

# GOVERNANCE ASSESSMENT FRAMEWORK

FOR METROPOLITAN, TERRITORIAL AND  
REGIONAL MANAGEMENT

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GOVERNANCE SERIES | VOLUME 1

**UNHABITAT**  
FOR A BETTER URBAN FUTURE

GOVERNANCE ASSESSMENT FRAMEWORK:  
For metropolitan, territorial and regional management.

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# GOVERNANCE ASSESSMENT FRAMEWORK

FOR METROPOLITAN, TERRITORIAL AND  
REGIONAL MANAGEMENT

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Metropolitan  
Community of Montreal,  
Canada. 2016.



# Message from the Executive Director



I am delighted to introduce this new governance tool entitled *"Governance Assessment Framework: For metropolitan, territorial and regional management"*. The relevance of governance to achieve the Sustainable Development Goals and implement the New Urban Agenda has been widely recognised in recent years. We at UN-Habitat believe that governance is catalytic for integrated territorial development and due to that we recently adopted it as one of the drivers of change for sustainable urbanisation. We promote urban governance as outcome-oriented to ensure that all urban residents reap the benefits and share the burdens of investing in sustainable urbanisation.

Governance is one of those human activities that becomes more apparent when it is not achieved. Weak governance frameworks lead to economies that do not thrive, marginal communities, unhealthy environments, inadequate infrastructure, Human Rights violations, and other conflicts caused by divergent interests. In short, inadequate governance reduces the quality of life for millions of people in ways that

could be avoided. Therefore, good, effective and inclusive governance frameworks are needed to properly manage our increasingly complex social urban landscapes.

In today's world, cities and their related territorial agglomeration are evolving rapidly. In the first 15 years of this century the land area that cities cover grew annually by 1.5 per cent. Between 2000 and 2020, 1.5 billion people became urbanised giving rise to more densely populated and geographically extensive metropolises. This is fast transforming the function of the metropolis and its relations to its interdependent territories. According to our most recent analysis, almost the 60 per cent of the urban population – a third of humanity – live in metropolitan spaces, meaning that the way in which they are governed will have a direct impact on the lives of much of the global population for many decades to come.

The Covid-19 pandemic has shown us that cities are in the front line of twenty-first century challenges and that overcoming those challenges requires new governance approaches based on cooperation, collective action and solidarity. The UN-Habitat Governance Assessment Framework and the two-step assessment tools introduced in this document present an analytical and practical vision of governance. They propose the understanding of governance as a complex process in which institutional solutions, decision-making and collective action must work together. Furthermore, the eight inspiring practices included illustrate how the framework can be used and, specifically, how governance

has been achieved in diverse metropolitan and regional realities. They serve as an invitation for other territories to move towards good, effective and inclusive governance systems.

As a former mayor and an urban planner, I believe that good governance is at the heart of well-managed cities. Equally important are the tools that enable us to understand the evolution of the cities we manage, the governance framework we need to strive for and the integrated planning we need at the territorial, metropolitan and neighbourhood level.

With this tool we hope to contribute to the ongoing debate on metropolitan and territorial subjects and complement the important work done by several international partners, academics and national, sub-national and local governments.

I invite you all to enjoy the read, share and improve metropolitan, territorial and regional governance for a better urban future!

A handwritten signature in black ink, appearing to read 'Maimunah'.

**Ms. Maimunah Mohd Sharif**  
Under-Secretary-General and Executive Director, United Nations Human Settlements Programme (UN-Habitat)

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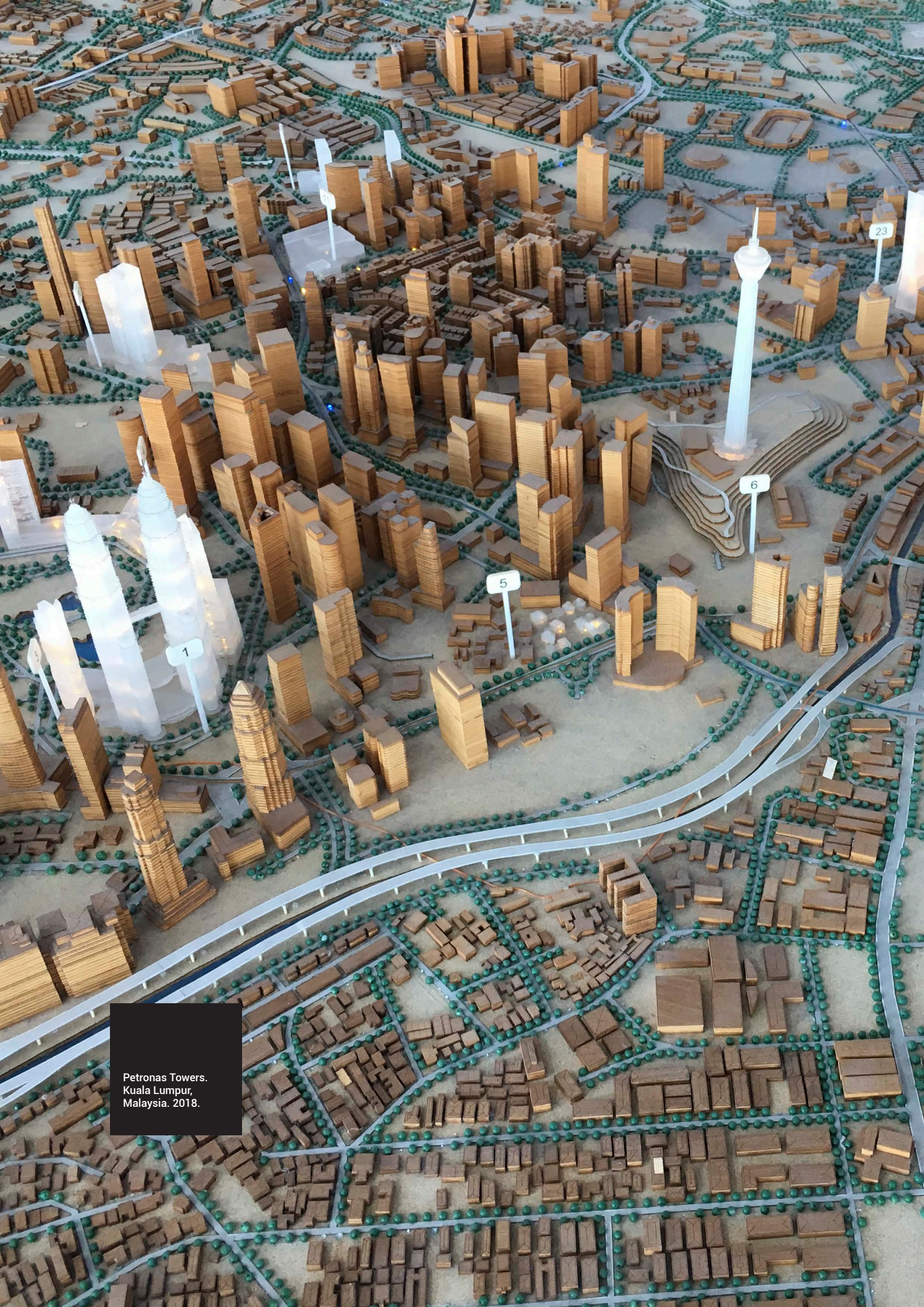


# List of Acronyms

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<b>AMB</b>	Metropolitan Area of Barcelona
<b>AMG</b>	Metropolitan Area of Guadalajara
<b>AMSS</b>	Metropolitan Area of San Salvador
<b>AMVA</b>	Metropolitan Area of Valle de Aburrá
<b>BSK</b>	Bratislava Self-Governing Region
<b>CAF</b>	Development Bank of Latin America
<b>CMM</b>	Metropolitan Community of Montreal
<b>GAF-MTR</b>	UN-Habitat Governance Assessment Framework for Metropolitan, Territorial and Regional Management
<b>GDP</b>	Gross Domestic Product
<b>GIZ</b>	German Corporation for International Cooperation
<b>GLA</b>	Greater London Authority
<b>IDB</b>	Inter-American Development Bank
<b>IMEPLAN</b>	Metropolitan Planning and Development Institute of the Metropolitan Area of Guadalajara
<b>MetroHUB</b>	UN-Habitat Initiative to Support Metropolitan Development
<b>Metropolis</b>	Global Network of Major Cities and Metropolitan Areas
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>OPAMSS</b>	Planning Office of the Metropolitan Area of San Salvador
<b>PLGS</b>	UN-Habitat Policy, Legislation and Governance Section
<b>Supra-municipal</b>	Refers both metropolitan and/or regional
<b>UN</b>	United Nations
<b>UN-Habitat</b>	United Nations Human Settlements Programme





Petronas Towers.  
Kuala Lumpur,  
Malaysia. 2018.



# Executive Summary

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The Sustainable Development Goals and the New Urban Agenda highly recognizes the relevance of governance for sustainable and integrated territorial development. UN-Habitat Strategic Plan 2020-2023 identifies governance as one of the four drivers of change for sustainable urbanization.

Ongoing urban transformation and territorial dynamics prompt the emergence of new governance approaches with a new appreciation of metropolitan, territorial and regional dimensions. More specifically, territorial, multi-level and supra-municipal (metropolitan and regional) forms of governance are encouraged to better manage, in an integrated way, the territorial interdependencies that exist across both local jurisdictional boundaries and the urban-rural continuum.

The Governance Assessment Framework for Metropolitan, Territorial and Regional Management (GAF-MTR) presents three dimensions and six factors for assessing governance at metropolitan, territorial and regional levels: i) institutional solutions, as the institutional dimension composed of two factors: formal and informal arrangements; ii) decision-making, as the political dimension composed of governing bodies and knowledge management; and iii) collective action, as the instrumental dimension composed of administrative acts and development visions.

The GAF-MTR draws from inspiring practices on the establishment of institutional and decision-making arrangements for territorial management at supra-municipal scales. Case studies include Valle de Aburrá in Colombia; San Salvador in El Salvador;

Montreal in Canada; London; Barcelona in Spain; Bratislava; Johannesburg in South Africa; and Singapore. These examples show how to provide integrative territorial governance frameworks involving fit-for-purpose institutional solutions, representative decision-making processes and collective actions.

The GAF-MTR includes: i) The Metropolitan, Territorial and Regional Governance Assessment Tool; and ii) The Metropolitan, Territorial and Regional Governance Scorecard, as a two-step qualitative tool containing a series of criteria and guiding questions for assessing institutional, political and instrumental dimensions of territorial governance in metropolises and regions.





Metropolitan Area  
of Barcelona, Spain.  
2016.



# Introduction

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This document introduces a qualitative tool for assessing and improving territorial governance at metropolitan and regional levels: the Governance Assessment Framework for Metropolitan, Territorial and Regional Management (GAF-MTR). It includes the assessment templates for applying the framework as well as a series of case studies to illustrate the concepts and policy recommendations presented throughout the document.

The GAF-MTR is an analytical framework which recognizes the complex linkages between the institutional, political and instrumental dimensions of territorial governance. Furthermore, it defines governance factors that, when properly managed and improved, serve to enable and advance governance from supra-municipal scales.

The GAF-MTR innovates by avoiding prescriptive and purely normative governance approaches and, instead, it establishes *collective action* as the instrumental dimension of governance and includes factors such as informal arrangements, knowledge management and common development visions. The framework recognizes territorial dynamics across administrative boundaries and highlights the need for territorial management based on functional relations along the urban-rural continuum.

The GAF-MTR aims to be a significant tool for implementing international commitments

on territorial, metropolitan, regional and multi-level governance adopted through global development agendas. It is also a contribution from UN-Habitat to the ongoing debate on metropolitan and territorial subjects, complementing rather than replacing the important work made by other international organizations, academics and metropolitan and regional authorities around the world.

It is expected that the GAF-MTR will be used by local, sub-national and national governments, metropolitan and regional authorities and, in general, any territorial actor interested in analysing, assessing and improving governance for sustainable and integrated territorial development.

Although the framework is being applied first at metropolitan and regional levels, it can also be adapted to other geographical scales, and can be used for sectoral and thematic analyses related to policy, territorial and urban matters. Future publications will be developed in this regard.

This document is divided into five principal chapters in addition to this introduction. The first chapter presents the GAF-MTR and explains the role of governance in a world of metropolises. The next three chapters explain in detail the dimensions of the framework as well as its governance factors and the fifth chapter showcases eight inspiring practices on metropolitan and regional governance. Finally, the annex is composed of the assessment templates.





Metropolitan Area  
of Valle de Aburrá,  
Colombia. 2017.



01

# Unpacking Governance for Territorial Management at Supra-municipal Scales

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1.1. THE ROLE OF GOVERNANCE IN A WORLD OF  
METROPOLISES

1.2. INTRODUCING A FRAMEWORK FOR ASSESSING  
GOVERNANCE IN METROPOLISES AND REGIONS

# 1. Unpacking Governance for Territorial Management at Supra-municipal Scales

Governance recognizes that power exists inside and outside the formal authorities and institutions of government, and that decisions are made based on complex relationships between many actors with different priorities (United Nations, 2014). Therefore, for the purpose of this framework, urban governance is understood as the sum of the many ways in which individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens (UN-Habitat, 2002).

The relevance of governance for sustainable and balanced territorial development has been recognized by the Agenda 2030 for Sustainable Development (United Nations, 2015)<sup>1</sup>, the New Urban Agenda (United Nations, 2016b)<sup>2</sup> and, more recently, governance was defined by UN-Habitat (2019) as a driver of change for sustainable urbanization.

Improving governance in cities requires that the institutional arrangements, decision-making processes and collective action be coordinated and involve principles such as sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement, and citizenship and security (UN-Habitat, 2002). Urban governance requires synergies between institutional, political and instrumental dimensions to achieve more effective territorial management.

Given the continuous transformation of urban and territorial dynamics, and increasingly urgent and pressing challenges impacting cities, such as climate change, migrations, pandemics, inequalities, and Human Rights violations among others –without considering either political, administrative or jurisdictional boundaries– new governance approaches have emerged. As both cause and consequence of those dynamics, cities are evolving rapidly around the world and becoming more socially complex, densely populated and geographically extensive, configuring functional and interdependent territories.

According to the EC OECD (2020), between 2000 and 2015, cities grew by 1.5 per cent a year in terms of area. Growth in the land covered by cities was higher in low-income countries (2.6 per cent) than in middle-income countries (1.9 per cent in lower-middle and 1.5 per cent in upper-middle) or high-income countries (1 per cent). Similarly, between 2000 and 2020 cities welcomed 1.5 billion more people (United Nations, 2019). Both city population and land area growth processes can be explained through three different events: i) towns growing into cities; ii) city expansion; and iii) city densification (EC OECD, 2020). Due to that expansion, many cities have grown beyond the boundaries of their central municipality configuring bigger and denser metropolises, understood as the city and its commuting zone, which consists of suburban, peri-urban and rural areas economically and socially linked to the city.<sup>3</sup>

<sup>1</sup> SDG10, SDG11, SDG13, SDG16.

<sup>2</sup> Paragraphs 13.e, 15.c.iii, 85-92, 95, 136, 147, 156 of the New Urban Agenda.

<sup>3</sup> UN-Habitat worked jointly with the European Commission – Eurostat and DG for Regional and Urban Policy – ILO, FAO, OECD, World Bank and other organizations on a new, harmonized method to delineate cities, urban and rural areas and improve international comparability. The method, called Degree of Urbanisation, proposes a global definition for metropolitan areas (also known as Functional Urban Areas by OECD) in which they are understood to be cities plus their commuting zones (European Commission et al., 2020). More information on this initiative can be found at: <https://ghsl.jrc.ec.europa.eu/degurba.php>




The metropolises of the twenty-first century, also known as urban agglomerations, functional urban areas, metropolitan areas, metropolitan zones, metropolitan regions, large coalesced cities and megacities, among other names and definitions which vary depending on the legal, administrative, political, economic or cultural criteria in their respective countries and regions, are all characterized by strong economic, social and environmental interdependencies which need to be managed in an integrated way, based on functional territories and across both jurisdictional boundaries and the urban-rural continuum.

The metropolization processes mentioned above are increasing daily around the globe but especially in developing countries. Regions such as Latin America and the Caribbean, Africa and Asia-Pacific will have a significant increase in metropolization rates in conjunction with their respective urbanization processes, while European and North American metropolises will continue growing but at more stabilized rates (UN-Habitat, 2020a; EC OECD, 2020; OECD, 2015). These prospects emphasize the need to advance the design of new territorial

management frameworks for metropolises and regions, especially in respect of their governance, policies, legislation, planning and finance. International organizations, multilateral and regional banks, research and academic institutions, and metropolises and regions on their own have contributed some important work regarding metropolitan and regional management frameworks, from both theoretical and empirical perspectives.

The following sections show the importance of governance in territorial management at the metropolitan and regional levels and their attractiveness as cornerstones of national development. Also, the fundamental elements to achieving governance at supra-municipal scales are identified. This includes a presentation of the UN-Habitat framework to assess the institutional, political and instrumental dimensions of governance, and which showcases governance as an overarching driver contributing to the success of the other drivers of change for sustainable urbanization defined by UN-Habitat, namely policy, legislation, planning and finance.

#### BOX 1. Selected Governance Principles and Commitments from the New Urban Agenda.

	<p><b>Our shared vision</b></p>	<p><b>Effective implementation</b></p>
	<p><u>Paragraph 13.e.</u> Fulfil their (cities and human settlements) territorial functions across administrative boundaries and act as hubs and drivers for balanced, sustainable and integrated urban and territorial development at all levels.</p> <p><b>Principles and commitments</b></p> <p><u>Paragraph 15.C.ii.</u> Strengthening urban governance, with sound institutions and mechanisms that empower and include urban stakeholders, as well as appropriate checks and balances, providing predictability and coherence in urban development plans to enable social inclusion, sustained, inclusive and sustainable economic growth and environmental protection.</p>	<p><b><i>Building the urban governance structure: establishing a supportive framework</i></b></p> <p><u>Paragraph 85.</u> We acknowledge the principles and strategies contained in the International Guidelines on Decentralization and Strengthening of Local Authorities and the International Guidelines on Access to Basic Services for All, adopted by the Governing Council of the United Nations Human Settlements Programme (UN-Habitat) in its resolutions 21/3 of 20 April 2007 and 22/8 of 3 April 2009.</p>

#### **Paragraph 87.**

We will foster stronger coordination and cooperation among national, subnational and local governments, including through multilevel consultation mechanisms and by clearly defining the respective competences, tools and resources for each level of government.

#### **Paragraph 88.**

We will ensure coherence between goals and measures of sectoral policies, inter-alia, rural development, land use, food security and nutrition, management of natural resources, provision of public services, water and sanitation, health, environment, energy, housing and mobility policies, at different levels and scales of political administration, across administrative borders and considering the appropriate functional areas, in order to strengthen integrated approaches to urbanization and implement integrated urban and territorial planning strategies that factor them in.

#### **Paragraph 90.**

We will, in line with countries' national legislation, support strengthening the capacity of subnational and local governments to implement effective local and metropolitan multilevel governance, across administrative borders, and based on functional territories, ensuring the involvement of subnational and local governments in decision-making and working to provide them with the necessary authority and resources to manage critical urban, metropolitan and territorial concerns. We will promote metropolitan governance that is inclusive and encompasses legal frameworks and reliable financing mechanisms, including sustainable debt management, as applicable. We will take measures to promote women's full and effective participation and equal rights in all fields and in leadership at all levels of decision-making, including in local governments.

#### **Paragraph 95.**

We will support the implementation of integrated, polycentric and balanced territorial development policies and plans, encouraging cooperation and mutual support among different scales of cities and human settlements, strengthening the role of small and intermediate cities and towns in enhancing food security

and nutrition systems, providing access to sustainable, affordable, adequate, resilient and safe housing, infrastructure and services, facilitating effective trade links across the urban-rural continuum and ensuring that small-scale farmers and fishers are linked to local, subnational, national, regional and global value chains and markets. We will also support urban agriculture and farming, as well as responsible, local and sustainable consumption and production, and social interactions, through enabling and accessible networks of local markets and commerce as an option for contributing to sustainability and food security.

#### **Paragraph 96.**

We will encourage the implementation of sustainable urban and territorial planning, including city-region and metropolitan plans, to encourage synergies and interactions among urban areas of all sizes and their peri-urban and rural surroundings, including those that are cross-border, and we will support the development of sustainable regional infrastructure projects that stimulate sustainable economic productivity, promoting equitable growth of regions across the urban-rural continuum. In this regard, we will promote urban-rural partnerships and inter-municipal cooperation mechanisms based on functional territories and urban areas as effective instruments for performing municipal and metropolitan administrative tasks, delivering public services and promoting both local and regional development.

### **Means of implementation**

#### **Paragraph 136.**

We will support the development of vertical and horizontal models of distribution of financial resources to decrease inequalities across subnational territories, within urban centres and between urban and rural areas, as well as to promote integrated and balanced territorial development. In

this regard, we emphasize the importance of improving the transparency of data on spending and resource allocation as a tool for assessing progress towards equity and spatial integration.

#### **Paragraph 147.**

We will promote capacity development as a multifaceted approach that addresses the ability of multiple stakeholders and institutions at all levels of governance and combines the individual, societal and institutional capacity to formulate, implement, enhance, manage, monitor and evaluate public policies for sustainable urban development.

#### **Paragraph 156.**

We will promote the development of national information and communications technology policies and e-government strategies, as well as citizen-centric digital governance tools, tapping into technological innovations, including capacity-development programmes, in order to make information and communications technologies accessible to the public, including women and girls, children and youth, persons with disabilities, older persons and persons in vulnerable situations ... The use of digital platforms and tools, including geospatial information systems, will be encouraged to improve long-term integrated urban and territorial planning and design, land administration and management, and access to urban and metropolitan services.

## 1.1. The role of governance in a world of metropolises

The role of multi-level territorial governance in establishing sustainable and inclusive cities is recognized in the mandates of the New Urban Agenda and the Sustainable Development Goals.

They emphasize the need for: i) stronger coordination and cooperation among national, subnational and local governments through multi-level consultation mechanisms and the clear definition of mandates; ii) coherence between goals and measures of sectoral policies at different levels of administration; and iii) strong metropolitan governance based on functional territories rather than administrative borders.

The New Urban Agenda also emphasizes the participation of all citizens in territorial governance by encouraging collaboration between local governments, communities, civil society organizations and the private sector in infrastructure and basic services provision as well as urban and territorial policy and planning processes.<sup>4</sup>

In 2020, there are 1,934 metropolises with more than 300,000 inhabitants. The 2.59 billion people living in them make up approximately 60 per cent of the world's urban population and a third of the global population (Figure 1). Furthermore, metropolitan population will grow rapidly during the next 15 years. It is projected that by 2035, 3.47 billion people will live in metropolises and this will be 39 per cent of then global population. It is also expected that a new metropolis will arise every two weeks, reaching a total of 2,363 by the same year. The geographical distribution shows Asia-Pacific as being the regional group with largest prominence in metropolitan figures while Eastern Europe is the least prominent.

The former accounts for 56 per cent of the world's metropolitan population living in 1,038 metropolises, while the latter accounts for 3.9 per cent across 121 metropolises. Africa, Latin America and the Caribbean, Western Europe and other States stand in the middle, with similar numbers in both metropolitan populations and number of metropolises (UN-Habitat, 2020a).<sup>5</sup>

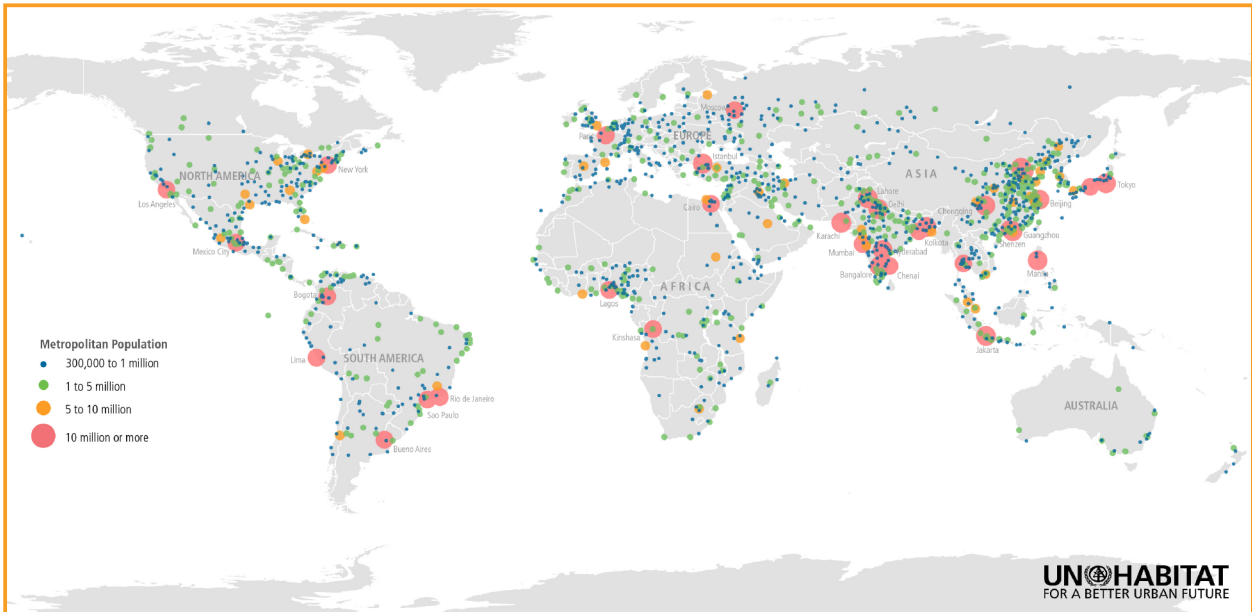
Notwithstanding the numerical data presented above, most metropolises and regions do not have governance solutions to facilitate cooperation and collaboration between their municipalities either to integrate or to coordinate territorial management actions (Metropolis, 2014 retrieved from GIZ & UN-Habitat, 2015). Although this is not encouraging, it is an opportunity to adopt innovative inter-municipal cooperation strategies guided by new governance approaches that transcend jurisdictional boundaries and promote balanced territorial development, as recognized by the Montreal Declaration on Metropolitan Areas (paragraphs 11-12, 14-16, 21-26).<sup>6</sup>

The next section introduces the UN-Habitat framework for analysing the state of governance in metropolises and regions, and provides policy recommendations to improve the institutional, political and instrumental dimensions of such governance.

<sup>4</sup> Paragraphs 87-88, 90-92, 96, 115-117, 144 and 156 of the New Urban Agenda.

<sup>5</sup> Analyses based on the 2018 Revision of the World Urbanization Prospects (WUP), thus on national definitions of metropolises. According to EC OECD (2020), national and global definitions tend to agree on large cities: "The degree of urbanisation and national definitions essentially agree on the classification of cities above 300,000 inhabitants." (p. 25).

<sup>6</sup> Outcome document of the HABITAT III Thematic Meeting on Metropolitan Areas held by the Communauté Métropolitaine de Montréal (Montréal Metropolitan Community) under the aegis of the United Nations in October 2015. For more information see United Nations General Assembly Resolution A/CONF.226/PC.3/4.

**FIGURE 1**

## 1.2. Introducing a framework for assessing governance in metropolises and regions

Each day and all around the world, cities are increasingly establishing metropolitan institutional and decision-making arrangements for territorial management. GIZ and UN-Habitat (2015) have classified these arrangements in four different categories: i) inter-municipal cooperation mechanisms (for example, those in the metropolitan areas of Guadalajara, Valle de Aburrá, San Salvador, Montreal and Barcelona); ii) metropolitan and regional authorities (like the Metropolitan Transport Authority (ARTM) in Montreal; the Metropolitan Trading Company in Johannesburg (MTC); and the Urban Redevelopment Authority (URA) in Singapore); iii) second-level metropolitan local government, as London (or a regional government established by a higher tier government as the Bratislava Self-Governing Region); and iv) consolidated local government (annexation or amalgamation of local governments such as the cases of Johannesburg and Singapore).

The Governance Assessment Framework for Metropolitan, Territorial and Regional Management (GAF-MTR) recognizes these categories as well as other existing informal mechanisms of territorial management with supra-municipal scope, and thereby provides a sound methodological and conceptual basis to better understand the governance of metropolises and regions from an analytical or empirical perspective rather than prescriptive or normative. The GAF-MTR provides recommendations to improve and consolidate existing governance structures by considering the relationships between their institutional, political and instrumental dimensions, and by identifying factors that can enable or constrain governance at supra-municipal levels.

The GAF-MTR is inspired by recent endeavours to foster territorial approaches and link multi-level governance with sustainable territorial development (UN-Habitat, 2020d; EC OECD *et al.*, 2018;



Bache, Bartle and Flinders, 2016; European Union, 2009) and others which propose a narrative change from "government to governance" incorporating the *polity-politics-policy triad*.<sup>7</sup> The GAF-MTR adopts three dimensions and six factors for assessing territorial governance at metropolitan and regional levels. These three dimensions include: i) institutional solutions,

as the institutional dimension composed by formal and informal arrangements (*polity*); ii) decision-making, as the political dimension composed of governing bodies and knowledge management (*politics*); and iii) collective action, as the instrumental dimension composed of administrative acts and development visions (*policy*), presented in Table 1.

**Table 1.** Governance Assessment Framework for Metropolitan, Territorial and Regional Management (GAF-MTR).

GOVERNANCE DIMENSIONS	GOVERNANCE FACTORS	
<b>Institutional Solutions</b> (institutional dimension)	Formal Arrangements	Informal Arrangements
<b>Decision-Making</b> (political dimension)	Governing Bodies	Knowledge Management
<b>Collective Action</b> (instrumental dimension)	Administrative Acts	Development Visions

The GAF-MTR recognizes and adopts factors frequently used in governance literature and practice such as institutional formal arrangements, governing bodies and administrative acts, but it also introduces innovative elements for better understanding governance dimensions such as informal arrangements, knowledge management and development visions. Additionally, the polity-politics-policy approach provides a more comprehensive way to understand territorial governance in metropolises and regions, as well as the ways in which the agenda is settled, the decisions are made and the solutions are implemented.

The following chapters of this document describe in detail the three dimensions and

six factors of the GAF-MTR as well as their internal linkages. For instance, they outline how decisions taken by the governing bodies guide the work of the institutional formal arrangements, how administrative acts give binding force of law to decisions and agreements, or even how knowledge management and common development visions are fundamental for implementing decisions and territorial instruments, among others. It is also shown how the framework elements can be used to analyse governance at metropolitan and regional levels, and to formulate policy recommendations for improving territorial management based on the consolidation of governance schemes.

**BOX 2.** Recommended Resources: Metropolitan Global and Regional Trends.



Global State of Metropolis 2020 – Population Data Booklet.

<https://unhabitat.org/global-state-of-metropolis-2020-%E2%80%93-population-data-booklet>

<sup>7</sup> Some important research has been done in this regard by academics such as Hernandez (2018); Lange et al. (2013); Driessen et al. (2012); Hufty (2009), among others.



Durban, South  
Africa. 2019.





# 02

## Institutional Solutions

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2.1. FORMAL ARRANGEMENTS

2.2. INFORMAL ARRANGEMENTS

2.3. POLICY RECOMMENDATIONS

- *Promote multi-level governance based on vertical and horizontal institutional coordination*
- *Facilitate subsidiarity and autonomy for managing metropolitan and regional affairs*
- *Use institutional solutions for addressing territorial needs expressed by citizens and local governments*

## 2. Institutional Solutions

*"Metropolitan and regional institutions offer more efficient management of the inter-jurisdictional and intersectoral complexity of territorial affairs."*

Institutional solutions refer to the **institutional dimension** of governance. It means the *polity* arrangements established for territorial management, comprising formal (statutory/legal) and informal arrangements such as networks, traditions, social norms, values and culture. These institutional solutions, regarding metropolitan and regional management, encompass institutional functions and mandates, inter-municipal mechanisms, public and sectorial authorities, local development agencies, and inter-governmental cooperation mechanisms, among others. Metropolitan and regional institutions offer more efficient management of the inter-jurisdictional and intersectoral complexity of territorial affairs.

These institutions are focused on creating an integrated vision for territorial development and implementing strategies that facilitate supra-municipal management, which articulate interests, sectors and government scales, and that design and execute projects with supra-municipal impacts (UN-Habitat, 2020b).

Until the first half of the twentieth century, metropolitan institutions managing territorial development were mostly a feature of European and North American countries (OECD, 2015; CAF, 2018) but in recent decades, Latin America and the Caribbean, Asia-Pacific and Africa regions have advanced the institutionalization of metropolitan and regional management. Cameroon, China, Colombia, Brazil, India, Mali, Mexico, South Africa, South Korea, among several other countries, have established metropolitan institutions than nowadays have more than 20 or even 30 years of experience.

It can be a challenge to establish institutions for regional and metropolitan management as this involves high technical capacities, specific financial resources and the political will to achieve integration and cooperation between several local governments.

The case of the Metropolitan Area of Barcelona (AMB) in Spain, showcased throughout this document, illustrates how metropolitan institutions require strong political consensus between local actors, a vision for long-term development, and supra-municipal plans and policies to make their work sustainable and fit for purpose.

Institutional solutions should be adapted to different local contexts and needs, and thus, metropolitan and regional institutions have diverse competences and powers according to their territorial needs. For instance, Verband Region Stuttgart in Germany and Seoul Metropolitan Government in South Korea have competences and powers in sectors as varied as transport, urban and territorial planning, tourism and environmental management (IDB, UN-Habitat, CAF, 2017).

On the other hand, institutions like the Lagos Metropolitan Area Transport Authority (LAMATA) and the Dhaka Capital Development Authority have specific sectoral competences related to just transport and waste management respectively (GIZ and UN-Habitat, 2015).

These differences also depend on factors such as the availability of financial resources or the political support received from different levels of government to perform supra-municipal management, for instance, while Colombian or South African metropolitan institutions are regulated by national legal frameworks, Guadalajara in Mexico and Barcelona in Spain respond to their own sub-national regulations.

Some of the different formal and informal arrangements that metropolises and regions are implementing to manage their territories at supra-municipal scales, as well as the factors that can either enable or constrain the institutionalisation of metropolitan and regional management, are described below.



### BOX 3. Governance Assessment Questions: Institutional Dimension.

- Is one of the main functions of metropolitan/regional/supra-municipal institutions to promote multi-level governance, including vertical and horizontal institutional coordination?
- Do informal governance arrangements exist alongside formal ones? If so, how do these coexist?
- Are the institutional solutions facilitating subsidiarity and autonomy for managing territorial affairs, including fiscal and administrative decentralization?
- Are the institutional solutions addressing necessities expressed by citizens and local governments?
- Have the institutional solutions the legal capacity for enacting administrative acts?
- Are the institutional solutions adopting and implementing common development visions?

## 2.1. Formal arrangements

Institutional formal arrangements are diverse since they are designed according to different metropolitan and regional realities and are framed within different local legal frameworks. Two principal classes have emerged. First, there are the institutional formal arrangements that respond to metropolises and regions working under a confederate system, whose associative schemes do not imply decreasing political-administrative or jurisdictional autonomies for their local governments. This concerns the inter-municipal cooperation mechanisms such as those of the Barcelona Metropolitan Area (AMB) made up of 36 municipalities, the Montreal Metropolitan Community (CMM) with 82 municipalities, the Metropolitan Area of Valle de Aburrá (AMVA) with 10 municipalities or the Metropolitan Area of San Salvador (AMSS) with 14 municipalities. All of them retain political-administrative autonomy of their municipalities but consist of administrative institutions at the supra-municipal level for optimizing territorial management, the provision of services and the implementation of projects regarding the functional relationships that go beyond their municipal jurisdictions.

Second, there are the institutional formal arrangements that have resulted from the annexation or amalgamation of several local governments and whose governance is more similar to the federal type, or even the

rare typology of city-state. These territories represent political-administrative and jurisdictional units that usually respond to a single polity head or governing body. This system, for instance, is found in the City of Johannesburg Metropolitan Municipality, where amalgamated municipalities and towns are governed by a single mayor and metropolitan council, in London where the City Hall (GLA) oversees *The City* and its 32 surrounding boroughs, or in Singapore, where political independence resulted in the establishment of a metropolis-state governed by a parliamentary system. Hybrid configurations can also be found, such as the Bratislava Self-Governing Region (BSK), an independent territorial unit formed by eight districts composed in turn of 73 municipalities. In all these cases, formal arrangements correspond with sectoral institutions dealing with aspects like housing, transport, environment, energy, water, sanitation, employment, health, education, sports and tourism, among other services. It should be noted that in some metropolises of this type, a certain degree of local representation without political autonomy is maintained at the intra-urban scale, such as the seven regions of Johannesburg or the five districts of Singapore.

In most of these cases, other types of formal institutions can be found that

*“Institutional formal arrangements are diverse since they are designed according to different metropolitan and regional realities and are framed within different local legal frameworks.”*

correspond to sectoral authorities that have specific supra-municipal powers and competences, but whose boards of directors are composed of multiple actors, not only local governments' representatives, but also from the private and social sectors. These sectoral authorities use to collaborate with other metropolitan and regional institutions present in the territory, configuring multilevel governance solutions. Some of these cases are: the Metropolitan Transport Authority

(ARTM) in Montreal; the Metropolitan Housing Consortium in Barcelona as well as the urban development agency Barcelona-Regional; the Metropolitan Trading Company in Johannesburg (MTC) and the Johannesburg Development Agency (JDA); the Bratislava Region Tourism; and, in Singapore, the Economic Development Board (EDB) or the Urban Redevelopment Authority (URA).

## 2.2. Informal arrangements

Informal arrangements have become another useful mechanism to provide institutional solutions for advancing territorial governance at metropolitan and regional levels without the need to adopt specific legal frameworks to regulate them and enable their operation. In particular, these arrangements have turned out to be instrumental in early integration stages for laying the foundations for inter-municipal cooperation processes and allowing local governments to build trust without implementing, from the beginning, stronger formal solutions such as those described above. Some informal arrangements have also been used in a complementary manner in metropolises and regions, even where formal consolidated arrangements already exist, to address gaps in the formal legal framework and introduce extra-governmental arrangements to, for instance, include non-governmental actors in territorial management and decision-making processes. In several metropolises and

regions, informal and formal arrangements manage to coexist, creating hybrid institutional solutions.

In Montreal, the Metropolitan Agora is a fundamental informal arrangement that allows citizens to learn, exchange, debate and propose ideas for the implementation of the Metropolitan Land Use and Development Plan (PMAD). In Medellín, the Tripartite Commission, composed of the Metropolitan Area of Valle Aburrá, the Municipality of Medellín and the Government of Antioquia, is a good example of an informal arrangement useful for coordinating territorial management and regional competitiveness complementing the work made by the metropolitan formal arrangement. In Barcelona, the Territorial Commission of Urbanism and the Barcelona Mobility Pact are good examples because diverse actors from public, private and social sectors actively participate in shaping inclusive metropolitan management.

*"Informal arrangements have turned out to be instrumental in early integration stages for laying the foundations for inter-municipal cooperation processes and allowing local governments to build trust without implementing, from the beginning, stronger formal solutions."*

#### BOX 4. Recommended Resources: Institutional Solutions.



## 2.3. Policy recommendations

### *Promote multi-level governance based on vertical and horizontal institutional coordination*

Cooperation between different levels of government, i.e. national, sub-national and local (vertical coordination), and coordination between sectoral entities and local governments (horizontal coordination) should be at the centre of the work conducted by metropolitan and regional institutions. To that extent, the functions and powers granted to these institutions

must allow them to adopt integrated approaches for territorial management in accordance with their inter-jurisdictional nature. Additionally, they must be equipped with financing, staffing and execution capacities for intersectoral projects with supra-municipal impact, including the possibility of working with the private sector through people-public-private partnerships.

### *Facilitate subsidiarity and autonomy for managing metropolitan and regional affairs*

The work of metropolitan and regional institutions must optimise services provision and territorial management carried out by local governments, especially regarding phenomena and territories that exceed their political-administrative jurisdictions and require to be managed at the supra-municipal scales. In these cases, local governments considering respective legal frameworks must apply the subsidiarity principle, for allowing metropolitan and regional

institutions to assume these powers and functions as required and transferred by mutual agreement. Likewise, when assuming new powers, metropolitan and regional institutions must guarantee that local governments will continue to maintain autonomy in the territory of their jurisdiction, especially regarding phenomena and services provision that do not involve cooperation between two or more territorial jurisdictions.



## *Use institutional solutions for addressing territorial needs expressed by citizens and local governments*

Metropolitan and regional institutions must base their action plans, projects and territorial management instruments on the priorities identified by the local governments that are part of their territory, as well as by the citizens who inhabit it. Although informal institutional arrangements such as round tables and citizen councils have been especially helpful for this purpose,

formal arrangements should also seek ways to include civil society representatives in their governing bodies. On their part, metropolitan and regional institutions' technical teams must design and implement participatory methodologies that guarantee social inclusion during project implementation, services provision, and formulation of plans and other instruments.



Functional Metropolitan Area of Bilbao, Spain. 2016.

# 03

## Decision-Making

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### 3.1. GOVERNING BODIES

### 3.2. KNOWLEDGE MANAGEMENT

### 3.3. POLICY RECOMMENDATIONS

- *Achieve local governments representation and territorial power equivalence at metropolitan/regional/ supra-municipal governing body(ies)*
- *Increase transparency in decision-making and include post-facto scrutiny*
- *Base decision-making on evidence and implement knowledge management mechanisms*

### 3. Decision-Making

*"Decision-making is fundamental in guiding the achievements required to be met by institutions at supra-municipal levels."*

Decision-making refers to the **political dimension** of governance. This means the involvement of *politics* in governing territories, including government bodies, conflict resolution, participatory mechanisms, citizens representation, as well as knowledge management strategies to inform the decision-making process. Across metropolises and regions, decision-making includes mostly non-hierarchical and multi-level governance approaches instead of classical hierarchical approaches that are typically seen at the municipal level. This is because decisions in metropolises involve cooperation among both several local governments and political-administrative jurisdictions.

Decision-making is fundamental in guiding the achievements required to be met by institutions at supra-municipal levels and in optimizing municipal management in respect to the relations and interdependencies with their surrounding territories. In that sense, different configurations of governing bodies have been set up to regulate metropolitan and regional institutions while representing municipal interests and priorities. This relation between governing bodies and institutions illustrates that linking the political and the institutional dimensions of governance is needed for managing territorial affairs from an integrated perspective. Therefore, implementing institutional solutions without political representation could be a limited solution.

The case of the Metropolitan Community of Montreal (CMM) in Canada, showcased throughout this document, exemplifies how governing bodies such as the Metropolitan Council or the Executive Committee are fundamental for directing the work of the metropolitan institution, which is complementary to that of the municipal governments and with no intention to replace them. In that sense, supra-municipal governing bodies are usually composed

of representatives from the respective local governments, allowing municipal and territorial interests to be embodied and decisions to be taken consistently. However, in some cases, these bodies include representation not only from municipal levels but also from the national level, transforming them into multi-level governance bodies. Experiences from metropolises like San Salvador, also showcased at this document, and its Metropolitan Development Council (CODEMET) have shown the importance of multi-level governance in managing territorial affairs and achieving synergies between local and national governments, especially in countries where their capital city is an important part of the national economy.<sup>8</sup>

Additionally, a few metropolises have moved into political spaces where the governing body transformed into a metropolitan government with a metropolitan mayor or a metropolitan council selected directly by their citizens, which is the case, for instance, in London, Greater Manchester and other metropolitan authorities in the United Kingdom. In metropolises like Cape Town or Istanbul, this political transformation culminated in the annexation of multiple municipalities into an urban core, resulting in new, consolidated local governments (IDB, UN-Habitat, CAF, 2017; Metropolis, 2016; GIZ & UN-Habitat, 2015).

Regarding knowledge management for decision-making, at metropolitan and regional levels, observatories seem to be the preferred tool, as they fill the information gaps between municipal and supra-municipal governments, integrating data from several territorial jurisdictions and making it accessible to the public. Metropolitan and regional observatories have become instrumental in measuring equity and social inclusion within supra-municipal management while also increasing a sense of transparency in

<sup>8</sup> According to [OPAMSS Metropolitan Observatory](#) (2019), the metropolitan area of San Salvador is responsible for producing 33% of El Salvador's GDP.



decision-making processes and addressing citizens' demands for updated and accurate territorial information. This is exemplified in the experience of the Metropolitan Area of Bucaramanga in Colombia, where its metropolitan observatory has supported, with evidence on environmental, economic and social territorial dynamics, the decisions taken by the metropolitan governing body, namely the Metropolitan Board (UN-Habitat, 2020c, 2018).

The different types of governing bodies, as well as the processes that citizens, public and private actors and organizations are using to form their decisions and manage metropolitan and regional affairs, including the factors that enable or constrain the decision-making processes, are described in the sections below.

#### BOX 5. Governance Assessment Questions: Political Dimension.

- Are local governments directly represented within the metropolitan/regional/supra-municipal governing body(es)?
- Are there some kind of territorial power asymmetries between local governments part of the governing body(es) and some way to achieve balance?
- Do criteria for decision-making exist, are they clearly defined by institutional mandates, and are they publicly available?
- Is there a clear process for post-facto scrutiny on decisions taken?
- Are decision-making processes based on evidence and, especially, on the most recent available data and information?
- Are there mechanisms to evaluate past decision-making processes and are they instrumental in transformational change and strengthening local and territorial capacities?

### 3.1. Governing bodies

*"There are usually multiple metropolitan and regional governing bodies that coexist and articulate."*

The structure and composition of governing bodies in metropolises and regions also depends on whether they are constituted under confederate, federated or unitary systems. In confederate systems, government bodies are usually formed *bottom-up* and correspond to a second level of representative democracy, for instance, local governments and authorities (elected by citizens) appoint representatives to supra-municipal bodies. In federated or unitary frameworks, citizens usually directly elect the governing bodies, and the latter usually appoint representatives for local (intra-urban) administrative divisions, aiming to have permanent, indirect contact with the electors. It can be said that in the case of federated and unitary metropolises and regions, both direct and representative democracy elements are present, as well as *top-down* and *bottom-up* methods, and to

that extent, they usually have more complex decision-making processes than the confederate ones.

In any case, there are usually multiple metropolitan and regional governing bodies, including councils, committees, commissions, boards of directors, cabinets, political groups, assemblies, and courts, among others, that coexist and articulate. They emulate, to a certain point, the division of executive, legislative and even, in a few cases, the judicial powers that use to characterize the classic model of the nation-state. Some examples of governing bodies and distribution of powers are: the Metropolitan Board and Sectorial Metropolitan Councils in the Metropolitan Area of Valle de Aburrá; the Council of Mayors and the Metropolitan Development Council in San Salvador; the Council of the Metropolitan Community of

Montreal, its Executive Committee, Advisory Committees and Commissions; the Mayor of London and the London Assembly; the Bratislava Self-Governing Region Council and its President; the Metropolitan Council, Governing Board, Metropolitan Political Groups, Council of Mayors, and Special Audit Commission, in Barcelona; the Metropolitan Council, Portfolio Clusters and Committees, Mayoral Committee, and Executive Team, in Johannesburg; and the Parliament, Cabinet, Community Development Councils and Town Councils, in Singapore.

Most of the metropolitan and regional governing bodies are chaired by their highest political leaders, namely mayors, councillors, parliamentarians, ministries and even presidents (in the case of metropolis-states). Correspondingly, the decisions made by the governing bodies usually constitute

the main roadmap of the existing formal institutional arrangements in their respective metropolis, achieving an adequate articulation between the institutional and political dimensions of governance. In this way, the decisions made by the Metropolitan Board, for instance, are materialized in the Action Plan of the Metropolitan Area of Valle de Aburrá, as it is for the Council of Mayors and the Planning Office of the Metropolitan Area of San Salvador; the London Assembly's and Mayor's decisions are implemented by the City Hall; the Metropolitan Council's agreements are implemented by the Barcelona Metropolitan Area; the regulations issued in the Bratislava Self-Governing Region guide the work of the regional institutional departments; and what Singapore Parliament decides is executed by its Ministries and its Statutory Boards.

## 3.2. Knowledge management

Knowledge management has become a key process to consolidate supra-municipal governance since it allows informed and evidence-based decision-making, rather than that based on personal priorities or particular political agendas. Metropolitan and regional observatories are the most common tools implemented for this purpose. In addition to constantly monitoring population dynamics by indicators, these observatories have been useful for implementing geo-referenced information systems and producing new data and information to better understand the characteristics of each micro-territory that composes the respective metropolis and/or region. In some cases, observatories have also been valuable for building technical capacity in metropolitan institutions, public servants and citizens.

The Metropolitan Information Observatory of the Metropolitan Area of Valle de Aburrá, the Metropolitan Observatory of the Metropolitan Area of San Salvador and the London Datastore are clear examples of how these tools allow monitoring of metropolitan development through social,

economic, environmental, population and other sectoral indicators, and how they improve territorialization and monitoring of the Sustainable Development Goals and other international agendas. Meanwhile, the case of the Gauteng City-Region Observatory (GCRO) shows how associating with academia (namely the University of Johannesburg and University of the Witwatersrand) could provide policy support and capacity building, and helps the Gauteng Provincial Government and the City of Johannesburg Metropolitan Municipality to conduct rigorous peer-reviews of city-region development. A similar situation occurs in Bratislava, where the Institute of Regional Policy and the Bratislava Metropolitan Institute (MIB) serve the city and the Self-Governing Region on topics like strategic planning, policy evaluation, decision-making and technical studies, but at the same time collect, process and publish updated data, and even bring quality architecture and functional solutions.

Knowledge management and, especially, sharing information about government activities have increased transparency

*"Knowledge management and, especially, sharing information about government activities have increased transparency and social inclusion in decision-making processes."*

and social inclusion in decision-making processes. Furthermore, carrying out citizen participation methodologies for inclusive territorial planning and public management is generating collective awareness on the nature of inhabiting integrated territories. This collective consciousness has resulted in new metropolitan and regional identities, through which citizens continue feeling that they belong to their neighbourhood and municipality, while they also care about the future of their metropolis and region, something that opens the way for consolidating new citizenships and cultural manifestations. London, Barcelona and Montreal are progressing in that regard. There, various knowledge management strategies led by entities such as the Greater London Authority, the Greater Montreal Observatory and the Metropolitan Area of Barcelona and its open data strategy have become tools allowing citizens of

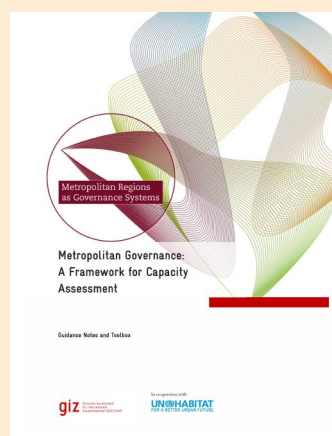
their respectively 33 boroughs and 82 and 36 municipalities to have a better understanding of their metropolitan territory prompting them to exercise metropolitan citizenship. In Barcelona, other specific entities like the Metropolitan Observatory of Climate Change (METROBS) or the Metropolitan Housing Observatory of Barcelona (O-HB) have generated citizens' interest in decisions taken on both matters.

Finally, the case of Singapore and its think tank, the Centre for Liveable Cities, is inspiring for achieving a culture of knowledge-sharing between public, private and social actors, and for consolidating long-term collective action in distilling lessons learned from the Singapore's transformation process into being an international example of sustainable urban development and adopting a new vision for linking cities and quality of life: the liveable cities.

#### BOX 6. Recommended Resources: Decision-Making.



Metropolitan  
Observatories:  
Structuring and  
Implementation  
Guide.  
<https://unhabitat.org/node/144372>



Metropolitan  
Governance:  
A Framework  
for Capacity  
Assessment.  
Guidance Notes  
and Toolbox.  
<https://unhabitat.org/metropolitan-governance-a-framework-for-capacity-assessment-guidance-notes-and-toolbox>



### 3.3. Policy recommendations

#### *Achieve local governments representation and territorial power equivalence at metropolitan/regional/supra-municipal governing body(ies)*

Governing bodies must be formed by representatives from all the local governments that make up the respective metropolises. Power of decision exercised by such representatives must be equitable, promote consensus and avoid vetoes from governments representing territories with higher population and/or economic prominence over those representing territories with less prominence. Governing

bodies must also ensure the participation of representatives from the private sector and civil society, whose decision-making power and influence should be regulated by the respective legal framework. Depending on the local political system and the metropolis' significance for its country's development, supra-municipal government bodies may include representatives from national and sub-national governments.

#### *Increase transparency in decision-making and include post-facto scrutiny*

The decision-making capacity of governing bodies as well as the requirements on how the decisions should be taken must be clearly established by law. Decisions made need be public and easily accessible for all the inhabitants of the respective metropolises. Regarding decisions considered as strategic, such as the adoption of long-term policies or plans, strategic projects execution, new taxes

definition, enactment of new laws or regulations, among others, decision-making must include consultation processes and contribution from multiple public, private and social actors. After decisions are taken, citizens and local actors must be able to comment, monitor, account and, in general, carry out permanent scrutiny regarding their implementation.

#### *Base decision-making on evidence and implement knowledge management mechanisms*

Metropolitan and regional governing bodies' decision-making should be based on the most reliable and accurate available information. Evidence used in decision-making must be equitable with respect to the multiple territories that compose the metropolis/region, reducing the possibility that decisions favour personal interests or particular political agendas. Data collected must be gender- and age-sensitive,

promoting social inclusion in the decisions taken and its effects. Metropolises must implement and make sustainable knowledge management strategies and instances, such as observatories, information systems, think tanks and others, that facilitate monitoring territorial development, quality of life and serve the application of lessons learned from previous decision-making processes.

# 04

## Collective Action

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4.1. ADMINISTRATIVE ACTS

4.2. DEVELOPMENT VISIONS

4.3. POLICY RECOMMENDATIONS

- *Apply legal force for binding agreements and administrative acts*
- *Include development visions in decision-making, territorial management instruments and administrative acts*

## 4. Collective Action

*"At metropolitan and regional levels, collective actions are the basis for integration between several public, private and social actors."*

Collective action refers to the **instrumental dimension** of governance. It means the *policy* content to manage the territory, such as administrative acts, development visions, common agreements, consensual and cooperative based activities, and the respective mechanisms to bind them. At metropolitan and regional levels, collective actions are the basis for integration, to the extent that supra-municipal governance is mainly a matter of inter-municipal cooperation between several public, private and social actors. Due to the emerging endeavours for considering cities as objects and subjects of international law, within this dimension is also included agreements and collective actions made by metropolises and regions at international level, such as forming international networks and associations, as well as signing and adopting international agendas and declarations.<sup>9</sup>

Given that metropolises and regions are intermediate territorial scales which are not deeply rooted in public management and political culture as municipalities or states, their common agreements and collective action need to be bound by, and their implementation supported by higher- and lower-governmental levels. In the same direction, administrative acts and development visions adopted from supra-municipal levels are likely to be complied with if they acquire legal force in becoming acts and instruments that have a binding nature in their jurisdictions, and if they are legitimized by citizens as a result of participatory processes carried out during their formulation.

Governance principles are fundamental for establishing supra-municipal cooperation. For instance, in the Functional Area of Metropolitan Bilbao in Spain, subsidiarity, transparency, accountability and civic engagement have shown to be

instrumental in balancing the territorial development between 35 municipalities (UN-Habitat, 2015). This illustrates that supra-municipal governance is possible in places where, although there are no metropolitan institutions or governing bodies, there is agreement on a metropolitan plan with strategic territorial projects and the development of metropolitan public policies led by municipal councillors with metropolitan competences.

In metropolises and regions where institutional arrangements and governing bodies have been established, common agreements achieved through collective actions tend to be formally adopted, becoming administrative acts and acquiring legal force in their respective jurisdictions. This is the case, for instance, in the Metropolitan Area of Guadalajara (AMG) in Mexico, a good example of how the decisions taken by its governing body, namely the Metropolitan Coordination Board, are legally binding and have become instruments for directing the work made by the metropolitan institution (IMEPLAN). There are some cases where AMG agreements are passed by the regional government and enacted as administrative acts of the State of Jalisco, namely edicts.<sup>10</sup>

The following sections discuss how local actors of metropolises and regions are achieving consensus on common territorial affairs, as well as the mechanisms used to form the agreements, collective actions that are binding, the ways in which the different tiers of government support its implementation, and the factors which enable or constrain inter-governmental cooperation.

<sup>9</sup> For detailed information, see for instance <http://habitat3.org/wp-content/uploads/Montreal-Declaration.pdf>

<sup>10</sup> See the example of the Methodology to Determine the Metropolitan Impact of Territorial Projects designed by IMEPLAN and Cider Uniandes in 2018, approved by the Metropolitan Coordination Board and enacted by the State of Jalisco in April 2019. More information available at: <https://periodicooficial.jalisco.gob.mx/sites/periodicooficial.jalisco.gob.mx/files/04-06-19-v.pdf>



**BOX 7.****Governance Assessment Questions: Instrumental Dimension.**

- Are agreements and administrative acts results of the decision-making processes carried out by the metropolitan/regional/supra-municipal governing bodies?
- Does the implementation of administrative acts depend on their legal force or do voluntary and informal agreements also exist?
- Are the territorial common development visions formulated through effective citizen participation processes?
- Are the territorial common development visions included in metropolitan/regional/supra-municipal planning and development instruments?
- Do development visions consider global agendas' commitments and link land-use and territorial planning with socio-economic development?

## 4.1. Administrative acts

Administrative acts are governance instruments for metropolises and regions that give a binding force of law to the agreements reached by their governing bodies and the work carried out by their institutions. The hierarchy and strength of administrative acts are related, although not exclusively, to the type of metropolitan and regional integration and their respective systems of government. In federated and unitary metropolises and regions, administrative acts are usually fully binding and their force of law corresponds to the highest normative hierarchy. In confederate metropolises, administrative acts are also often binding, but their force of law is not necessarily of higher hierarchy, thus, confederate local governments retain a certain degree of independence when implementing them. In both confederated as well as in federated and unitary metropolises and regions, administrative acts play a fundamental role in articulating governing bodies with institutional arrangements and the effectiveness of territorial management from the supra-municipal scales depends largely on its binding force.

The cases of the "Metropolitan Agreements" of the Metropolitan Area of Valle de Aburrá (AMVA) and the Metropolitan Area of San Salvador (AMSS); the "Resolutions" of the Metropolitan Community of Montreal (CMM); the "Generally Binding Regulations" of the Bratislava Self-Governing Region;

and the "Metropolitan Organic Regulations and Decrees" of the Metropolitan Area of Barcelona (AMB), are all examples of binding administrative acts approved by their respective governing bodies, enacted as legal instruments and adopted by their metropolitan and regional institutions for directing the work they carry out at supra-municipal scales.

London, Johannesburg and Singapore are three examples of metropolises whose federated and unitary characters, respectively, give greater regulatory hierarchy to administrative acts, making them mandatory for the work carried out by their institutions. London Mayoral and Assembly Decisions are the primary administrative acts at City Hall. The By-laws passed by the Metropolitan Council of Johannesburg constitute the major norms of the metropolitan municipality, which also has powers for endorsing and implementing plans, policies and other regulations. Singapore, due to its metropolis-state character, is an example of the greatest possible legal and administrative autonomy that a metropolis can have, but also of the complexity of articulating the multiplicity of administrative acts enacted by its Parliament (major governing body), Ministries, Councils, Statutory Boards and other authorities and institutional arrangements present in the territory.

*"Administrative acts are governance instruments for metropolises and regions that give a binding force of law to the agreements reached by their governing bodies and the work carried out by their institutions."*

## 4.2. Development visions

Whether a territory corresponds to a confederate, federated or unitary system, development visions are instrumental for metropolises and regions generating collective actions between governments and other local actors and outlining medium- and long-term strategic objectives, both constituent factors of territorial integration at the supra-municipal scale. These development visions are usually formulated through broad participatory processes that include consultations with public, private and social actors, each contributing the strategies that they consider as priorities for the proper functioning of the metropolis/region and improving quality of life for citizens. To guarantee the materialization of the projected visions, institutions and government bodies usually use them for guiding policies, plans and other instruments of territorial management with medium and long-term horizons, so that even on some occasions they are adopted through administrative acts.

The Metropolitan Area of Valle de Aburrá (AMVA), the Metropolitan Area of San Salvador (AMSS), the Greater London and the City of Johannesburg Metropolitan Municipality are good examples of how development visions have been included within territorial planning and development plans. AMVA has even advanced on expanding the geographical scope and timeframe of the vision for including linkages with their surrounding region and developing a 30-year prospective exercise,

namely *Metropolis 2050: The supercity of Medellín*. London did the same in 2012, formulating and adopting the *2020 Vision: The Greatest City on Earth – Ambitions for London* as the middle-term strategy for investing and improving the metropolis while driving the UK economy. The Metropolitan Area of Barcelona (AMB), the Metropolitan Community of Montreal (CMM) and Singapore have also included development visions in their planning and development instruments and, furthermore, have used them when formulating sectoral policies and throughout the work made by their public institutions. They have also made tools available to citizens for constant monitoring of their implementation. Singapore's vision of the Liveable City is inspiring in that regard.

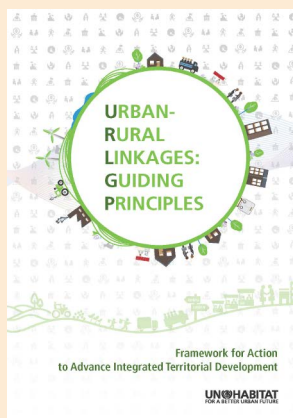
Finally, it is worth mentioning that when understanding the territory and projecting its development, all cases cited stated common insights related with multiple-centrality, multiple-scalarity, urban-rural linkages, competitiveness, community/citizens integration, and global agendas implementation. This is clear, for instance, with the Joburg 2040 vision, Metropolis 2050: The supercity of Medellín, Barcelona's approach of City of Cities, and CMM's vision statement: *"Heading to the world: building a competitive, attractive, united and responsible community"*.

*"Development visions are usually formulated through broad participatory processes that include consultations with public, private and social actors."*

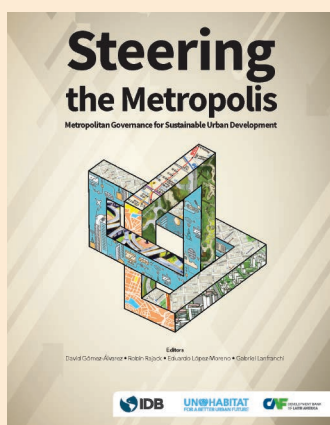
#### BOX 8. Recommended Resources: Collective Action.



Methodologies:  
Metropolitan  
Management and  
Planning.  
<https://unhabitat.org/node/144370>



Urban-Rural  
Linkages: Guiding  
Principles –  
Framework for  
Action to Advance  
Integrated  
Territorial  
Development.  
<https://unhabitat.org/node/142854>



Steering the Metropolis:  
Metropolitan  
Governance for  
Sustainable Urban  
Development.  
<https://unhabitat.org/steering-the-metropolis-metropolitan-governance-for-sustainable-urban-development>

## 4.3. Policy Recommendations

### *Apply legal force for binding agreements and administrative acts*

Administrative acts sanctioned by government bodies and metropolitan and regional institutions must have the force of law behind them and be legally binding in the territory of their jurisdiction. Depending on the political system, administrative acts must have a higher hierarchy in relation to common affairs delegated to the supra-municipal level by local governments. This

normative hierarchy must respond to the subsidiarity principle and not override the principle of autonomy. Administrative acts must be periodically reviewed and updated to adequately reflect changes in public policy and new territorial dynamics, as well as updated plans, programmes and projects.



## *Include development visions in decision-making, territorial management instruments and administrative acts*

Development visions agreed through effective participatory processes must guide both the decision-making processes and the work made by metropolitan and regional institutions. Additionally, development visions should be included in planning and territorial management

instruments, especially in those with medium- and long-term time horizons. Finally, to the extent possible and as appropriate, development visions should be inspired by global agendas and should link land-use and territorial planning with socio-economic development.



Metropolitan Area of Barcelona, Spain. 2016.

05

## Inspiring Practices

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- METROPOLITAN AREA OF VALLE DE ABURRÁ (COLOMBIA)
- METROPOLITAN AREA OF SAN SALVADOR (EL SALVADOR)
- METROPOLITAN COMMUNITY OF MONTREAL (CANADA)
  - GREATER LONDON (UNITED KINGDOM)
  - METROPOLITAN AREA OF BARCELONA (SPAIN)
  - BRATISLAVA SELF-GOVERNING REGION (SLOVAKIA)
- CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY (SOUTH AFRICA)
  - SINGAPORE (SINGAPORE)

## 5. Inspiring Practices

Eight principal cases showcased throughout this document, namely Metropolitan Area of Valle de Aburrá, Metropolitan Area of San Salvador, Metropolitan Community of Montreal, Greater London, Metropolitan Area of Barcelona, Bratislava Self-Governing Region, the City of Johannesburg Metropolitan Municipality, and Singapore, feature inspiring practices to provide their territories with integrative governance frameworks involving fit-for-purpose institutional solutions, representative

decision-making bodies and processes, and collective actions.

These inspiring practices represent a wide variety of metropolitan realities in terms of jurisdictional, territorial, population, economic and even local and national political contexts. Table 2 describes the different contextual information of the selected metropolises and regions, retrieved from the respective official observatories, data and statistical departments when drafting the case studies.<sup>11</sup>


<sup>11</sup> For detailed information about the source of each case refer to the respective section within this chapter.

<sup>12</sup> Nominal/Current Prices. Purchasing Power Standards (PPS) is used for the case of London.

**Table 2.** Metropolises and Regions Selected as Governance Inspiring Practices.

METROPOLIS/ REGION	LOCAL GOVERNMENTS	TERRITORIAL EXTENSION	POPULATION SIZE	GDP PER CAPITA <sup>12</sup>	COUNTRY'S CAPITAL CITY	POLITICAL SYSTEMS
<b>Metropolitan Area of Valle de Aburrá</b> (Colombia)	10 municipalities	1,165 km <sup>2</sup>	4 million	USD 7,044 (2015)	No.	Confederate Metropolitan System – Unitary Republic
<b>Metropolitan Area of San Salvador</b> (El Salvador)	14 municipalities	610 km <sup>2</sup>	1.75 million	USD 5,064 (2019)	Yes.	Confederate Metropolitan System – Unitary Republic
<b>Metropolitan Community of Montreal</b> (Canada)	82 municipalities	4,374 km <sup>2</sup>	4.1 million	CAD 54,707 (2018)	No.	Confederate Metropolitan System – Federate Constitutional Monarchy
<b>Greater London</b> (United Kingdom)	33 boroughs	1,700 km <sup>2</sup>	9 million	EUR 56,200 (2017)	Yes.	Federate Metropolitan System – Unitary Constitutional Monarchy
<b>Metropolitan Area of Barcelona</b> (Spain)	36 municipalities	636 km <sup>2</sup>	3.3 million	EUR 38,244 (2018)	No.	Confederate Metropolitan System – Unitary Constitutional Monarchy
<b>Bratislava Self-Governing Region</b> (Slovakia)	8 districts 73 municipalities	2,038 km <sup>2</sup>	0.66 million	EUR 38,584 (2018)	Yes.	Federate Regional System – Unitary Republic
<b>The City of Johannesburg Metropolitan Municipality</b> (South Africa)	7 regions	2,300 km <sup>2</sup>	5.8 million	USD 12,683 (2010)	No.	Federate Metropolitan System – Unitary Republic
<b>Singapore</b> (Singapore)	6 districts	697 km <sup>2</sup>	5.7 million	USD 65,233 (2019)	N/A.	Unitary Metropolitan System – Unitary Republic





Valle de Aburrá is the metropolis composed of Medellín and other nine Colombian municipalities where 4 million people live.<sup>13</sup> The metropolis has an area of 1,165 km<sup>2</sup> and accounts for 66.2 per cent of Antioquia Region's GDP, equivalent to approximately USD 7,000 per capita.<sup>14</sup> Regarding its local administration, each of its ten municipalities is chaired by a mayor selected through municipal elections for a four-year mandate.

Metropolitan Area  
of Valle de Aburrá,  
Colombia. 2017.



# Metropolitan Area of Valle de Aburrá (Colombia)

## INSTITUTIONAL SOLUTIONS

### **Formal arrangement**

The Metropolitan Area of Valle de Aburrá (AMVA) is the public administration created by the regional level through the Antioquia's Departmental Ordinance 34/1980 (framed in the National Laws 61/1978 and 3104/1979), for the promotion, planning and coordination of joint development and the provision of services in its municipalities. Currently, AMVA is regulated by the National Law 1625/2013. AMVA acts as the metropolitan public transport authority and urban environmental authority. It also acts as a coordinating entity for territorial planning and urban safety and security. Among its main functions are to:

- Coordinate sustainable metropolitan development integrating human development, territorial planning, economic development and social management.
- Lead the construction of metropolitan infrastructure of public spaces and social facilities, housing and its environment.
- Oversee environmental quality and sustainable development encompassing issues of care and protection, management, environmental control and risk management.
- Manage metropolitan public transport as a mobility authority, promoting transport and other mobility alternatives, logistics, road safety and regional connectivity.
- Articulate safety and security based on the technical and technological capabilities of the territory.

### **Informal arrangement**

The Tripartite Commission is an informal institution established between the Government of Antioquia (regional level), the AMVA (metropolitan level) and the Municipality of Medellín (municipal level), which seeks to coordinate territorial management and regional competitiveness. Created in 2004 and reformed in 2016, the Commission coordinates and articulates strategies, optimizing studies and integrating territorial scales across many development issues. The Tripartite Commission developed strategic initiatives in subjects such as:

- Regional competitiveness and internationalization.
- Regional planning and territorial management.
- Institutional capacity development.
- Information and knowledge management.
- Natural resources.
- Security, coexistence and peace.

<sup>13</sup> <https://datosabiertos.metropol.gov.co/>

<sup>14</sup> [Antioquia Regional Government and Metropolis Indicators.](#)

## DECISION-MAKING

### Governing Bodies

#### METROPOLITAN BOARD

The main decision-making body of AMVA is the Metropolitan Board, composed of: i) the Mayor of Medellín, artificially known as the metropolitan mayor for being the core municipality of the metropolis; ii) the mayors of the other member municipalities; iii) one councillor representing the council of the core municipality; iv) one councillor representing the councils of the other member municipalities; v) one representative from environmental NGOs; vi) one representative from the National Government (invited without vote); and vii) the regional Governor or his representative (invited without vote). The mandate of the members of the Metropolitan Board corresponds with the term for which they were popularly elected. The Metropolitan Board meets quarterly for regular sessions, or in an extraordinary way when requested by the Board's President or in his absence, the vice president, Director of the Entity, or a third of its members. Principal functions of the Metropolitan Board are described below:

- Regarding territorial planning and sustainable territorial development: declare metropolitan common affairs called "metropolitan facts;" adopt the Metropolitan Integral Development Plan (PIDM); adopt the Metropolitan Land Use Strategic Plan (PEMOT); harmonize PIDM and PEMOT implementation; establish metropolitan policies and plans relating to housing and habitat; authorize signature of metropolitan agreements and projects.
- Regarding metropolitan infrastructure: declare those properties necessary to implement the PIDM as public utility or of social interest; decree the collection of the participation in capital gains for public works or the valorisation contributions.
- Regarding natural resources and environmental preservation: adopt a

metropolitan plan for the protection of natural resources and the environment.

- Regarding transport: adopt metropolitan mobility policies and metropolitan transport management plan; set the rates for public transport service.
- Regarding fiscal systems and finance mechanism: issue the annual budget of spending and income of the metropolitan area; formulate recommendations regarding fiscal and financial policy to its municipalities, especially seeking the integral unification or harmonization of local tax systems; approve the Investment Plan and the Entity's Annual Budget of Income and Expenses.
- Administrative functions.

#### METROPOLITAN COUNCILS

According to the National Law 1625/2013, AMVA can establish advisory bodies for the preparation and evaluation of the entity's plans, which will be called metropolitan councils. It is mandatory to establish at least the Metropolitan Planning Council. Other councils regarding mobility and transport, public services, environment, and the others deemed necessary according to the defined metropolitan common affairs, could be also formed. AMVA's Metropolitan Planning Council is composed of: i) the director of the Metropolitan Institution or its representative; ii) secretaries, directors or chief of the respective planning municipal offices or planning representatives appointed by the respective mayor; and iii) secretary, director or chief of regional planning.

### Knowledge Management

#### METROPOLITAN INFORMATION OBSERVATORY

AMVA has created this observatory as a space for the visualization and monitoring of indicators on the strategic issues of



the metropolitan area. The Metropolitan Information Observatory presents the analysis, processing and interpretation of the indicators that support the processes of institutional management and regional planning. Some of the subjects monitored

by the indicators of the metropolitan observatories include quality of life, education, housing, transport and mobility, air quality, SDGs, environmental health, biodiversity, migration, population, among others.

## COLLECTIVE ACTION

### Administrative Acts

#### METROPOLITAN AGREEMENTS

The Metropolitan Agreements are the formal expressions of the Metropolitan Board and constitute the administrative acts of the metropolis. They derive from the metropolitan common affairs and have legal force to be implemented within the metropolitan jurisdiction. These agreements can originate from the members of the Metropolitan Board, the Director of the Metropolitan Institution, the councillors of the metropolitan municipalities and the popular initiative.

During the last 10 years, AMVA has adopted more than 150 Metropolitan Agreements related to public policies and territorial plans on transport, environmental, planning and security sectors, as well as agreements related to metropolitan financing mechanisms, budget and administrative decisions. A recent good example of these agreements is the one adopting the metropolitan plan on air quality management (PIGECA) that links all local stakeholders and commits them to voluntarily meet goals for reducing polluting emissions.

#### Long-term Development Vision: Metropoli 2050

AMVA has adopted a development vision with medium- and long-term horizons. This vision has been included in several territorial

planning and management instruments such the Metropolitan Development Integral Plan (PIDM) and the Strategic Metropolitan Land Use Plan (PEMOT). The Development Vision defined in the AMVA's PIDM refers to "an articulated region, with opportunities for sustainable development for all its inhabitants, high levels of quality of life, with a responsible and participatory citizenship that believe and trust its institutions".

Correspondingly, the land-use model defined by the AMVA's PEMOT as the spatial representation of the development vision states that the metropolis is an urban structure of hierarchical centralities, linearly settled on the two slopes of the Aburrá River, consolidating the territory as urban corridor with medium-density residential occupation on the two slopes of the valley and supported in the ecological structure.

Recently, AMVA and the Municipality of Medellín proposed "Metropoli 2050: The supercity of Medellín" as a renewed development vision, formulated through a participative process and based on the strategies proposed by the PIDM and PEMOT, to expand the geographical scope and address the existent relations between the metropolis and its surrounding territories. Metropoli 2050 proposes a multi-scale governance to achieve regional sustainable development in the Valle de Aburrá and four other urban agglomerations that, according to the prospective exercise, during the next 30 years will become interdependent, consolidating the "Supercity of Medellín".

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*The Metropolitan Area of San Salvador (AMSS) has approximately 1.75 million inhabitants living in a territory of 610 km<sup>2</sup> with 14 municipalities.<sup>15</sup> AMSS is the only metropolis of El Salvador with institutional arrangements, a legal framework and planning instruments for addressing territorial management at the metropolitan scale. AMSS's GDP in 2019 was accountable for 33 per cent of El Salvador's GDP, while GDP per capita was USD 5,064.<sup>16</sup>*

Metropolitan Area of  
San Salvador,  
El Salvador. 2019.



# Metropolitan Area of San Salvador (El Salvador)

## INSTITUTIONAL SOLUTIONS

### **Formal arrangement**

The Planning Office of the Metropolitan Area of San Salvador (OPAMSS) is the formal institutional arrangement for metropolitan management in San Salvador and other 13 municipalities. OPAMSS was created in 1988 and started operations in 1990 as a technical body acting as the Executive Secretariat of the Council of Mayors of the Metropolitan Area of San Salvador (COAMSS). The strategic objectives of OPAMSS are to examine and analyse AMSS urban development problems and to advise the COAMSS through strategic programmes and projects.

OPAMSS is composed of three branches: i) urban development control; ii) planning and research; and iii) social and economic development. A series of technical support units depend on each branch. All these branches are backed by a legal, administrative, financial, technical and information systems structure. The functions granted to OPAMSS by the COAMSS and the metropolitan legal framework are listed below:

- Elaborate policies for metropolitan development, urban and social matters.
- Define the development models that will shape the Director Scheme for metropolitan land-use, and coordinate and control their compliance.
- Formulate the Metropolitan Development Plan, with its corresponding sector plans, programmes and investment projects, as well as dictate norms and elaborate regulations that assure the plans' implementation.
- Make periodic reviews, evaluations and adjustments to the sector plans that compose the Development Plan.
- Coordinate and supervise the implementation, by the project executing units of each of the municipalities, those programmes necessary for community improvement in the areas of organization, improvement and social equipment, housing and public services, with priority attention to the low-income population of the metropolis.
- Give assistance to the municipalities in emergency situations, through special rehabilitation, improvement and reconstruction programmes.
- Develop an administrative and financial strategy to ensure the functioning of COAMSS.
- Enforce the regulations of the Urban Development and Construction Control Ordinance.
- Receive fees, contributions and fines from said Ordinance and its regulations.

<sup>15</sup> <https://opamss.org.sv/quienes-somos-nueva/>  
<sup>16</sup> [OPAMSS Metropolitan Observatory](#).



## DECISION-MAKING

### **Governing Bodies**

#### COUNCIL OF MAYORS OF THE METROPOLITAN AREA OF SAN SALVADOR (COAMSS)

Collegial decision-making body that regulates, coordinates and directs the metropolitan policies and programs. It is the Board of Directors of OPAMSS. COAMSS was created in 1987 at the initiative of 11 municipal mayors, with the aim of developing joint efforts (financial and technical) for the reconstruction of the territories destroyed by the 1986 earthquake. Currently, COAMSS is organized into four work commissions that coordinate with OPAMSS: i) management of institutional development; ii) territory, environment and risk management; iii) management of economic development and social cohesion; and iv) health management and solid waste management.

#### METROPOLITAN DEVELOPMENT COUNCIL (CODEMET)

It is the political organism for reciprocal collaboration between AMSS municipalities and the central government for the articulated management of metropolitan development. CODEMET has powers to propose to the Council of Ministers' public investment programmes and projects for the territorial development of the metropolis.

#### THE AMSS PLANNING COMMITTEE (COPLAMSS)

COPLAMSS is the body created for the participation of unions and businessmen in the territorial management of the Metropolitan Area of San Salvador. Although the COPLAMSS was established by the law it had not been installed yet.

### **Knowledge Management**

#### METROPOLITAN OBSERVATORY

The Metropolitan Observatory (OM) was created by agreement of the Council of Mayors in 2009, with the purpose of monitoring the criminal acts registered in the metropolis and focusing on violence prevention. However, from the initial phase, it was contemplated the OM to exceed that starting point as stated in its mission: "Being a unit that progressively conducts research on the subject of violence and incorporates social, economic and territorial management variables that allow it to evolve towards an urban observatory", and in its vision: "integrate an urban observatory of metropolitan scale".

Nowadays, the Metropolitan Observatory continue monitoring security but it has incorporated economic, social and environmental indicators. Also, it has started the monitoring of SDG and the Cities Prosperity Index (CPI) of UN-Habitat. The OM is well-positioned at the country's observatories network.

#### METROPOLITAN SCHOOL OF LOCAL DEVELOPMENT

The Metropolitan School of Local Development (EMDL) was created in 2012 with the objective of "generating information and knowledge for decision-making on the comprehensive development of the AMSS" as defined at the OPAMSS Institutional Strategic Plan. The EMDL was reorganized in 2015, expanding its training modalities and its target audience, resulting in the participation of 4,980 people in the trainings and programmes developed during the years 2015-2018.

## COLLECTIVE ACTION

### **Administrative Acts**

#### METROPOLITAN AGREEMENTS

As the principal government body, the Council of Mayors of the Metropolitan Area of San Salvador (COAMSS) has the capacity to adopt formal agreements as metropolitan administrative acts. Furthermore, the statutory and legal frameworks give to COAMSS the power of “issuing agreements related to urban and rural development for the Metropolitan Area of San Salvador”.

COAMSS agreements cover a wide range of themes like the approval and adoption of territorial development and land-use instruments, metropolitan policies, programmes and projects implementation, budgetary and financial plans and previsions, national and international missions and cooperation activities, among other institutional and administrative provisions. As an example, for the period 2017-2018 they approved more than 90 metropolitan agreements.

### **Metropolitan Development Vision**

In recent years, the Metropolitan Area of San Salvador has worked with social, private and public actors to build a common development vision of being “a sustainable, inclusive, competitive and resilient city, with a polycentric configuration, in the process of densification and structuring around networks of public spaces and a new multimodal mobility system, with opportunities for everyone and with a healthy, progressive and diverse financing system”. In 2016, this vision was formally endorsed by agreement of the Council of Mayors through the adoption of the Metropolitan Director Scheme for Land-Use, posteriorly published in the Official Gazette 31 of February 14, 2017, and Gazette 55 of March 20, 2017, as well as in the Decree 9 of 2017.

Sources:

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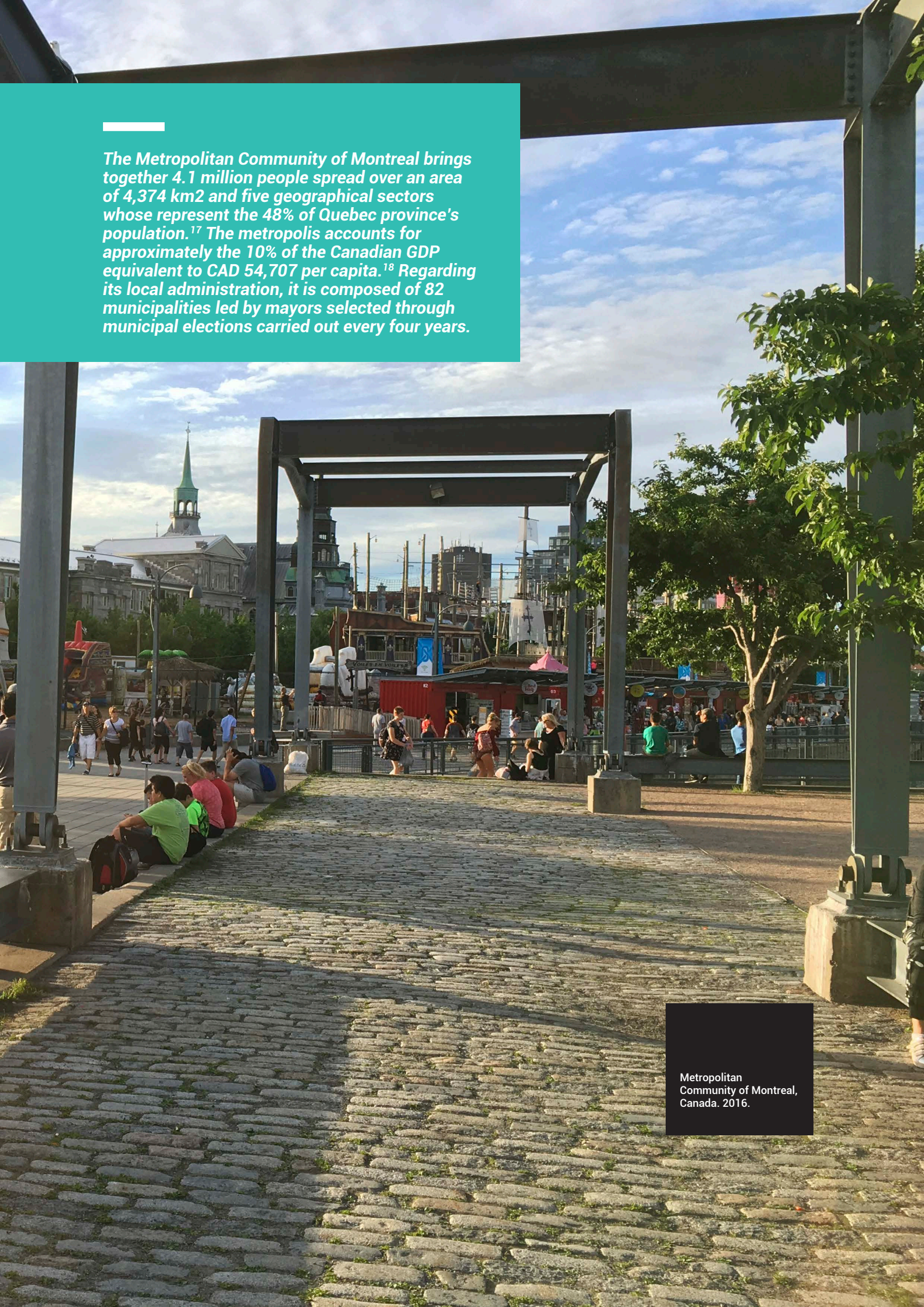
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*The Metropolitan Community of Montreal brings together 4.1 million people spread over an area of 4,374 km<sup>2</sup> and five geographical sectors whose represent the 48% of Quebec province's population.<sup>17</sup> The metropolis accounts for approximately the 10% of the Canadian GDP equivalent to CAD 54,707 per capita.<sup>18</sup> Regarding its local administration, it is composed of 82 municipalities led by mayors selected through municipal elections carried out every four years.*

Metropolitan  
Community of Montreal,  
Canada. 2016.



# Metropolitan Community of Montreal (Canada)

## INSTITUTIONAL SOLUTIONS

### **Formal Arrangement**

The Metropolitan Community of Montreal (CMM) is the public institution established by the Quebec's Law C-37.01/2001. CMM oversees planning, coordination and financing organization of the metropolis's five geographical sectors: Montreal Agglomeration; Longueuil Agglomeration; Laval; Couronne Nord; and Couronne Sud.

General Director, assisted by public officers, namely the subdirectors, the secretary and the treasurer is responsible for overseeing the CMM's administration. CMM exercises powers in the areas of land-use planning, economic development, social housing, public transport and the environment. Principal competencies of the CMM are territorial development; economic development; artistic and cultural development; social housing; metropolitan equipment, infrastructure, services and activities; public transport; solid waste management; and water and sanitation.

CMM collaborates with several formal institutions to develop some of its competences. Thus, Montréal International (MI), the Metropolitan Employment Council

(CEM) and the ten Cluster Secretariats constitute the Community's main partners in terms of economic development. Similarly, the Regional Metropolitan Transport Authority (ARTM), the Metropolitan Transport Network (RTM) and the Montreal Mobility Committee work closely with CMM on questions relating to the planning and organization of transport to metropolitan scale. Finally, the Haut-Saint-Laurent - Greater Montreal Regional Concertation Table - plays an important role in terms of the environment for the metropolitan area.

### **Informal Arrangements**

The Metropolitan Agora stands out as an informal mechanism for citizen participation and as a tool for monitoring the Metropolitan Land Use and Development Plan (PMAD). The aim of the Metropolitan Agora is to allow stakeholders to learn, exchange, debate and propose ideas for the implementation of the PMAD.

<sup>17</sup> <https://cmm.qc.ca/a-propos/la-cmm-en-chiffres/>

<sup>18</sup> <http://observatoire.cmm.qc.ca/observatoire-grand-montreal/outils-statistiques-interactifs/comparaisons-nord-americaines/?t=6&st=20&i=238&p=2018&e=1>

## DECISION-MAKING

### ***Governing Bodies***

#### COUNCIL OF THE METROPOLITAN COMMUNITY OF MONTREAL

The Community is directed by a Metropolitan Council made up of 28 municipal representatives including the Mayor of Montreal (as chair) plus 13 public officials selected by its municipal council; the Mayor of Laval plus two public officials selected by its municipal council; the Mayor of Longueuil plus two public officials selected by its municipal council; four mayors from the Couronne Nord; and four mayors from the Couronne Sud. The CMM's Council performs all the powers that the law attributes to the Community. The quorum for board meetings is nine and all sessions are public. The board may delegate certain functions to the Executive Committee.

#### THE EXECUTIVE COMMITTEE

The Executive Committee has an advisory and consultative role. Chaired by the Mayor of Montreal, the Executive Committee has eight members, including the Mayors of Laval and Longueuil, and another five appointed by the Council which also appoints the Committee's Vice-President. The Committee gives its opinion to the Council on any subject, at its request, on its own initiative or according to the law provisions. The board is not bound by this opinion and decisions can be changed at any time. Regarding the public administration of CMM, the Council entrusted its administration to the Executive Committee, meaning that the last administration with authority must ensure that the law, regulations and resolutions as well as contracts are executed.

#### COMMISSIONS AND THE AGRICULTURAL ADVISORY COMMITTEE

The Council has created five permanent commissions, namely planning; environment; metropolitan facilities, finance and economic development; social housing; and transport. Each commission is an advisory body with the function of implement the mandates entrusted either by the Council or by the Executive Committee.

The Council also set up the Agricultural Advisory Committee, which is composed of ten members, five of whom are from the Council and five of whom are agricultural producers from the territory. The Agricultural Advisory Committee advises the Executive Committee on the opinions that are sought from the Community by the Quebec Agricultural Land Protection Commission.

### ***Knowledge Management***

#### GREATER MONTREAL OBSERVATORY

Greater Montreal Observatory disseminates analyses and statistical and cartographic data established by the Montreal Metropolitan Community to monitor the development of its 82 municipalities. Among its principal resources are territorial portraits, interactive statistical tools, cartographic products, dashboards, newspapers, metropolitan notebooks, local employment bulletins, among other tools.

## COLLECTIVE ACTION

### Administrative Acts

#### COMMUNITY RESOLUTIONS

Both the Executive Committee's Resolutions and Council's Resolutions are the policy and administrative acts in the Metropolitan Community of Montreal. These resolutions are agreed, approved and signed during the respective government bodies' meetings and recorded in official minutes which have legal force within the metropolitan jurisdiction. CMM resolutions are useful in adopting plans, policies, regulations and other management instruments, as well as for making administrative decisions related to the coordination competencies provided to CMM by the law. In 2019, CMM adopted more than 50 Council Resolutions and more than 200 Executive Committee Resolutions.

### Community Vision 2025

In September 2003, following an important consultation process, the Community adopted the Vision 2025 entitled: *"Heading to the world: building a competitive, attractive, united and responsible community"*. This vision statement offers a representation of what the CMM could become in 2025 if all the necessary efforts are made. The vision drafting process began with a rigorous diagnosis in 2002 which was confirmed by the territorial examination carried out by the OECD in

2004. Vision 2025 calls for an integrated approach that reflects the interdependence of the major metropolitan functions: economic development, territorial planning, transport, environment and housing, as the foundations of the entire community planning process. Its guiding principles include:

- A community whose competitive economy is based on diversity, talent and innovation.
- A competitive community with an integrated approach to the transportation of people and goods.
- An attractive community whose exceptional living environment is enhanced by quality development.
- An attractive community whose environment is protected and accessible.
- An attractive community internationally recognized for its dynamism and openness.
- A united community benefiting from a plural partnership with the actors of its development.
- A responsible community that cares about the concerns of its citizens.

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<http://observatoire.cmm.qc.ca/observatoire-grand-montreal/>

<https://cmm.qc.ca/a-propos/comite-executif>

<https://cmm.qc.ca/a-propos/conseil/#1582913374467-ced6fa17-2940>



Greater London is composed of the historic City of London and 32 boroughs, which together have approximately 9 million people<sup>19</sup> spread over more than 1,700 km<sup>2</sup>. As per 2019, the metropolis generates approximately the 24 per cent of the United Kingdom's GDP, equivalent to EUR 56,200 per capita.<sup>20</sup> Regarding its local administration, Greater London Authority (GLA) or City Hall is the public administration of the metropolitan territory. City Hall is home to the Mayor of London and the London Assembly, both elected by Londoners every four years.



Greater London,  
United Kingdom.  
2018.



# Greater London (United Kingdom)

## INSTITUTIONAL SOLUTIONS

### **Formal Arrangement**

The City Hall, also known as the Greater London Authority (GLA), was created after a referendum in 1998, when Londoners voted in favour of a directly elected mayor to represent London's interests, and a London Assembly to scrutinize his work. City Hall is made-up of: i) The mayor directly elected by Londoners every four years; ii) the 25 members of the London Assembly, elected at the same time as the mayor; and iii) the staff who support them. The three parts of City Hall work together towards the goal of "making London work better for you".

The City Hall works closely with other formal organizations in London government. These organizations make up the Greater London Authority group:

- The London Fire Commissioner (LFC): responsible for providing London's fire and rescue service (the London Fire Brigade).
  - London Legacy Development Corporation (LLDC): responsible for managing Queen Elizabeth Olympic Park.
  - London & Partners: the official promotional company for London.
  - London Enterprise Panel (LEP): works with business on regeneration, employment and skills in London. The LEP is chaired by the mayor.
  - London Resilience Partnership: provides a mechanism for multi-agency cooperation in planning for, and responding to, large-scale emergencies
- 
- Transport for London (TfL): responsible for London's transport.
  - Mayor's Office for Policing and Crime (MOPAC): oversees the work of the Metropolitan Police Service.
  - Old Oak and Park Royal Development Corporation (OPDC): manages the development of a new community in west London, the UK's largest regeneration project.

### LOCAL GOVERNMENTS

There are 33 local government authorities in London: 32 London boroughs and the City of London Corporation. These local authorities are elected directly by the local communities they serve. Their collective views are represented by London Councils.

<sup>19</sup> <https://maps.london.gov.uk/population-projections/>  
<sup>20</sup> Eurostat (2019).

## DECISION-MAKING

### **Governing Bodies**

#### THE MAYOR OF LONDON

The mayor is responsible for making London a better place for everyone who visits, lives or works in the city. He or she provides citywide leadership, setting an overall vision for London and creating plans and policies to achieve it. The mayor is elected every four years.

#### THE LONDON ASSEMBLY

The London Assembly works for Londoners by holding the mayor and the mayoral advisers to account. It publicly examines policies and programmes on vital issues such as crime, housing, transport and the economy. The mayor must consult the Assembly before producing his statutory strategies and budget, including City Hall's share of council tax. The 25 members of the Assembly are chosen by Londoners in elections every four years. The Assembly can amend or approve the Mayor's budget, they scrutinize key projects and policies and can reject some Mayoral strategies.

All Assembly meetings are open to the public. They are broadcast on the London Assembly website and YouTube channel. That means Londoners can see and hear exactly what the Assembly does on their behalf. The Assembly encourage people and organizations to give their views to Assembly committee investigations and these contributions play a key part in shaping the recommendations of the committee reports. The most public way of holding the mayor to account is an especial session called the Mayor's Question Time. The Assembly also conducts investigations through its committees, which meet regularly and publish their findings. The London Assembly funds and appoints the board of London TravelWatch, the independent consumer watchdog for transport users.

#### THE LONDON YOUTH ASSEMBLY

The London Youth Assembly (LYA) is a new body formed to bring together representatives from different youth forums across London to create positive change for young people. Getting young Londoners engaged and involved in the running of their city is an important objective for the London Assembly and these young Londoners are enthusiastic about bringing issues that matter to them to the forefront of local politics. The LYA holds quarterly meetings in the Chamber at City Hall. The LYA is composed of representatives, who also take part in four sub-regional groups: North East; North West; South West; and South East.

#### LONDON COUNCILS

London Councils makes the case to government, the mayor and others to get the best deal for Londoners and to ensure that the member authorities have the resources, freedoms and powers to do the best possible job for their residents and local businesses. London Councils runs a number of direct services for member authorities including the Freedom Pass, Taxicard and Health Emergency Badge. It also runs an independent parking appeals service and a pan-London grants programme for voluntary organizations. The strategic direction of London Councils is set by the Leaders' Committee. Meeting eight times a year, the Leaders' Committee comprises the leaders of all of London's local authorities. There is also a cross-party Executive Committee which guides the organization's day-to-day work.



## Knowledge Management

### LONDON DATASTORE

The London Datastore has been created by the Greater London Authority (GLA) as a first step towards freeing London's data. Its purpose is everyone to be able access the data that the GLA and other public sector organizations hold, and to use that data for

free however they see fit. London Datastore Team works for citizens to visualize or build apps from the data available on the site. Among others, London Datastore includes information on jobs and economy, transport, environment, community safety, housing, communities, health, tourism and demography.

## COLLECTIVE ACTION

### Administrative Acts

#### MAYORAL DECISIONS

London administrative acts rests primarily with the mayor as the GLA's executive. Some of the mayor's decisions are required by law to be taken personally. Some other decisions, meeting a set of criteria, the mayor has chosen to take. And in other cases, the mayor delegates decisions to senior GLA staff or the mayoral team. There are two main types of decision the mayor takes: a) spending and significant policy decisions; and b) planning decisions.

#### LONDON ASSEMBLY DECISIONS

Although the London Assembly's primary role is not to take decisions itself but rather to hold the mayor to account -including reviewing the decisions the mayor takes- the Assembly is also able to take some decision by its own. The London Assembly largely conducts its formal business and takes decisions at public meetings. However, individual members sometimes take decisions outside of meetings, where they have been delegated authority to do so.

When an individual member takes a decision under the delegated authority process, that decision is recorded via a Member Delegated Authority form. Each decision taken under that process is also reported back to the Assembly or the relevant committee, as soon as practicable.

### Development Vision

#### 2020 VISION: THE GREATEST CITY ON EARTH – AMBITIONS FOR LONDON

The London 2020 Vision was adopted by the Mayor of London in 2012 as a route map and a manifesto for the central government and for the citizens to have a clear idea of how investment in London can help drive the rest of the UK economy. It has several strategic projects classified into opportunity areas and goals for achieving the 2020 Agenda. The vision is linked to the London Plan, especially regarding the housing and economic capacity needed for London's sustainable development against the background of metropolitan growth trends.

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Barcelona is a metropolis of approximately 3.2 million inhabitants living in 636 km<sup>2</sup>, which is 2 per cent of the Catalonia region's territory and more than 40 per cent of its population.<sup>21</sup> The metropolis generates 10 per cent of the Spanish GDP, equivalent to EUR 38,244 per capita.<sup>22</sup> Regarding its local administration, the Metropolitan Area of Barcelona is composed of 36 municipalities, each of them led by a mayor who is selected in municipal elections every four years.

Metropolitan Area  
of Barcelona, Spain.  
2014.



# Metropolitan Area of Barcelona (Spain)

## INSTITUTIONAL SOLUTIONS

### **Formal and Informal Arrangements**

The Metropolitan Area of Barcelona (AMB) became the metropolitan public administration in July 27, 2010, when the Parliament of Catalonia unanimously approved Law 31/2010. AMB replaced three previous institutions in power until 2011: i) the Commonwealth of Municipalities of the Barcelona Metropolitan Area; ii) the Environment Entity; and iii) the Metropolitan Transport Entity.

Principal functions and competencies of AMB are related with territorial management (urbanism, public space, infrastructure); housing; ecology (waste management, water management, environmental education, climate change, energy); transport and mobility (mobility infrastructure, public transport services, sustainable mobility); socio-economic development (social policies, competitiveness, employment) and international relations and cooperation. To enhance its functions, the AMB established several alliances with other levels of governments as well as with private and social actors, which materialize in formal and informal arrangements, networks, consortia, foundations, associations and mixed capital and public companies.

### Highlighted formal arrangements

Habitat Metropolis Barcelona SA, Metropolitan Housing Consortium, the Metropolitan Institute of Land Development and Property Management (IMPSOL), the Metropolitan Platform for Promoting and Supporting Innovation (InnoAMB), the urban development agency Barcelona Regional, the Metropolitan Institute of Taxi (IMET), Barcelona Metropolitan Railway, among others.

### Highlighted informal arrangements

Territorial Commission of Urbanism of the Metropolitan Area of Barcelona, Barcelona Mobility Pact, National Network of Cities by the Bicycle (RCxB), Network of Cities and Towns towards Sustainability, Spanish Association of Cities for Recycling (AECR), State Network of Local Entities for Domestic and Community Composting, among others.

<sup>21</sup> Refers to the population of the Metropolitan Area of Barcelona according to AMB: <http://www.amb.cat/s/web/area-metropolitana/coneixer-l-area-metropolitana.html>

<sup>22</sup> <https://agenciaeconomica.amb.cat/>



## DECISION-MAKING

### **Metropolitan Government**

The administration of the Metropolitan Area of Barcelona is organized through different bodies integrated by the 36 mayors and 54 councillors of the metropolitan municipalities. The constitution of the AMB governing bodies (listed below) takes place after the municipal elections and their mandate lasts for four years:

- **Metropolitan Council:** It is the highest governing body of AMB which currently comprises 90 metropolitan councillors. Each of the 36 municipalities has a membership that is proportionate to their demographic size. The mayors of the municipalities are ex-officio members of the Council in addition to the councillors appointed by the Town Councils. It normally meets once a month.
- **President:** Manages the government and the metropolitan administration and is accountable for its actions to the Metropolitan Council.
- **Executive vice-president:** Coordinates the action of the metropolitan government and the development of projects included in the Metropolitan Action Plan (PAM).
- **Vice-presidents:** Act on behalf of the president in cases prescribed by law, such as vacancies, absences or impediments, and they manage metropolitan services and competencies that have been delegated by the president. Currently, there are seven vice-presidencies, excluding the executive vice-presidency, with offices in environment, mobility and transport, strategic planning, urbanism, social and economic development, and international and cooperation.
- **Governing Board:** It is the body that assists the president in the everyday work of the metropolitan administration. The Governing Board comprises the

AMB president and the metropolitan councillors appointed by the president at the proposal of the Metropolitan Council. The Governing Board meet twice a month.

- **Metropolitan Political Groups:** These are the groups in which metropolitan councillors are organized. They correspond with their political parties.
- **Council of Mayors:** Integrates the mayors of the 36 metropolitan municipalities. It is responsible for the election of a candidate for the AMB presidency, who will be voted in at the Metropolitan Council. The Council of Mayors also issues a report prior to the: a) approval of the Metropolitan Action Plan; b) modification of the metropolitan boundaries; c) change of name or capital of the Metropolitan Area; and d) approval of the metropolitan urban planning Master Plan.
- **Special Audit Commission:** The Special Audit Commission aims to check the AMB accounts to ensure that citizenship resources are managed rigorously. It is composed by one representative from each of the political groups of the Metropolitan Council, who are appointed by the Council itself.

### **Knowledge Management**

The Metropolitan Area of Barcelona has implemented several strategies and instances for knowledge management aiming to provide the most recent information and data for base evidence on decision-making. Some of these strategies and instances are:

- **Metropolitan Observatory of Climate Change (METROBS)** produces technical documents, studies and information aiming to better understand the impacts of climate change on the metropolitan territory and how to prevent them.

- The Metropolitan Housing Observatory of Barcelona (O-HB) provides information and tools to design and evaluate public housing policies in the metropolitan area.
- Open Data a strategy for producing live and citizens' available data on socio-economic development, health,

transport, ecology, housing, territory, among others metropolitan public affairs.

- The Observatory of Physical Disability (ODF) initiative promoted by civil society for monitoring conditions and services for disabled people at the metropolises.

## COLLECTIVE ACTION

### **Common Agreements and Administrative Acts**

Metropolitan Area of Barcelona have achieved several agreements related to the common affairs of the metropolis. Among them, the Agreements for the Metropolitan Government which guide the government bodies during their four years mandate, and the Metropolitan Organic Regulations, Laws, Decrees and other applicable rules which let the AMB administration to comply with its functions and to implement the interventions defined by the Metropolitan Action Plan (PAM).

The latest AMB Government's Agreement, signed in July 2019, and named "The metropolitan area of Barcelona, a sustainable and cohesive territory", is enacted and legally binding for the mandate 2019-2023 and contains 54 programmatic objectives and the following guiding principles:

1. A metropolis that is territorially structured and socially cohesive.
2. A good offer of affordable housing and quality of life in the neighbourhoods.
3. Sustainable and low-emission mobility.
4. Preserve natural resources, a quality environment and address climate emergencies.
5. Promote economic activity as a driver of employment and well-being.
6. A stable and sufficiently funded system for metropolitan services.

7. Guarantee the proximity and citizen participation in the management and provision of public services and the right to good administration.
8. Cooperate and agree with the Metropolitan Region of Barcelona.
9. International presence and commitment to development cooperation.

In the last trimester of 2020, the Metropolitan Council will adopt the Metropolitan Action Plan 2020-2023.

### **A common vision for the future metropolis of Barcelona: Metropolis of Cities**

Local actors of the Metropolitan Area of Barcelona are currently agreeing on a long-term vision for the sustainable development of the metropolis. This vision called "Barcelona: Metropolis of Cities" is based on a polycentric urban model whose initial premise is responding to the needs based on the capacities of the territory.

Metropolis of Cities aims to achieve three goals: i) a healthy metropolitan area; ii) a democratic, equitable and socially fair metropolitan area; and iii) a sustainable and resilient metropolitan area. Furthermore, the polycentric model for the future metropolis considers three alternatives, namely: consolidation of urban continuums; distributed intensification; and focused growth.

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Bratislava is a metropolitan region where 660,000 people live in an area of 2,038 km<sup>2</sup>. The metropolis accounts for approximately the 28 per cent of the Slovakian GDP, equivalent to EUR 38,584 per capita.<sup>23</sup> Regarding its local administration, the Bratislava Self-Governing Region has 8 districts composed of 73 municipalities. Each of the municipalities is led by a mayor selected through direct elections carried out every four years. For its part, the Self-Governing Region is led by a president and a council, also directly elected by the citizens.



Bratislava,  
Slovakia. 2015.



# Bratislava Self-Governing Region (Slovakia)

## INSTITUTIONAL SOLUTIONS

### **Formal Arrangements**

#### BRATISLAVA SELF-GOVERNING REGION (BSK)

The Bratislava Self-Governing Region (BSK) was created as an independent territorial self-governing and administrative unit of the Slovak Republic by the National Act 302/2001 Coll. (Act on self-governing regions). As an independent territorial unit, BSK has several institutional departments for managing territorial affairs within the 73 municipalities under its jurisdiction.

Additionally, BSK was recognized as an intermediary body to following the implementation of the Integrated Regional Operational Programme (IROP) under the National Resolution 232/2014. In that regard, the Bratislava Self-Governing Region performs tasks of management and implementation of the IROP through the Regional Integrated Territorial Strategy of the Bratislava Region (RIÚS BSK).

BSK institutional departments are: Office of the President; Department of Communication and Promotion; Finance Department; Department of

Spatial Planning, GIS and Environment; Department of Investment Activities and Public Procurement; Department of Education, Youth and Sports; Department of Tourism and Culture; Department of Strategy, Spatial Development and Project Management; Institute of Regional Policy of the BSK; Department of Social Affairs; Department of Health; Operational Programs Implementation Department; and Department of Transport.

#### BRATISLAVA REGION TOURISM

Bratislava Region Tourism supports and creates conditions for the development of tourism in the Bratislava Self-Governing Region. It creates and implements marketing and promotes tourism for its members at home and abroad. It supports cultural, social and sports life and the preservation of natural and cultural heritage. It organizes events and provides advisory and consulting services to its members. Implemented with the financial support of the Ministry of Transport and Construction of the Slovak Republic.

<sup>23</sup> [Statistical Office of the Slovak Republic and Regional Integrated Territorial Strategy of the Bratislava Region for the Years 2014-2020 \(RIÚS\).](#)

## DECISION-MAKING

### **Governing Bodies**

#### THE BRATISLAVA SELF-GOVERNING REGION COUNCIL

The Bratislava Self-Governing Region Council is composed of directly elected deputies. The Council decides on the basic issues of BSK and is competent to act and pass resolutions if an absolute majority of all members is present - at least three-fifths of the members for any approval. If the council is not competent to negotiate and pass a resolution, the President shall convene a new meeting. The Council meets as needed, but at least once every two months, usually according to an established calendar year schedule. The Council shall be convened and chaired by the President of the BSK, who determines the place, day, hour and programme of the meetings. The Council shall determine the number of deputies for the entire election period in the ratio of 12,000 to 15,000 inhabitants per deputy and shall determine the elected constituencies. The term of office of the Council shall end with the taking of the oath by the deputies of the newly elected Council.

#### THE PRESIDENT OF THE SELF-GOVERNING REGION

The President is the executive chief of the Self-Governing Region directly elected by its inhabitants. The President represents BSK externally. In property relations, labour relations and other relations, the council is a statutory body that also decides on matters in which the law entrusts a Self-Governing Region with decision-making powers on the rights and obligations of legal entities and natural persons in the field of public administration. An exception is for matters decided on by the office's organizational unit designated in the rules. If the President considers a resolution of the Council is in conflict with the law or that it is unfavourable for the Self-Governing Region, he or she may suspend its implementation by not signing it within the period defined by the law.

### **Knowledge Management**

#### INSTITUTE OF REGIONAL POLICY OF THE BRATISLAVA REGION

The institute was established to strengthen the analytical, strategic and implementation capacities at the BSK office. It deals with the implementation of the PHRSR and the BSK Programme Statement as well as the fulfilment of individual sectoral policies in the territory of the Bratislava Self-Governing Region. It cooperates with the analytical institutes of individual ministries and thus creates a support system for clear strategic management. The main tasks of the institute are:

- Identification, collection, publication and work with existing and newly created data of the region, including open data and their updating;
- Evaluation of prepared policies of individual departments and investments of the region;
- Creation of analytical data and forecasts for quality decision-making ("evidence-based policy");
- Creation of strategic documents, studies for the conceptual development of the regional policy of the region in accordance with the link to strategic documents at higher levels;
- Preparation of the region for drawing funds from external sources;
- Coordination of activities in the region and involvement and interconnection of actors from the state administration, and from towns and municipalities, academic community, non-governmental and non-profit organizations, and the private sector for better coordination and implementation of regional policy;
- Use of SMART principles in the implementation of and adherence to individual goals, strategies and policies.

## THE BRATISLAVA METROPOLITAN INSTITUTE (MIB)

The Bratislava Metropolitan Institute (MIB) was opened in April 2019 as a conceptual institute in the field of architecture, spatial planning, participation and strategic planning. The aim of the MIB is to bring

quality architecture and functional solutions to the city's tasks, the restoration of squares, streets, parks or buildings owned by the city, reflecting the needs of the city and its inhabitants. At the same time, the MIB draws up strategic documents that are key to the proper planning and direction of the city. MIB is a contributory organization of the capital.

## COLLECTIVE ACTION

### **Administrative Acts**

#### GENERALLY BINDING REGULATIONS

The Bratislava Self-Governing Region may issue a Generally Binding Regulation in matters of territorial self-government and in matters in which it performs the tasks of state administration. The regulations must not be in conflict with the Constitution of the Slovak Republic, with constitutional

laws, international treaties approved by the National Council of the Slovak Republic, laws, government regulations and generally binding regulations of ministries and other central state administration bodies. In matters in which the self-governing region performs the tasks of state administration, it may issue an order only on the basis of a power of attorney by law and within its limits.

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Johannesburg is the capital and one of the two metropolises of Gauteng Province. The metropolis has approximately 5.8 million inhabitants<sup>24</sup> living in 2,300 km<sup>2</sup>, which is 12.6 per cent of the territory and more than 40 per cent of the population of Gauteng.<sup>25</sup> Per capita GDP of Johannesburg is approximately USD 12,000 and its contribution to Gauteng's GDP is 44 per cent.<sup>26</sup> Johannesburg has seven local regions whose aim is to localize urban governance to coordinate and monitor service delivery.

Johannesburg,  
South Africa. 2019.



# City of Johannesburg Metropolitan Municipality (South Africa)

## INSTITUTIONAL SOLUTIONS

### **Formal Arrangements**

Johannesburg became a metropolitan municipality in 1995 when the municipal boundaries were extended to include Sandton, Randburg, Soweto, Alexandra and Orange Farm. Nowadays, as a metropolitan municipality, Johannesburg has several sectoral departments and municipal entities which represent the policy implementation arm of the city as described below:

#### DEPARTMENTS

The departments are the core sectoral division of the Johannesburg administration. Each department has several directorates with diverse responsibilities related to the respective sector administration. Currently, Johannesburg city departments encompass: corporate and shared services; economic development; development planning; environment and infrastructure services; housing; public safety; community development; transport; health; and social development.

#### MUNICIPAL ENTITIES

The municipal entities are the service delivery institutions of the metropolises controlled by the Metropolitan Council and guided by Service Delivery Agreements. Currently there are 12 entities, namely: City Power (an electricity supply and public lighting company; Johannesburg Development Agency (JDA); Johannesburg Fresh Produce Market (JFPM); Johannesburg Property Company (JPC); Johannesburg Social Housing Company (JOSHCO); Johannesburg Roads Agency (JRA); Johannesburg Water; Johannesburg City Parks and Zoo (JCPZ); Metrobus; Metropolitan Trading Company (MTC); Pikitup (city clean and hygienic company); and Joburg City Theatres (JCT).

<sup>24</sup> [UN-Habitat Global Database of Metropolis 2020](#).

<sup>25</sup> Analysis from <https://www.joburg.org.za> and <http://www.statssa.gov.za/>

<sup>26</sup> [Metropolis Indicators](#) and <https://www.joburg.org.za/work/Pages/Work%20in%20Joburg/General%20Advice/Links/Economic-Growth.aspx>

## DECISION-MAKING

### **Metropolitan Government**

The administration of the City of Johannesburg Metropolitan Municipality is carried out by different bodies and elected representatives for no more than five years, described below:

- **Metropolitan Council:** It is the highest governing body of Johannesburg which currently comprises 270 councillors. From them, 135 are directly elected in 135 wards across the city and 135 are selected through party lists according to a political representation system. Council is chaired by a speaker who presides over the meetings, having a coordinating role in relation to the sections and committees, and being responsible for disciplinary proceedings.
- **Portfolio Clusters and Committees:** Responsible for the policy formulation and monitoring of its implementation within each portfolio. Each committee is chaired by councillors appointed by full council.
- **Executive Mayor:** Responsible for the strategic lead of the city, and has executive power, delegated by the Council and assigned by legislation.
- **Mayoral Committee (MayCom):** It is appointed by the Executive Mayor to ensure service delivery and administration efficacy. MayCom exercises political oversight of the seven local regions of the city and its members are assigned to each region for monitoring the implementation of service provision.

- **City Manager:** It is the administrative head of the city in charge of implementing the Integrated Development Plan (IDP) jointly with the executive management team. The City Manager is appointed by the Council.
- **Executive Team:** It is the government macro-structure of the metropolis composed by both political and administrative representatives, such as the Executive Mayor, the City Manager, the Mayoral Committee, the Directors of Sectoral Departments and the Directors of the Municipal Entities.

### **Knowledge Management**

#### **THE GAUTENG CITY-REGION OBSERVATORY (GCRO)**

The GCRO was established in 2008 by the University of Johannesburg (UJ), the University of the Witwatersrand and the Gauteng Provincial Government (GPG) for providing policy support and rigorous peer-reviewing for the development of the city-region. GCRO brings insights to the thinking, planning and implementation work being done by several local actors. Some of the principal functions of GCRO are: i) provide direct assistance to government; ii) develop structures, processes and interventions to connect government to academic expertise; iii) data, data infrastructure, data visualization, indicators & benchmarks; iv) medium- to longer-term applied research; v) production of academic publications, hosting of seminars and colloquia, targeted teaching, presentations at academic conferences and events; and vi) partnership and network building.



## COLLECTIVE ACTION

### **Administrative Acts**

As a metropolitan municipality, and thanks to the Local Government Municipal Systems Act, Johannesburg has powers to draft, endorse and implement administrative acts, plans, policies, regulations and other legal and normative frameworks for managing common territorial and public affairs of the metropolis. Policies and by-laws passed by the Metropolitan Council are, by hierarchical order, the major norms of the metropolis. On their behalf, sectoral departments and municipal institutions also have competence for adopting local and sectoral regulations and normative agreements.

### **Growth and Development Strategy: Joburg 2040**

In 2016, Johannesburg adopted the 2040 vision of being *“a city of the future: An economically vibrant and equitable African*

*city; strengthened through its diversity; a smart city that provides high quality of life; a city that provides sustainable service for all its citizens, and a resilient society”*.

This strategy, also known as Joburg 2040, was formally endorsed by the Metropolitan Council through the approval of the Spatial Development Framework 2040 which was also advertised in the Gauteng Provincial Gazette.

Joburg 2040 includes long-, medium- and short-term outcomes and priorities which have been included in the subsequent revisions of the Integrated Development Plan (IDP) and the Land Use Scheme made in 2018. The adoption of the vision by the metropolitan plans is instrumental for bounding the agreement and generating a collective action towards its implementation. In fact, Joburg 2040 has become a fundamental, strategic, decision-making instrument for the city, as well as a thinking model that has been incrementally shaped over time.

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[Spatial Development Framework 2040. City of Johannesburg Metropolitan Municipality.](#)

<https://www.joburg.org.za/documents/Pages/Key%20Documents/policies/Development%20Planning%20%EF%BC%86%20Urban%20Management/Citywide%20Spatial%20Policies/Spatial-Development-Framework-2040.aspx>



Singapore is a metropolis-state of 5.7 million inhabitants with an area of 697 km<sup>2</sup> that is governed in a parliamentary system. Singaporean GDP per capita is equivalent to USD 65,233. It is divided into five districts, each of them helmed by a mayor who is selected from the elected Parliament Members (PMs). The mayors constitute local authorities of the metropolis representing districts' citizens at the Parliament and chairing the respective districts' committees known as Community Development Councils (CDCs).

Singapore,  
Singapore. 2018.



# Singapore (Singapore)

## INSTITUTIONAL SOLUTIONS

### Formal Arrangements

As a metropolis-state, Singapore has a series of ministries and specialized agencies (statutory boards) for managing development and public affairs. All ministers meet for decision-making at a cabinet chaired by the Prime Minister. Statutory boards depend on the ministries for their action and they are usually composed of diverse actors from public, private and social sectors.

#### MINISTRIES

Formal and governmental institutions in charge of sectoral management in the metropolis-state are: Ministry of Finance; Ministry of Transport; Ministry of Defence; Ministry of Foreign Affairs; Ministry of Home Affairs; Ministry of Law; Ministry of Health; Ministry of Communications and Information; Ministry of Culture, Community and Youth; Ministry of Trade and Industry; Ministry of National Development; Ministry of Environment and Water Resources; Ministry of Education; Ministry of Manpower; Ministry of Social and Family Development.

#### STATUTORY BOARDS

Specialized government agencies established by the Parliament of Singapore with administrative autonomy for performing specific functions and provide services to citizens. Therefore, they are not part of the cabinet nor the formal government structure, but they are overseen by the ministries. Although these kinds of agencies were originally created in the 1960s to deal mainly with public housing and economic development issues, the successful implementation of the model is

responsible today for more than 60 statutory boards in Singapore. Among those worth mentioning are:

- Agency for Science, Technology and Research (A\*STAR) responsible for advancing science and developing innovative technology to further economic growth and improve lives.
- Building and Construction Authority (BCA) aims to shape a safe, high quality, sustainable and friendly built environment.
- Economic Development Board (EDB) responsible for strategies that enhance Singapore's position as a global centre for business, innovation and talent.
- Enterprise Singapore (ESG) for growing stronger Singapore companies by building capabilities and accessing global opportunities, thereby creating good jobs for Singaporeans.
- Health Promotion Board (HPB) aims to build a nation of healthy people and empower the people of Singapore to take ownership of their health.
- Health Sciences Authority (HSA) in charge of regulating health products; managing the national blood bank, transfusion medicine and forensic medicine expertise; and providing critical forensic and analytical laboratory services.
- Housing & Development Board (HDB) public housing authority for planning and developing Singapore's housing estates; building homes and transforming towns to create a quality living environment for all.
- Land Transport Authority (LTA) responsible for planning, designing, building and maintaining Singapore's

<sup>27</sup> [Statistical Singapore](#)

<sup>28</sup> <https://www.singstat.gov.sg/find-data/search-by-theme/economy/national-accounts/latest-data> and <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=SG>



land transport infrastructure and systems, including the strengthening of land transport connectivity and integrating a greener and more inclusive public transport system complemented by walking and cycling.

- Maritime and Port Authority of Singapore (MPA) aims to develop and promote Singapore as a premier global hub port and international maritime centre, and to advance and safeguard strategic maritime interests.
- People's Association (PA) aims to bridge communities and connect the government and people.
- Singapore Land Authority (SLA) in charge of optimizing land resources for the economic and social development, ensure the best use of state land and buildings, provide an effective and reliable land management system and enable the full use of land information for better land management.
- Urban Redevelopment Authority (URA) responsible for adopting a long-term and comprehensive planning approach to formulate strategic plans and to guide the physical development of Singapore in a sustainable manner.

## DECISION-MAKING

### **Singapore Government**

The government of the metropolis-state corresponds with a parliamentary system. The President of Singapore is the head of the state and, jointly with the unicameral Parliament, composes the legislature. The executive branch comprises the Cabinet in charge of the Prime Minister (appointed by the President). The Cabinet is the principal decision-making body of the metropolis-state. Meanwhile, the Judiciary's functions are performed by the Supreme Court and the State Courts as independently administered justice bodies.

Regarding local administration, Singapore is divided into five districts, each of them helmed by a mayor selected from the elected Parliament Members (PMs) and which acts as the chair of the respective districts' committee known as Community Development Councils (CDCs). Additionally, for specifically local functions as the ones related with housing and real estate, Singapore has other decision-making bodies namely Town Councils. Below are described some of the mentioned governing bodies:

- **Parliament of Singapore:** Headed by the President, directly elected by citizens, the functions of Parliament include making laws, taking up a critical/

inquisitorial role to check on the actions and policies of the government and scrutinizing the State's finances.

- **Cabinet of Singapore:** Headed by the Prime Minister (PM), the Cabinet is responsible for all government policies and the administration of the day-to-day public affairs of Singapore. In addition to the PM, the Parliament is composed of Deputy Prime Ministers, and the Sectoral Ministers mentioned before. All of them are members of the Parliament and appointed by the President in consultation with the PM.
- **Community Development Council (CDCs):** Headed by a Mayor selected from the Parliament, CDCs were established in 1997 to build a "tightly-knit, compassionate and self-reliant" community in Singapore. Three principal functions of the CDCs are: i) strengthen social infrastructure; ii) build social resilience and social capital; and iii) promote culture of giving back. CDCs work closely with grassroots organizations, government agencies, voluntary welfare organizations, schools, community and corporate companies to strengthen Singapore's social fabric. Currently there are five CDCs corresponding with the five districts.

- **Town Councils:** Headed by a member of the Parliament and formed in 1989, Town Councils have the authority and responsibility to manage the public housing estates in their constituencies, with residents participating in the decision-making process. In this way, each town can develop its own distinctive character and identity. Currently, there are 16 Town Councils.

### **Knowledge Management**

#### **THE CENTRE FOR LIVEABLE CITIES (CLC)**

CLC is a governmental think tank established in 2008 and depending on the Ministry of National Development (MND) and the Ministry of the Environment and Water

(MEWR). CLC's mission is to "distil, create and share knowledge on liveable and sustainable cities" aiming to consolidate Singapore as a global knowledge reference on urban solutions. CLC works in two ways. First, promoting Singapore's urban transformation process at international level and, second, using urban knowledge to continue informing decision-making within Singapore. With this strategy the Centre assures the position of the metropolis in the global arena while responding to its current and future challenges. Four areas of work of the CLC are research, capacity development, knowledge platforms and advisory services, and its principal series of knowledge products: urban system solutions, forward-looking research, local milestones programmes, and international programmes.

## **COLLECTIVE ACTION**

### **Administrative Acts**

As a metropolis-state, Singapore has total autonomy for drafting and enacting laws, regulations and other legal frameworks related to the management of their public common affairs. Parliament Acts are, by hierarchical order, the major norms of the metropolis. On their behalf, Ministries, Statutory Boards, Community Development Councils and other institutions and governing bodies also have powers for adopting local and sectoral regulations and normative frameworks.

#### **Long-term Development Vision: The Liveable City**

Since its independence, first in 1963 from the UK and then in 1965 from Malaysia, Singapore has adopted the vision of being a global city. This vision has been maintained over time but has constantly adapted to overcoming both global and local development challenges. According to the Ministry of National Development (2019), the transformation process of Singapore can

be divided into six principal periods from 1959 to today, namely: i) 1959-1969: laying the foundations; ii) 1970-1979: scaffolding for a modern city; iii) 1980-1989: from third world towards first; iv) 1990-1999: building the next lap; v) 2000-2009: a liveable and sustainable city; and vi) 2010-2019: the future-ready city.

Among those different periods, the concept of the Liveable City has identified Singapore locally and internationally and has distilled the fundamental insights of its transformation. The vision of having a "socially inclusive, economically vibrant and sustainable living environment for all" and being a high-density and liveable city "nurturing of a liveable and sustainable environment, with an increase in green spaces featuring prominently" has been adopted in the Master Plan and Concept Plan, the two principal planning instruments for guiding Singapore's development at medium and long term, respectively. Even the Ministry of National Development has adopted the mission of "making Singapore the best possible home for all Singaporeans and a better, more liveable and more sustainable city for our future generations".

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# Annex 1. Assessment tools

The templates below provide a two-step assessment tool offering a series of criteria and guiding questions for analysing the institutional, political and instrumental dimensions of territorial governance in metropolises and regions. It is not a quantitative tool but is qualitative, which avoids prescriptive notions of governance and promotes empirical and analytical perspectives, according to the GAF-MTR introduced in this document. Therefore, the final assessment outcomes are presented as stages of the governance process, namely inadequate governance, governance emerging, governance in progress, and governance achieved.

## Template 1. Metropolitan, Territorial and Regional Governance Assessment Tool <sup>29</sup>

GOVERNANCE DIMENSIONS	GOVERNANCE FACTORS
INSTITUTIONAL SOLUTIONS	<ul style="list-style-type: none"> <li>Describe the different <b>formal arrangements</b> established at supra-municipal level, including sectorial authorities, local development agencies, intergovernmental cooperation mechanisms, among others.</li> <li>Describe the different <b>informal arrangements</b> established by local actors for managing metropolitan and regional affairs, including social norms, culture, traditions, networks, among other informal instances.</li> <li>Describe some of the most <b>relevant territorial challenges solved</b> or addressed with the institutional solution adopted. Include examples.</li> </ul>
	<p>TRY TO ANSWER FOLLOWING QUESTIONS WHEN FILLING THIS CATEGORY:</p> <ul style="list-style-type: none"> <li>Is the one of the main functions of metropolitan/regional/supra-municipal institutions to promote multi-level governance, including vertical and horizontal institutional coordination?</li> <li>Do informal governance arrangements exist alongside formal ones? If so, how do these coexist?</li> <li>Are the institutional solutions facilitating subsidiarity and autonomy for managing territorial affairs, including fiscal and administrative decentralization?</li> <li>Are the institutional solutions addressing necessities expressed by citizens and local governments?</li> <li>Have the institutional solutions legal capacity for enacting administrative acts?</li> <li>Are the institutional solutions adopting and implementing common development visions?</li> </ul>

<sup>29</sup> It is possible that you will not find elements to fill all the template's fields in all cases. However, try to complete the questions as much as possible in each case.

<p>DECISION-MAKING PROCESSES</p>	<ul style="list-style-type: none"> <li>▪ Describe the different <b>governing bodies</b>, processes and tools used by local actors and organizations for participating in decision-making on metropolitan and regional affairs.</li> <li>▪ Describe formal and informal <b>conflict resolution, inclusion and participatory mechanisms</b> used at supra-municipal level.</li> <li>▪ Describe the <b>knowledge management strategies, criteria and instruments</b> for informing decision-making as well as for turning decision-making processes transparent and accountable. Highlight the tools used, such as local observatories and e-governance systems.</li> <li>▪ Describe the <b>strategies and tools for strengthening territorial and local capacities</b>. Highlight learning processes and strategies such as training and academic programmes.</li> </ul> <p>TRY TO ANSWER FOLLOWING QUESTIONS WHEN FILLING THIS CATEGORY:</p> <ul style="list-style-type: none"> <li>▪ Are local governments directly represented within the metropolitan/regional/supra-municipal governing body(ies)?</li> <li>▪ Is there some kind of territorial power asymmetries between local governments part of the governing body(ies) and some way to achieve balance?</li> <li>▪ Do criteria for decision-making exist, are they clearly defined by institutional mandates, and are they publicly available?</li> <li>▪ Is there a clear process for post facto scrutiny on decisions taken?</li> <li>▪ Are decision-making processes based on evidence and, especially, on the most recent available data and information?</li> <li>▪ Are there mechanisms to evaluate past decision-making processes and are they instrumental in transformational change and strengthening local and territorial capacities?</li> </ul>
<p>COLLECTIVE ACTIONS</p>	<ul style="list-style-type: none"> <li>▪ Describe the different <b>administrative acts</b> settled by local actors related with metropolitan and regional affairs. Analyse how binding these agreements are and how higher and lower levels of governments support its implementation.</li> <li>▪ Describe the <b>common visions on territorial development</b> agreed by local actors of the metropolis/region.</li> <li>▪ Describe the <b>international cooperation actions</b> carried out by the metropolis/region.</li> </ul> <p>TRY TO ANSWER FOLLOWING QUESTIONS WHEN FILLING THIS CATEGORY:</p> <ul style="list-style-type: none"> <li>▪ Are agreements and administrative acts results of the decision-making processes carried out by the metropolitan/regional/supra-municipal governing bodies?</li> <li>▪ Does the implementation of administrative acts depend on their legal force or do voluntary and informal agreements also exist?</li> <li>▪ Are the territorial common development visions formulated through effective citizen participation processes?</li> <li>▪ Are the territorial common development visions included in metropolitan/regional/supra-municipal planning and development instruments?</li> <li>▪ Are development visions considering global agendas' commitments and linking land-use and territorial planning with socio-economic development?</li> </ul>



## Template 2. Metropolitan, Territorial and Regional Governance Scorecard

The Metropolitan, Territorial and Regional Governance Scorecard uses a Saaty Scale<sup>30</sup> to provide policy recommendations according to the existing governance factors. For a proper use of the scorecard it is recommendable to apply first the Governance Assessment Tool (TEMPLATE 1) since its analytical function is essential for identifying linkages between and qualifying relevance in governance factors.<sup>31</sup>

GOVERNANCE DIMENSIONS	GOVERNANCE FACTORS	SCORE
INSTITUTIONAL SOLUTIONS	a) How effective are the metropolitan/regional/supra-municipal institutional solutions for promoting multi-level governance, including vertical and horizontal institutional coordination? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	b) How relevant are the metropolitan/regional/supra-municipal institutional solutions for facilitating subsidiarity and autonomy for managing territorial affairs, including fiscal and administrative decentralization? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	c) How effective are metropolitan/regional/supra-municipal institutional solutions for addressing territorial needs expressed by citizens and local governments? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	d) How binding are administrative acts enacted by metropolitan/regional/supra-municipal institutional solutions? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	e) How effective are metropolitan/regional/supra-municipal institutional solutions for adopting and implementing territorial common development visions? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
SUB-TOTAL 1 (ST1)		(a+b+c+d+e) ÷ 5
DECISION-MAKING PROCESSES	f) How effective is(are) metropolitan/regional/supra-municipal governing body(ies) for representing local governments? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	g) How efficient is(are) governing body(ies) for balancing territorial power asymmetries? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	h) How clear and publicly are criteria for decision-making? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	
	i) How clear are post-facto scrutiny processes for decision-making? 1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong	

<sup>30</sup> Saaty Scale is a decision-making method introduced by Thomas Saaty in 1997 for Analytic Hierarchy Processes (AHP). It has been used by international organizations like ECLAC (2008), and more recently, by universities like Cider Uniandes (2019) for prioritizing territorial and metropolitan projects. The N/A option is introduced here for representing the "non-existence" or "non-relevance" of the governance factor and it replaces the "equal" option from the original Saaty Scale.

<sup>31</sup> Additional questions could be included within the scorecard for a better correspondence with specific metropolitan/regional/territorial realities. In those cases, the total-score formula must be updated according to the number of questions.

	j) How relevant is evidence and recent data and information for decision-making?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
	k) How relevant are lessons learned from past decision-making processes for strengthening territorial and local capacities?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
SUB-TOTAL 2 (ST2)		(f+g+h+i+j+k) ÷ 6
COLLECTIVE ACTIONS	l) How related are administrative acts in respect to decisions taken by the metropolitan/regional/supra-municipal governing body(ies)?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
	m) How relevant is being legal force for implementing the agreements and administrative acts?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
	n) How effective are citizen participation processes for formulating territorial common development visions?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
	o) How included are the territorial common development visions within metropolitan/regional/supra-municipal planning and development instruments?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
	p) How present are global agendas' commitments, and linkages between land-use, territorial planning and socio-economic development at common development visions?	1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
		1. <input type="checkbox"/> N/A 2. <input type="checkbox"/> weak 3. <input type="checkbox"/> moderate 4. <input type="checkbox"/> strong 5. <input type="checkbox"/> very strong
SUB-TOTAL 3 (ST3)		(l+m+n+o+p) ÷ 5
TOTAL SCORE		(ST1+ST2+ST3) ÷ 3

## ASSESSMENT OUTCOMES

TOTAL/SUB-TOTAL SCORE <sup>32</sup>	ASSESSMENT	RECOMMENDATION <sup>33</sup>
Between [1 and 2]	Inadequate metropolitan/territorial/regional governance	Look for governance factors. Urgently improve those with score equal/below 2.
Between (2 and 3]	Metropolitan/territorial/regional governance emerging	Look for more governance factors and consolidate the ones that are emerging.
Between (3 and 4]	Metropolitan/territorial/regional governance in progress	Improve governance factors and especially those with score below 4.
Between (4 and 5]	Metropolitan/territorial/regional governance achieved	Maintain governance factors and refine those with score below 5 (if applicable).

<sup>32</sup> Parentheses () refer to open intervals. Square brackets [] refer to close intervals. Scores include both natural and rational numbers.

<sup>33</sup> For detailed policy recommendations refer to the chapters 2.3; 3.3 and 4.3 of this document.





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