# SUMMER SCHOOL IN GLOBAL POLITICS, DEVELOPMENT AND SECURITY 2018

## *The Governance of Metropolitan Areas in Europe*

**Instructor**: Mariona Tomàs (Universitat de Barcelona) & Valeria Fedeli (Politecnico di Milano)

**Date**: June 25 – 29

**Time**: 11.30 am – 1.30 pm

**Room: 24.133 Fred Halliday - Mercè Rodoreda Building 24 (Floor 1)**

The world is becoming increasingly urbanised; the accelerated expansion of the metropolitan regions is a visible phenomenon in the 21st century. As a result, the economic, social, cultural and environmental transformations in the last decades have led to profound new territorial reorganisation processes ranging from new patterns for the location of urban activity to the appearance of significant changes in the role of metropolitan areas. In this context, the challenges of cities are posed on a metropolitan scale and not only locally. How are metropolitan areas governed? Which are their competences and political role? The objective of this course is to analyze the models of metropolitan governance from a comparative perspective, examining their advantages and disadvantages and through concrete examples.

Metropolitan governance models can be classified according to their degree of institutionalization (from highest to lowest): metropolitan governments, sectorial agencies, vertical coordination by other levels of government and voluntary cooperation between municipalities. There are different elements that influence the models of metropolitan governance: competences (exclusive or shared, in hard policies or soft policies, with binding capacity or not), financing (own or external sources), multilevel relations (horizontal and vertical), citizen representation and participation (direct or indirect election of representatives, inclusion of other public and private actors). The combination of these elements configures the metropolitan governance model, which transforms over time and adapts to the specific institutional context.

There are not many examples of metropolitan governments in Europe. Barcelona, for instance, is one of the exceptions, with its limitations. However, recent reforms in England, France and Italy have meant the creation of new metropolitan institutions. Are we facing a new gold age of metropolitan institutionalisation? Are States finally recognising the political role of metropolitan areas? These and other related questions will be discussed in the course.

## Session 1. The process of metropolitanization and global agendas

In 1990, less than 40% of the total human population lived in a city, but since 2010 over half of all people have been living in an urban area. By 2050, estimates indicate that seven out of every 10 people will live in a city. Metropolitan areas are spaces of innovation and of generation of wealth, culture and opportunities, but also have to deal with two main problems, which are related: social inequalities and environmental problems. These problems have been tackled at the international level through global agendas such as the 2030 Agenda for Sustainable Development and the New Urban Agenda and also thanks to the role of cities in international networks.

Required reading:

UCLG (2016). GOLD IV Report: Co-creating the urban future. Edition 2016 (Chapter 1 on Metropolitan Areas), pp. 43-48; 69-109.
http://www.gold.uclg.org/reports/other/gold-report-iv

Fernández de Losada., A. (2017). Metropolises addressing the global agendas. Issue Paper 2, Metropolis Observatory
https://www.metropolis.org/sites/default/files/media_root/publications/issue_paper_vol_2_metropolises_addressing_global_agendas_v2.pdf

## Session 2. Models of metropolitan governance (theory)

Metropolitan governance models can be classified according to their degree of institutionalization (from highest to lowest): metropolitan governments, sectorial agencies, vertical coordination by other levels of government and voluntary cooperation between municipalities. There are different elements that influence the models of metropolitan governance: competences (exclusive or shared, in hard policies or soft policies, with binding capacity or not), financing (own or external sources), multilevel relations (horizontal and vertical), citizen representation and participation (direct or indirect election of representatives, inclusion of other public and private actors). The combination of these elements configures the metropolitan governance model, which transforms over time and adapts to the specific institutional context.

Required reading:

Kamal-Chaoui, L. (2003). Metropolitan governance in OECD countries. OECD Territorial Reviews and Governance Division.

Tomàs, M. (2016). Metropolitan trends in the world. Issue Paper 1, Metropolis Observatory.
https://www.metropolis.org/observatory/en/docs/Issue_Paper_vol1_Metropolitan_trends_in_the_world_v1.pdf

UCLG (2016). GOLD IV Report: Co-creating the urban future. Edition 2016 (Chapter 1 on Metropolitan Areas), pp. 49-68; 110-120.
http://www.gold.uclg.org/reports/other/gold-report-iv.

## Session 3. Models of metropolitan governance (case studies)

We will study the advantages and disadvantages of the different models of metropolitan governance through specific examples. We will focus mainly on the cases of Montreal and Barcelona because of the positive and also negative lessons we can learn from both cases.

Required reading:

Tomàs, M. (2012). Exploring the metropolitan trap: the case of Montreal. International *Journal of Urban and Regional Research*, 36 (3), p.554–67.

Tomàs, M. 2017. Explaining Metropolitan Governance. The Case of Spain. *Raumforschung und Raumordnung*, Volume 75, Issue 3, p. 243–252.

## Session 4. Strategic spatial planning: innovative approaches to planning problems

The module will present cases of innovative approaches to spatial planning problems, in particular drawing from examples of strategic planning across the world. The lecture will try to argue about the necessity of tackling with emerging socio-spatial economic challenges with tools and methodologies which are not part of traditional spatial planning approaches. In particular it will introduce an approach inspired by the following ideas: 1) planning as "probing the future in order to make more intelligent and informed decisions in the present" (Friedman, 1994); 2) planning as "exploration": based on a close relationship between knowledge and action (where knowledge and action are always co-present, knowledge is in itself a form of action, because it is produced in action and for action); 3) a new interpretation of the idea of effectiveness, beyond the simple relationship between policy formulation and implementation, intention and action; 4) an idea of planning as "sensemaking and reframing" (Weick, 1995; Rein and Schon, 1994); 5)

a role of planning related to processes of institution building rather than that of institutional design, as an opportunity to practice forms of government (bottom up, but not only) for processes which cross all boundaries and which require piloting abilities.

Required reading:

Fedeli V. (2017). 15 Years of Strategic Planning in Italian Cities: Premises, Outcomes and Further Expectations. In Albrechts L., Balducci A., Hillier J. (eds.), Situated Practices of Strategic Planning An international perspective, Routledge.

Balducci A., Fedeli V., Pasqui G. (2011). Planning, institutions, knowledge: lessons from an experimental practice. In Balducci A., Fedeli V., Pasqui G., Strategic Planning for Contemporary Urban Regions, City of Cities: A Project for Milan, Routledge.

## Session 5. Metropolitan reforms in Italy

The module will describe and discuss the persisting distance between processes of institutional reform reframing the state/territory relationship and the way in which the urban (and society) is re-organized in contemporary world (Brenner, 2014; Brenner, 2016). In particular, recent metropolitan reforms, ongoing in many European States (France, as well as Italy, but also UK) appear to be based upon a quite traditional logic of sovereignty, dating back to twentieth century institutional design. Many of these reforms processes are engaging a large number of elected and non-elected officials in the revision of the geographies and structure of current territorial institutions, generating expectations even in the larger public discussion. Actually, some of these large efforts are producing results, which look far away from a consistent and innovative redefinition of the citizenship/sovereignty nexus in relation to the changing organization of space-society relationship. Can this persisting gap be one of the explanations of the crisis of the institutions and the crisis of politics? The Italian case will be the starting point of the contribution. The lecture will present the limited results of two years process of implementation of the law 56/2014- finally introducing "metropolitan cities" in the Italian context. It will try to discuss to what extent the first symptoms of failure of this new territorial institutions could further contribute to the crisis of politics and institutions, rather than reducing the gap between institutional design and socio-spatial challenges, as originally foreseen by the national policymakers. In particular, it will focus on the still lack of a mature reflection on the issue of citizenship in a post-metropolitan condition, highlighting the mismatch between an institutional definition of metropolitan governance not able to represent the regional dimension of life of citizens of large urban region.

Required reading:

A. Balducci, V. Fedeli, F. Curci (2017). Milan beyond the metropolis. In: (a cura di): Balducci A Fedeli V Curci F., Post-metropolitan territories. Looking for a New Urbanity. p. 27-52, Routledge, ISBN: 9781138650480.

Fedeli, V. (2017). Institutions Matter: Governance and Citizenship in a Post-metropolitan Perspective. In: (a cura di): .A. Balducci, V.Fedeli, F.Curci, Post-metropolitan territories. Looking for a New Urbanity. p. 266-273, Routledge.

Fedeli, V. (2016). Metropolitan Governance and Metropolitan Cities in Italy: Outdated Solutions For Processes of Urban Regionalisation? *Raumforschung und Raumordnung* | Spatial Research and Planning 75(3), p. 266-274.