and global contexts.
- 5. To discuss metropolitan governance issues in the light of current changes in the international development arena and the consequent repositioning of urban aspects at the forefront of this agenda.
- 6. To discuss from a policy perspective possible options and modalities of metropolitan governance as a way to achieve sustainable urban development.

Description

This volume aims to gather together papers from experts on metropolitan governance with a focus on theoretical and practical aspects, as well as case studies that document concrete experiences of best practices and obstacles in the topic. The publication seeks to contribute to the multi-dimensional perspective required for thinking and addressing challenges of metropolitan governance issues. Hence the volume will be targeted to reach and serve as a guide for a broad audience, including practitioners, public officials, scholars and civil organizations. It will also offer important conceptual and practical insights for other regions and countries in the world facing similar challenges.

The volume will include a foreword; an introduction, three structuring sections and conclusions:

Foreword

Brief opening remarks section setting the breadth and tone of the volume, it links the three sections around the potentials and challenges for metropolitan governance with an international perspective.

Introduction

The introduction establishes the justification, goals and the organization of the publication. It will establish the volume's contribution within the topic including how it responds to developments in the last decade.

Section I. Theoretical approaches to metropolitan governance

The first section includes papers providing theoretical debates and conceptual contributions to Metropolitan Governance. Chapters may focus in models, institutions or systems.

Section II. Sectorial and thematic perspectives in metropolitan governance

The second section has a sectorial focus exploring specific challenges and opportunities in management and organization of the Metropolis.

Section III. Lessons and good practices in metropolitan governance

The third section presents case-based analyses of lessons and good practices in building effective governance practices and institutions.

Conclusions

The concluding section reflects on key approaches, transformations and lessons included in the volume emphasizing promising lines of research and policy outcomes towards the project of achieving sustainable urban development. This section will address how effective metropolitan governance contributes to the realization of the 2030 Development Agenda and specifically Goal 11 concerned with making cities inclusive, safe, resilient and sustainable. It will provide a bridge between introduction and conclusions around how governance can address sustainability challenges.

Editors



David Gómez-Álvarez

Visiting scholar at MIT and Executive Director of Transversal Think Tank

He is currently visiting scholar at the Massachusetts Institute of Technology (MIT). He holds a PhD in Public Administration from New York University (NYU) and a MSc in Public Policy from the

London School of Economics (LSE). He has been consultant for UNDP, UN Habitat and the World Bank. He is author of the book Education in Federalism: Decentralization of Educational Policy in Mexico, and editor of Institutional Capacities of Local Governments in Mexico, among other publications. He has hold high level positions in the public sector and has actively participated in civil society organizations and civic initiatives in his country. He is Executive President of Transversal Think Tank.



Eduardo López-Moreno

Director of research and capacity development UN-Habitat

Is the Director of Research and Capacity Development at UN-HABITAT, the United Nations Human Settlements Programme headquartered in Nairobi, Kenya. He has over 25 years of academic and professio-

nal experience in housing and urban development policies, institutional analysis, global monitoring, and equity and urban poverty issues. His qualifications include a Ph.D. in urban geography, and a master degree in Urban Sociology from the University of Paris III- Sorbonne in France. He has an extensive number of publications: five books on topics related to social housing, land policies, equity and urban development. Dr. López Moreno is the Task Manager and principal author of UN-Habitat State of the World's Cities Report.



Robin Rajack

Lead specialist for housing and urban development

Is currently Lead Specialist for housing and urban development at the Inter-American Development Bank (IADB) in Washington DC. Earlier he spent more than a decade at the World Bank headquarters working

on land, housing and urban development through a variety of operations, research and technical assistance programs in multiple world regions. He is a former founding director and full time manager at the Land Settlement Agency in the Government of Trinidad y Tobago where he helped to design and implement policy, legislation and programs to address informal settlement between 1997 and 2003. He holds a Doctorate and Master in Land Economics from the University of Cambridge.

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4. Section I: Theoretical approaches to metropolitan governance

(Papers in this section are: 6,000-6,500 words)

4.1 Why metropolitan governance matters and how to achieve functioning metropolitan governance structures (SUBMITTED)

Rudiger Ahrend, (Head of Regional Economics and Governance-Public Governance and Territorial Development Directorate OECD).

This chapter discusses the governance of large urban agglomeration. It shows why metropolitan governance matters and argues that especially co-ordination between municipal governments in metropolitan areas is often insufficient given the close functional relations between their territories. It highlights the fields of transport and land-use planning as two policy areas that have to be co-ordinated with each other, but also across different municipal governments and higher levels of governments. The chapter proceeds by describing solutions that have been implemented around the world to overcome the problem of co-ordinating policies in large urban agglomerations. It concludes by providing pathways for successful reforms to improve metropolitan governance.

4.2 Institutions for metropolitan governance (CONFIRMED)

Eugénie L. Birch, (Co-Director of Penn Institute of Urban Research and President of the General Assembly of partners of the world urban campaign).

4.3 Metropolitan governance "The new normal" for improved quality of life (SUBMITTED)

Mats Andersson, (Specialist in metropolitan development and governance/ Consultant WB, ADB, GIZ and USAID).

With continued urbanization around the world, and settlements becoming more interdependent, metropolitan areas are becoming "The New Normal." This paper highlights common issues creating a need for cooperation among local governments, and what the benefits of joint initiatives in a metropolitan area can be. Approaches are described for how to define an appropriate boundary of a metropolitan area. Metropolitan governance

arrangements that are applied around the world are then classified, and described with their advantages and disadvantages. The paper concludes by outlining key factors that contribute to effective metropolitan governance.

4.4 Dilemmas of metropolitan governance: Multilevel government, Network governance and co-production of policies (SUBMITTED)

Joan Subirats, (Professor of government and public administration, Autonomous University of Barcelona).

The major transformations involving social and technological changes as well as reformulations of government systems, intensely affect expanding metropolitan areas. As Peter Hall has argued, economic, cultural and informational globalization, seemingly "flattens" the world. Yet at the same time causes the emergence of particular configurations, such as large cities and metropolitan areas, concentrating resources, opportunities and also new problems. This chapter will seek to respond to the challenges these transformations pose in terms of governance structures emphasizing an horizontal logic that underlies shared and distributed knowledge, and network governance linking different actors by common interests and relationships in contemporary metropolises towards schemes of co – production and development of public policy.

4.5 The political economy the metropolis: Connecting rule and share (CONFIRMED)

Marco Kamiya and Pedro Ortiz, Kamiya (Senior expert on urban economy-CAF) Ortiz (Senior urban planner-WB)

Metropolis is an unprecedented phenomenon of global transformation. There is still not a Discipline of Practice to deal with this challenge. Areas of knowledge such as metropolitan finance, supply chains, transport integration, land management, and infrastructure provision are still exploratory fields of knowledge. National governments need to focus and adapt the new political economy that metropolis demand.

This paper defines and analyzes the complexity of Metropolitan structures; it defines what is different today in a world of metropolises, the connectivity and production links that integrate them. It looks at metropolitan political management and governance as the framework for economics, planning and financing, both in formal and informal contexts, and it discusses this new approach in relation with states and cities at international and national level. Finally, it examines the implications of metropolis with multilateral actors (development banks and other multilaterals) and with the Sustainable Development Goals.

4.6 Metropolitan disciplines (CONFIRMED)

Gabriel Lanfranchi and **Antonella Contin**, Lanfranchi (Director of the Cities Programme at CIPPEC and consultant for the IDB) Contin (Assistant professor Department of Architecture and Urban Studies-Politecnico di Milano).

4.7 Collaborative governance: A management tool to improve the sustainability of development in metropolitan regions (SUBMITTED) John Abbot and Brian Roberts (Emeritus professor and international urban management expert).

Collaborative governance is a core issue impeding the sustainable development of metropolitan regions. t, would look at the formal and informal vertical and horizontal systems used in the management of cities, and the need for a change from hierarchical to network decision-making, the broadening of inclusiveness and transparency in the planning and operations of metropolitan regions. I thought it would be better to focus on one area of governance rather than trying to many issues related to sustainable development, as the political systems of governance are vastly different from metropolises around the world.

5. Section II: Sectorial and thematic perspectives in metropolitan governance

(Papers in this section are: 5,000-5,500 words)

5.1 Metropolitan governance and urban economy (SUBMITTED)
Michael Cohen (Professor at Milano School of International Affairs,
Management and urban policy, the new school for social research).

The study of metropolitan governance has normally focused on the challenges of managing multiple jurisdictions within a broader urban institutional framework which can address issues such as spillover and cross-jurisdictional problems. Much of this literature and the policy debates on metropolitan government have ignored the need for effective management of the urban economy at the metropolitan and regional scale. This is surprising because the revenue base of municipalities depends on buoyancy of municipal revenue. Too often urban economic management has focused on firms and sectors from the lens of competitiveness rather than from a broader understanding of urban productivity. A broader understanding of productivity would necessarily involve assessments of the impact of the metropolitan economy on urban form, the urban environment, and sustainable development.

5.2 Metropolitan governance for housing sustainability (SUBMITTED)

Peter Ward (Professor of public pffairs at the University of Texas Austin).

Taking the nexus between federal (central) government and local government policymaking and implementation together with effective public participation as a basic premise, the chapter will focus upon the housing sustainability challenges facing local government as national policy emphases shift away from mass peri- urban social interest housing estates towards a "back to the city" movement of reinvestment in the existing housing stock and urban infrastructure. Rather than extending urban development ever

outwards, the primary future challenge for metropolitan (housing) governance will be to regenerate inner- and intra-city urban infrastructure in order to: facilitate housing rehabilitation of consolidated low income neighborhoods; increase population density and effective land use; promote new affordable housing opportunities for rent and ownership; reduce neighborhood insecurity and anti-social behaviors; and to propitiate environmental, social and physically sustainable housing and neighborhood living. Drawing upon the findings of a recent none-country study of older (thirty to forty year old) consolidated low income settlements, the paper identifies four primary arenas of new metropolitan housing policy and governance it is hoped will form part of the third bi-decennial UN-Habitat congress agenda in Quito in 2016 in order to achieve equitable and sustainable housing and community rehabilitation.

5.3 Metropolitan governance for land regulation (Author TBD)

- 5.4 Metropolitan finances and fiscal framework (CONFIRMED)Paul Smoke (Professor of Public Finance and Planning-NYU Wagner).
- 5.5 Measuring and monitoring metropolitan governance (SUBMITTED) Patricia McCarney and Eduardo López Moreno McCarney (President of World Council on City Data) Lopez (Director of research and capacity developent-UN Habitat).

With rapid urban growth, there is an unprecedented pressure on local governments to provide services and infrastructure in a context of high visibility and rising demands for accountability and transparency. These complex challenges are driving demand for a more comprehensive knowledge of city performance to inform decision-making and lead to new and innovative processes. Standardized, globally comparable data is a prerequisite for effective measuring and monitoring and can make a key contribution to municipal governance. The measuring and monitoring of municipal governance is often hampered by data that tends to be scarce and uneven, using different methodologies and definitions that prevent meaningful comparisons. ISO 37120 represents a critical paradigm shift when it comes to city data, creating standardized indicators that address the frequent limitations of municipal data. With standardized indicators, cities and citizens can assess municipal performance, measure progress over time, and draw comparative lessons from other cities locally and globally. Data on government services can give residents a better understanding of city management and performance, enabling citizen participation in governance that can be instrumental in orienting policy-making towards community needs. Standardized indicators can therefore contribute to more effective governance and delivery of services, and help to guide policy, planning and management across multiple sectors and stakeholders.

5.6 Climate governance in metro regions (CONFIRMED)

Andres Luque-Ayala and **Harriet Bulkeley** Ayala (-INCUT- International Network on Urban Low Carbon Transitions Department of Geography, Durham University, United Kingdom), Bulkeley (Is professor in Department of geography at Durham University).

This article reviews emerging approaches to climate change governance in cities and metropolitan regions. Targeting both climate mitigation and adaptation practices, it argues that that governing climate change is fundamentally an urban issue. Climate change affects metropolitan regions not simply as a recent bio-physical climatic condition but as a set of historically produced (social and political) vulnerabilities. Whilst climate change in the city is both unevenly produced and has a set of uneven manifestations, the urban operates as a privileged site for imagining and developing climate solutions. The article examines three types of urban responses to climate change (networks, partnerships, and innovation and experimentation), and concludes with a reflection around why and how metropolitan climate responses are a matter of climate justice: enabling and developing urban policies and innovations in this realm that more adequately address issues of social and environmental justice is one of the key challenges of the emerging metropolitan climate governance.

5.7 Metropolitan Governance for Sustainable Mobility (Author Pending)

6. Section III: Lessons and good practices in metropolitan governance (Papers in this section are: 4,000-4,500 words)

Americas

6.1 Profiling the metropolises: Heterogeneity and why it matters (CONFIRMED)

Robin Rajack, Gabriel Lanfranchi and Huascar Eguino, Rajack (Lead Specialist for housing and urban development) Lanfranchi (Director of the Cities Programme at CIPPEC and consultant for the IDB) Eguino (Specialist in urban development IDB).

Governing the metropolis embodies some of our greatest societal challenges – cooperation, coordination, financial mobilization and prioritization, strategic planning and redistribution. In Latin America and the Caribbean, these all occur in a dynamic political economy environment characterized by rapid decentralization and democratization. But how do these challenges and their solutions differ if the metropolis is made up of 15 municipalities rather than 3? Which sectoral agendas matter more if the spatial extent of the metropolis is 25km2 in one case but 75km2 in another? Is coordination more or less difficult, when transfer dependence from higher levels of government is high? This paper reports on the diversity of metropolises in

Latin America and the Caribbean according to demographic, spatial, fiscal, economic, institutional, and quality of life indicators. Its intention is to stimulate a discussion of the heterogeneity that characterizes metropolises of the region and to explore the potential usefulness of alternative classification criteria.

6.2 Bogotá: Cities system and territorial organization (SUBMITTED)

Jorge Iván González and Cárlos Córdoba, Gonzalez (National University of Colombia), Córdoba (Executive Director of the Special Administrative and Planning Region - RAPE Central Region).

The chapter presents the conflict between two models of territorial organization in Colombia. One, emphasizes a city-system and the other seeks to strengthen the departments. There are several conflicts posed by the tensions between these two approaches and the country has not produced mechanisms capable to reconcile them. The criterion for judging the strength and efficiency of each alternative are the principles of convergence and sustainability. The chapter discusses the notion of convergence based on social indicators (poverty, inequality, health, education ...) and production. It presents relatively successful cases (Medellin and surrounding municipalities, Bucaramanga and metropolitan area), and failed cases (Bogotá and surrounding municipalities, Cali and surrounding municipalities). The article concludes by showing that Colombia is in the path of consolidating metropolitancas areas and processes capable of articulating cities and regions. Bogota already took a first step with the creation of the RAPE (Administrative Region of Special Planning) integrated by Bogotá and the departments of Meta, Boyaca, Cundinamarca and Tolima.

6.3 Buenos Aires: Advancing metropolitan governance (SUBMITTED)

Francisca M. Rojas, (Urban development and housing specialist at the Inter-American Development Bank -IDB-).

The Buenos Aires Metropolitan Area (BAMA) is among the most populous and most productive urban areas in Latin America, concentrating 13.6 million people and generating nearly half of Argentina's GDP. It is also a highly fragmented metropolis, where its political-institutional structure assigns responsibilities for urban management and service delivery to the federal government, a state government, a capital city, and 31 municipalities. Existing metropolitan institutions currently deal with waste management, watershed restoration, and the wholesale distribution of produce. However, other critical areas that require coordination, like transportation and environmental management, have yet to be addressed. Traditionally, political differences between metropolitan decision-makers have been strong disincentives for coordinated action. But for the first time in decades, the 2015 election created a high level of political alignment between the federal government, authorities in the province of Buenos Aires and the capital city, and a third of the metropolitan mayors. Among the signs of renewed interest in metropolitan

governance is the establishment in early 2016 of a Metropolitan Cabinet, co-led by the governor of Buenos Aires province and the mayor of the city of Buenos Aires. Prior experience in Argentina indicates that in order for this coordinating body to be effective, it must quickly create a metropolitan action agenda that incorporates and reflects the interest of municipal leaders, and clearly defines key investment projects that have an explicitly metropolitan impact.

6.4 Guadalajara: Pathaway Towards Metropolitan Governance: A Tale of Reforms and Institutions (CONFIRMED)

David Gómez-Álvarez, Efren Osorio and **Karina Blanco.** Gomez-Alvarez (Executive President of Transversal Think Tank) Osorio (National consultant and projects coordinator of the UN-Habitat Programme Office in Jalisco) Blanco (Postgraduate student at the London School of Economics and Political Science).

As the emergence and consolidation of metropolitan areas all over the globe has brought with it several defiant issues with political, social, environmental, urban and legal implications, the achievement of effective metropolitan governance has become one of the most pressing challenges of our time. In this context, the absence of institutional scaffoldings and legal frameworks at metropolitan scale, happens to be a common problematic faced by the great majority of metropolis, especially in those located in Latin America. Mexico's metropolitan development is not exempt to this. As the political constitution of this country does not recognize metropolis as an administrative unit and a governmental level, there is no institutional framework doomed to their legislation. Therefore, the impossibility of their legal recognition, as well as the lack of institutional scaffoldings for their management, are some of the systemic problems to attend the metropolitan phenomenon in this country. In the case of the Metropolitan Area of Guadalajara (MAG), both territorial and institutional fragmentation across this metropolis derived in the prevalence of a municipal administrative logic above the metropolitan approach since the first stages towards its consolidation. However, since 2011 the MAG has been moving forward in the consolidation of a robust metropolitan governance structure, through the creation of three main governance entities that represent both government and civil society. Such entities are: the Metropolitan Coordination Committee; the Metropolitan Planning Institute; and the Citizen Metropolitan Council. As a result of this new institutional architecture at the metropolitan level, the first metropolitan-scale planning instrument has been recently developed, aiming to achieve an effective coordination across the metropolis, as well as an accurate territorial planning strategy. This chapter will offer a glance at Guadalajara's evolution as a metropolitan area, from a time of institutional anarchy towards today's consolidation of a robust metropolitan governance structure.

6.5 México City: Challenges and potential for metropolitan coordination (SUBMITTED)

Alfonso Iracheta, (Urban and Environmental Studies Coordinator-Colegio Mexiquense).

Today more than 60% of Mexicans live in large metropolitan areas generating over 70% of the GDP. These areas are understood as economic, social and environmental units, which require an integrated, participatory and longterm planning and organization. However, the withdrawal of the (Mexican) state in driving the process of urbanization since three decades ago, eroded the institutions responsible for the planning, management and governance of the metropolis. Currently, the metropolitan problems multiplied and deepened to the extent of jeopardizing the security, governance, productivity and sustainability of the country. This raises the urgency for Mexicans to undertake urban reform positioning the metropolitan phenomenon at the center. This should include the major themes of socio-spatial development: right to the city; a territorial vision in planning for development; recovery of the social function of property; recognition of the metropolitan phenomenon as strategic for national development; create new instruments to implement planning; effective social participation in planning; and legal consequences for breach of plans and programs.

6.6 New York (CONFIRMED-TITLE PENDING) Thomas K. Wright, (President Regional Plan Association).

6.7 Portland: Vignette of a regional government in action (SUBMITTED) Robert Liberty, (Urban Sustainability Accelerator-Portland State University).

Metro a regional government within the Portland, Oregon (USA) metropolitan region, provides a model for metropolitan governance intermediate between complete fragmentation and unitary metropolitan government. Metro exercises metropolitan level authority over land use and transportation planning, waste prevention and recycling and provides various regional services and facilities. It is unique in the United States because it is governed by a directly-elected metropolitan council of six members elected by districts and a council president, elected from the entire region. It has demonstrated its value through its adoption and implementation of metropolitan land use and transportation plans that have resulted in more sustainable patterns of growth and travel, despite opposition from local governments and important interest groups. Metro's success is a result of the limits and clarity of its mandate, the legal authority delegated to it from the state level and the political independence and moral authority derived from its electorate.

6.8 Santiago (CONFIRMED-TITLE PENDING) **Luis Eduardo Bresciani,** (National Council of Urban Development-Chile).

6.9 Sao Paulo: Brazilian metropolitan governance in motion? Recent trajectory and perspectives in Greater São Paulo (SUBMITTED)

Jeroen Klink, (Federal University of ABC - UFABC-).

This chapter provides an overview of metropolitan governance in São Paulo, which is grounded within an understanding of the limits and potentials of ongoing regulatory changes and developments in the country in general and metropolitan São Paulo in particular. After a brief primer on the evolution of Brazilian metropolitan governance since the demise of the national-developmental regime in the 1980s, the chapter prioritizes the analysis of recent developments in Greater São Paulo in light of the approval of new federal legislation (the so-called "Statute of the metropolis"). The latter implies the collaborative elaboration of integrated urban development plans at metropolitan scale, involving both state and local governments, the private sector, social movements and organized civil society.

6.10 Toronto: Metropolitan transformation and the governance of sustainability (SUBMITTED)

Richard Stren, Gabriel Eidelman and **Martin Horak,** Stren (Emeritus Professor of Political Science and Publics Policy-University of Toronto) Eidelman (Professor Public Policy and Governance-University of Toronto) Horak (Professor of Political Science and Director of the Local Government Porgram-University of Western Ontario).

Toronto is the largest and economically most important city – and city region— in Canada. The City of Toronto has an important history of governance reform, having been organized as a two-tier system in 1953, with a number of lower- tier municipalities, and a higher-tier metropolitan government. This system lasted until 1998, when the two-tier system was amalgamated, creating the New City of Toronto. At the same time, the region around Toronto continued to expand. It now includes four other regions (besides Toronto) and twenty- four lower-tier governments. The GTA has no formal government structure, but there are significant governance relationships for major intra-municipal functions. Economic, land-use and transportation planning in the whole region is regulated by the Growth Plan of the provincial government, although there are some localized environmental initiatives in many of the larger urban centers. Paradoxically, however, the region – while it increases in social diversity and shows considerable innovation – is becoming increasingly polarized in social and economic terms.

Africa

6.11 Cairo: Governing greater Cairo: An example of dominant national authorities and fragmented responsibilities (SUBMITTED)

David Sims (Urban development consultant -currently with UN-Habitat Egypt)

Greater Cairo offers an interesting case study of a huge metropolitan area and primate capital city that has developed under a governance system characterized by dominant national authorities and virtually no metropolitan-level structures or formal coordination. In spite of serious challenges that include dichotomous spatial development, very weak local authorities, massive informal settlements, serious transport problems, and imbalances in the funding of investments, attempts at instituting metropolitan governance have so far had no success. The difficulties of introducing useful reform in Greater Cairo offer a cautionary tale for efforts at promoting metropolitan governance.

6.12 Durban: Building metropolitan governance in South Africa, review of the Ethekwini city council experiences (SUBMITTED)

Purshottama Sivanarain Reddy, (Local government specialist IASIA).

Ethekwini Municipality was established in 2000 and includes the City of Durban as well as neighbouring towns and rural areas. It is one of 61 municipalities in the Province of Kwazulu Natal and is the third largest in the country. Durban, which is a coastal city is a national and international tourist destination. Despite the progress made in enhancing local governance, there are still major challenges that need to be addressed, namely, high unemployment rate and resultant poverty; low literacy levels/limited skills development; sluggish economic development; access to basic services limited; HIV/ Aids and communicable diseases increase: natural capital loss; development practices which are unsustainable; crime; levels increasing; adequate water and energy supply; ensuring food security; infrastructural degradation; climate change; ensuring financial sustainability, effectiveness and efficiency and local government still inward. Ethekwini Municipality has always projected itself as the learning City in terms of strategic innovative initiatives and creative thinking, more specifically in relation to inter alia, environmental sustainability; participatory planning and financial management. Considerable emphasis has been placed on innovation and this has been demonstrated in the impressive capacity for good practice continentally. However, key to the process is political and management will to ensure greater coordination and integration between the different policies, systems and processes to ensure that developmental outcomes as espoused in the Constitution are achieved. It is also imperative to ensure that the global objectives of metropolitisation, are being achieved and more specifically the benefits of a unified metropolitan city in a South African context, that is the provision of efficient and effective services; economies of scale; financial sustainability and integrated development planning. The large number of service delivery protests in the past decade bears ample testimony to the fact that the notion of metropolitisation has yet to make a positive impact on local communities in South Africa.

6.13 Lagos: Metropolitan governance and transformation (CONFIRMED)
Femi Olokesusi and Samuel Danjuma, Olokesusi (Professor of Urban and Regional Planning at the College of Social and Management Sciences, Afe Babalola University) Danjuma (Lecturer with the Department of Urban and Regional Planning Faculty of Environmental Sciences University of Jos, Jos Plateau State, Nigeria).

Metropolitan Lagos is the largest and most important economic region in Nigeria. Occupying less than 0.15 per cent of the Nigerian land mass, it has about 6.0 per cent of the country's population. From a small fishing village, this coastal settlement transformed to become a primate city and eventually the country's capital until 1991. As a coastal metropolis, it faces the daunting challenge of climate change in addition to others such as inadequate access to infrastructure, slum settlements, youth unemployment, non-inclusive development, poverty, as well as rapid population and spatial growth. Consequently, the chapter analyses the provision of public goods especially in the areas of infrastructure, housing, urban regeneration, metropolitan planning, e-governance and mobilisation of financial resources since the return to democratic governance in 1999. Particular attention is also paid to the roles of key actors principally the 57 local council development areas (LCDAs) created by the state government, the constitutionally recognised three tiers of government and non-state actors. The nature of collaboration and coordination among these actors are examined as well as power bargaining, the extent of devolution of power, and funding to both the local governments and LCDAs. The chapter concludes with some policy imperatives aimed at strengthening metropolitan governance.

Asia

6.14 Beijing: Metropolitan governance under a highly centralized political system (SUBMITTED)

Yan Tang, (Professor urban design and planning-Tsinghua University).

With a population of over 100 million, the Beijing-Tianjin-Hebei Metropolitan region (BTH region) is now in the spotlight of world media. It is not only because of the great development achievements that the mega-city region has made over the past 20 years, but also its recent well known suffering from the heavy smog, environmental pollution, and water shortage, which highlights the urgency of collaborative action in dealing with regional problems and in building an effective regional governance system in BTH. Grounded in China's peculiar social, political, and economic context, and the region's special identity, the paper analyzes the development problems, the regional power system, the roles of stokeholds, and the intents and barriers of inter-municipal collaboration in BHT to explore the region's governance mechanism under a highly centralized political system and its dilemmas, causes, ways out.

6.15 Delhi: Metropolitan coordination (SUBMITTED)

Debolina Kundu, (Professor National Institute of Urban Affairs).

Metropolitan governance in India today is characterized by fragmentation of responsibility, incomplete devolution of functions to the elected urban local bodies (ULBs), lack of adequate financial resources, unwillingness to progress towards municipal autonomy, adherence to outdated methods in

property taxation and hesitation in the matter of levy of user charges, property tax recovery, levy or withdrawal of control, role of parastatals on water supply and sanitation services, etc. The 74th Constitutional Amendment Act, 1992 and the National Mission tried to empower ULBs in India to improve governance and efficiency in city administration. In light of the above, the paper attempts to trace the demographic growth of Indian metropolises; study their current status in terms of their economic potential and devolution of power in terms of funds, functionaries and functions. It tries to overview select good practices in urban governance. In conclusion, the paper suggests ways for improving governance in the country.

6.16 Mumbai: Metropolitan governance as a strategy to resolve the Mumbai conundrum (SUBMITTED)

Abbay Pethe, Sahil Gandhi and **Vaidehi Tandel.** Abbay (Professor urban economics and regional development-Mumbai University) Sahil (Assistant professor at Tata Institute of Social Sciences) Tandel (Senior associate at IDFC Institute).

This chapter provides an overview of the Mumbai Metropolitan Region. It begins by flagging the key elements that create the conundrum. It then describes the various public and private organizations involved in the extended public goods provision and the functions they undertake within the context of a three-tier federal set-up. The chapter further analyses the major issues faced in the provision of public goods including affordable housing within the region, in particular locating the causes in the lack of coordination to resolve inter-jurisdictional problems, the conflicts that arise due to political and jurisdictional fragmentation that preclude true polycentricity and most importantly in the lack of reform in relevant policies. The chapter then makes relevant policy recommendations and highlights the importance of having a metropolitan level government for Mumbai delimiting its domain in terms of discharging functions that are best undertaken at a regional scale with the necessary finances and functionaries. It argues that such strategies would enable the region to function smoothly as a common labour market thus reaping agglomeration efficiencies.

6.17 Seoul: Metropolitan governance by sharing (CONFIRMED) Joo Hun Lee (Professor of public administration- University of Seoul).

'Metropolitan Governance' is just a buzzword unless it is deliberately defined. Since the former social activist Park Won Sun settled in mayor's office in 2012, Seoul started to redefine the word of governance with the perspective of the social innovation. As of 2016, Metropolitan governance of Seoul represents not only effective inter-organizational coordination but also the value creation by voluntary sharing activities. The sharings occurrs at three different levels. At micro level, which represents the community or village localities, peoples are encouraged to form voluntary organizations each of which advocates certain objectives such as co-education, social movements, micro-funding, and

community business. At meso level, Seoul has developed strong and more effective inter-governmental cooperation by which citizens of each government are provided more accessibility to the resources in remote locations. Finally, at macro level, which is defined as international one, Seoul has strengthened her identity as a good partner of international development. With active policy sharing project, Seoul already signedmore the 30contracts withcitiesall around worldand iswilling to export Seoul's successful developmental strategies. For Seoul. governancemeans innovation, creative solution, and co-development by sharing. At each governance level, Seoul has already generated success stories. Wisdom and knowledge accumulates and transfers. People begin to participate in their normal lives. Cooperation is not enough. Seoul added creative values. We call this innovation as Governance by Sharing. Seoul is willing to share its experiences with the cities which pursues 'the better way.

6.18 Shanghai: The changing urban governance system of urban redevelopment in Shanghai (SUBMITTED)

Jie Chen and Zhumin Xu, Chen (Assistant dean of Institute of Advanced Studies Shanghai University of Finance and Economics - SHUFE)

This chapter first offers a brief historical documentation on the evolution of urban governance structure in Shanghai over the last three years. Then the chapter examines the forces behind these evolution and highlight the changing roles of state in the urban governance in Shanghai. Particular attention will be given to the interactions between state, market and citizens and investigate the social-economic context of these interactions. We will use some case studies to illustrate the characteristics of urban governance in Shanghai, including interests expression and conflict resolution in the recent master urban planning process.

6.19 Tokyo: The metropolitan coordination process (SUBMITTED) Masaaki Nakagawa, Director of Policy Planning Office, National Spatial Planning and Regional Policy Bureau, Ministry of Land, Infrastructure, Transport and Tourism (MLIT), The Government of Japan.

Now most of cities in the world are facing rapid urbanization, including uncontrolled land use, problems of transport, affordable housing and environment, which also were the challenges for Japanese metropolitan area such as Tokyo during the period of high economic growth around 1960's. At that moment, Japanese Government in collaboration with local governments established broad regional plan for these metropolitan areas so that they can promote several big projects to deal with problems above based on long-term and comprehensive vision shared with all stake holders. Especially development of public transportation, affordable housing, redevelopment of industrial zone, water supply and drainage system will be good examples because these big developments were promoted beyond municipal boundary, thus needed broad coordination with various stake holders. In this paper, role and effect of regional planning and some projects based on the plan as examples are provided.

Europe

6.20 London: The negotiated city: London governance for a sustainable world city (SUBMITTED)

Prof. Greg Clark, Dr. Tim Moonen and **Jonathan Couturier** (Clark, International Cities Expert and Advisor. Moonen and Couturier, The Business of Cities @ University College London).

London is a negotiated city that has undertaken multiple and incremental reforms over the past 25 years. London is an example of a city whose metropolitan governance has gone through several important cycles in the past 30 years, from a structure largely determined by national government towards a more negotiated and distributed system. In that time, the city has experienced the abolition of citywide government, the creation of a national office for London, the increasing self-organisation of business and civic communities, and eventually the creation of a two-tier metropolitan government. 21st century London has been able to develop robust strategies for the sustainable development of transport, infrastructure, spatial growth, the economy and environment. This has been aided by incremental accrual of powers to its Mayor, actively engaged central government ministries, positive collaboration across the 33 boroughs, and responsible leadership from business and civil society leadership networks. Although challenges to sustainable growth remain, in many respects London has emerged as an archetypal negotiated city whose hallmarks of pragmatism and compromise are critical ingredients as Europe's largest city grows towards 10 million people.

6.21 Paris (CONFIRMED-TITLE PENDING)

Tommaso Vitale

6.22 Sttutgart: Efficient regional governance as pre-condition for sustainable regional governance: The "joining forces" approach (CONFIRMED)

Thomas Kiwitt and **Dorothee Lang.** Kiwitt (Director of the Planning Department of the Verband Region Stuttgart -Stuttgart Regional Association-), Lang (Director of the Policy and PR division of the Verband Region Stuttgart.)

Stuttgart Region is among Europe's most prosperous areas, characterized by a thriving industry and growing immigration. To maintain quality of live and competitiveness, the provision of building land and adequate infrastructure as well as the protection of open spaces and the adaptation to climate change have become high-priority issues. As none of these challenges can be tackled within the boundaries of one municipality, an intensified cooperation between cities and their metropolitan hinterland is crucial. Stuttgart Region's "joining forces" approach is designed to coordinate the activities of 179 confident municipalities in the field of urban and economic development. Therefore, the "Verband Region Stuttgart" as a public body on supra-municipal level is responsible for regional public transport, economic development promotion,

comprehensive regional planning, development of open spaces and marketing. The members of the regional assembly are elected in a direct ballot - which underlines the political dimension of regional governance.

7. Conclusions

David Gómez-Álvarez, Eduardo López Moreno and Robin Rajack

Authors

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David Sims specializes in aspects of urban development, economics, and housing in countries of Africa, Asia, and the Middle East. Since 1971 he has worked for a wide range of multilateral and bilateral development agencies as well as host countries. Half of his experience has been in Egypt, and he has written extensively about Greater Cairo's development and, in particular, the growing dominance of informal settlements. His books include Understanding Cairo: The logic of a city out of control (Cairo: AUC Press, 2012.) He was educated at Yale and Harvard universities. For four decades he has been based in Cairo.

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Steering the Metropolis

Metropolitan Governance for Sustainable Urban Development





