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as Governance Systems

Unpacking Metropolitan Governance for Sustainable Development

Discussion Paper

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Preface

Urbanization is a megatrend which will significantly shape the economic, political and social transformation of societies and their spatial impacts. It is estimated that up to 70% of the global population will be living in cities by 2050. Future urban growth will almost exclusively take place in developing countries. Thereby, spatial and functional interrelations between cities, settlements and their surrounding areas are increasing and the metropolitan scale is gaining more and more relevance for integrated urban and city-regional planning, financing and implementation.

The Sector Project “Sustainable Development of Metropolitan Regions”, implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), develops action-oriented advisory services on the role of metropolitan regions as drivers for sustainable development. Within this approach, the Sector Project operates in four focus areas to address the diverse social, economic and ecologic challenges in urban agglomerations.

The four focus areas refer to:

- Metropolitan governance structures and cooperation beyond administrative boundaries / urban-rural linkages
- Integrated resource-efficient development / Urban NEXUS
- Regional economic development and innovative business regions
- Inclusive labor markets and residential centers in metropolitan regions.

This study forms part of the publication series “Sustainable Development of Metropolitan Regions” that gives conceptual guidance and recommendations for hands-on approaches for development organizations as well as partner countries in the field of sustainable development of metropolitan regions.

This joint publication “Unpacking Metropolitan Governance for Sustainable Development” is the product of a close cooperation between GIZ and UN-Habitat. Against the background of rapid urbanization, new forms of power relations between the different levels of government emerge and stronger coordination and cooperation is required. GIZ and UN-Habitat are both convinced that effective metropolitan governance is crucial for transformative development, considering social, political, economic and environmental impacts. While the subsidiarity principle is still valid and valuable, some decisions are most effectively implemented at a metropolitan level that follows the functional area. Climate change, natural disasters or economic development do not stop at administrative boundaries, hence joint action needs to be taken. Infrastructure needs can be better solved through joint forces and coordination between administrations and different stakeholders. This study shall give insights into ways metropolitan regions are governed and how it relates with the good urban governance principles.

We encourage a critical and intensive discussion about the publication through policy makers and practitioners as well as academia. The publication series shall serve as a reference point for the ongoing international discussion on transforming urbanization and therefore contribute to the Habitat III debate.

Carmen Vogt

Head of GIZ Programme

“Sustainable Development of Metropolitan Regions”

Unpacking Metropolitan Governance for Sustainable Development

Discussion Paper

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List of Abbreviations

ADB	Asian Development Bank
DO	Development Organization
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GUGP	Good Urban Governance Principles
LG	Local Government
MG	Metropolitan Governance
MR	Metropolitan Region
OECD	Organization for Economic Cooperation and Development
TA	Technical Assistance
UN	United Nations

Executive Summary

Continued urbanization around the world – and natural population growth – are creating larger cities, particularly in developing countries. As a result, cities are becoming spatially, functionally and economically interdependent with their surrounding settlements and rural areas, constituting metropolitan regions – each a single economy and labor market, a community with common interests and benefits of joint actions in various sectors. The defining scope for metropolitan regions are their spatial dimensions based upon the functional relationships of resource cycles, regional economic systems and formal as well as informal settlement structures. The linkages of metropolitan regions extend beyond administrative and political boundaries and usually include a number of local governments, peri-urban and rural lands as well as neighbouring cities. The economic links between the core and the periphery may become so close that one part cannot succeed without the other, and thus they are perceived and behave as a single entity. Metropolitan areas are becoming “the new normal”. As such areas emerge and grow, the need for metropolitan-level management increases.

This report is the result of a joint study by GIZ and UN-Habitat on metropolitan governance to develop a framework for future cooperation with metropolitan regions. The report summarizes key findings from current literature and field application of metropolitan governance, and provides a set of policy recommendations. It suggests options how these recommendations can be turned into practical application by governments in metropolitan regions, and how development organizations can most effectively support national or metropolitan level partners on the subject. Reference is made to the Good Urban Governance Principles (GUGP) developed by UN-Habitat in the framework of the Global Campaign on Urban Governance: (i) sustainability; (ii) equity; (iii) efficiency; (iv) transparency and accountability; and (v) civic engagement and citizenship.

The objective of a metropolitan approach for local governments is to cooperate on certain topics/ initiatives/ services, while possibly competing on others in terms of service quality and cost-effectiveness. A particular local issue usually triggers a metropolitan governance reform process – sometimes by the local authorities in the region (“bottom up”), sometimes by a higher level government (“top down”). The report analyzes such “triggers” or entry points with city examples, and provides considerations for development organizations as partners:

- Joint service delivery to save costs
- Regional land use planning and development
- Strategic planning / Integrated territorial planning
- Economic development
- Fiscal inequality (tax base differences among the local jurisdictions)
- General coordination needs of the local governments

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