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# Commission Reports

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Summary

**2011**

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**metropolis** ●

World Association of the Major Metropolises



**Jean-Paul HUCHON**  
President of Metropolis  
President of the Ile-de-France Region

It gives me great pleasure to present the reports of the Standing Commissions of Metropolis, the World Association of Major Metropolises ([www.metropolis.org](http://www.metropolis.org)).

Over the three-year periods between our triennial congresses, Metropolis members and collaborating institutions work together on these important research projects. The commissions were established to prepare urban development projects carried out in big cities and to foster the exchange of these experiences among members through active interaction.

From this shared experience, from this effervescence of ideas, there has emerged a collaboration dynamic that has produced an outcome I consider to be of real interest to cities, as it is here that you can find projects, good practices and recommendations for improving the way our metropolises are managed.

Since our last world congress in Sydney, the theme-based Commissions have proposed concrete solutions in the following areas of interest:

**Commission 1: Eco-Regions**, has proposed studying experiences and best practices in food safety, the management of open air spaces (agriculture on the outskirts of cities and biodiversity) and global warming.

**Commission 2: Managing Urban Growth**, set the goal of exploring questions related with accelerated urban development and the habitability of cities: what makes cities habitable for the people who live in them and attractive for investors, and what governments do (or should do) to protect, promote, and foster the habitability of cities.

**Commission 3: Integrated Urban Governance**, is a taskforce for specific projects that address the new methods of political management and governance in the fields of education, the local economy and urban mobility. It also considers problems specific to cities in developing countries, e.g., the improvement of suburbs.

**Commission 4: Megacities**, has focused on learning about initiatives under way in metropolitan regions with over 10 million inhabitants, the so-called Megacities, to manage this emerging phenomenon and its eminent challenges and opportunities for local governments and their citizens.

**Commission 5: Partnership for Urban Innovation**, has proposed fostering innovation in cities and local governments in close collaboration with the private sector. It has created an active group of world experts which has reflected on the ways that innovation can help local and city governments to reach the next phase of city development and the life of the people.

The **Metropolis International Women's Network**. The main goals of this organization are to improve female representation in local governments and in decision-making processes within local and metropolitan authorities and to facilitate the exchange of experiences and good practices in relation to good governance.

I would like to thank all the people who have participated in these Commissions and contributed to generating exchanges of great quality. These works, analyses and subsequent proposals are Metropolis' strength, forging its unity and contributing to its international recognition.

To end, I would just say that the discussions that began in Sydney in 2008 should end with the traditional plenary political session of the chairs of the commissions, which will take place at the 10<sup>th</sup> World Congress to be held in Porto Alegre from 23 to 26 November 2011.

**Jean-Paul HUCHON**

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## Commission Reports

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### Summary

# Table of Contents

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<b>C1.</b>		
▼	Commission 1: <b>Ecological Regions</b>	6
<b>C2.</b>		
▼	Commission 2: <b>Managing Urban Growth</b>	12
<b>C3.</b>		
▼	Commission 3: <b>Integrated Urban Governance</b>	18
<b>C4.</b>		
▼	Commission 4: <b>Megacities</b>	24
<b>C5.</b>		
▼	Commission 5: <b>Partnership for Urban Innovation</b>	30
<b>C6.</b>		
▼	Commission 6: <b>Metropolis Women International Network</b>	36

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# C1.

**Presidency:**  
Paris (Île-de-France)

**Vice-Presidencies:**  
Caracas, Moscow, Brazzaville

**Technical Coordination:**  
Institute for Urban  
Development and Planning -  
Île-de-France (IAU- îdF)



## Ecological Regions

### Introduction

#### > The Concept of the Ecological Region and Sustainable Development

Creating a political ecological project, or Ecological Region, represents an excellent opportunity and a framework favorable to the effective introduction of the concept of sustainable development on a regional level. Although the concept of sustainable development can seem vague, it has the merit of offering a transversal approach to development that brings together economics, sociology, and the environment, rendering it both rich and complex. Moreover, it integrates the time scale (long-term) with the notion of responsibility to future generations.

Translating the concept of sustainable development to territories is not always easy, and its application requires additional effort from specialists in different disciplines. Human sciences, earth sciences and sustainable

development can at times come into conflict with sectoral objectives. However, sustainable development provides the possibility of focusing analysis on an understanding of how urban systems function as a whole in order to arrive at a genuine urban ecological approach and to mitigate these conflicts.

In addition to the environment, sustainable development must take into account issues relating to the organization of urban space through transport and the creation of new residential areas designed to prevent crime and improve social integration. The role of small and medium-sized enterprises, as well as the organization and reconstitution of the industrial base should also be reinforced. In addition, the protection of historical centers and greater public participation in debates on sustainable development are indispensable to its implementation. This integrated thinking would allow us to improve governance between the various

stakeholders acting in a particular territory in order to have an approach based on the real adaptation of the world ecosystem in the face of climate change. The global ecosystem is a collection of different spatial systems that function on various scales. This range of scales between the global and the local is one of the keys to urban planning and development and sustainable development.

Therefore, clear objectives and specific targets for socio-spatial development must be defined in order to guide public policy. From an operational perspective, an "Agenda 21" process could be combined on different scales within the Ecological Region. The formation and political management of an Ecological Region project, as well as the partnership between different stakeholders in society (NGOs, public and private organizations, local groups, etc.) are essential to the success of the operation. An appropriate institutional organization is useful to reinforce decisions on several levels. Implementing such a project requires real political will: 30 years could be considered a relevant reference period for the implementation of an Ecological Region project.

The concept of an Ecological Region sees the territory as an ecosystem in its own right, and must contribute to the equilibrium of the global ecosystem. The impacts on the environment, the population, and even the inhabitants of the planet should be assessed for each action within the Ecological Region, and it must be possible to quantify the environmental, social, and cultural costs of each action carried out. A long-term perspective must be adopted when it comes to chemical pollution, the resilience of environments (urban and natural) and, above all, the well-being of populations.

### Activities

**Commission 1: Ecological Regions** was proposed and created during the Metropolis Board of Directors' meeting at the 8<sup>th</sup> Metropolis World Congress held in Berlin in 2005.

The Commission was created following the first electoral campaign of the President of the Regional Council of Île-de-France, Jean Paul Huchon. The aim was to lay the foundations of a political ecology project that would make Île-de-France the biggest Ecological Region in Europe.

The themes addressed by Commission 1 during the second triennial cycle 2009-2011 were peri-urban agriculture, water, biodiversity, food security, and climate change.

In December 2009, Commission 1 participated in a symposium organized by the Polytechnic School of Milan/University of Architecture and Society called "Producing and Exchanging Territorial Values". A presentation was given on local agriculture in Île-de-France.

In March 2010, the Commission attended the "Challenges and Opportunities of Neighborhood Agriculture in Île-de-France" workshop organized by the FAO at the World Urban Forum (UN-Habitat) in Rio de Janeiro.



In June 2010, the “Green Spaces: Peri-Urban Agriculture, Water and Biodiversity” technical meeting on peri-urban agriculture, water, biodiversity, and food security was held in Paris.

A training session on “Cities and Climate Change” was also held in Paris, in December 2010.

The activities report presents case study summaries from the technical meeting on peri-urban agriculture, water, biodiversity, and food security and from the training session on cities and climate change held in December 2010.

## Recommendations and Conclusion

Climate change is with us. A number of consequences can already be confirmed, and could become more widespread in the future. Work done internationally by scientists and synthesized by the IPCC (Intergovernmental Panel on Climate Change) emphasizes that even if all efforts to control Green House Gases (GHG) emissions were implemented, the anticipated climatic disturbances would be inevitable due to the inertia of the climate system. We must adapt to these changes.

Climate change prevention must henceforth encompass as a whole actions to mitigate this phenomenon (reduction of GHG emissions, carbon sequestration) already in progress and actions to adapt (reduction of the vulnerability of ecosystems and societies) that are less engaged. A global conception is indispensable to minimize contradictions (such as air conditioning and GHG emissions) and maximize synergies (such as carbon sequestration and regulating climate in urban areas using vegetation) between these two types of actions.

### > The fragility of metropolises in the face of climate change

Adaptation to climate change can be defined as our ability to adjust our natural and human systems in response to climatic phenomena or their effects in order to mitigate their negative consequences or optimize their positive effects. Be that as it may, climate change will result in costs for society. The impacts of climate change will not be spread uniformly from a geographical perspective or equitably in terms of territory from an individual or social perspective. The vulnerability of each city and of the most exposed activities and social groups must be assessed in order to take the appropriate measures.

In view of their size and large populations (more than one million), impacts on the environment and complexity, metropolises are fragile and have specific vulnerabilities to climate change. Metropolises also represent an appropriate scale for understanding these problems both in terms of space and governance: all territories will be affected and altered by climate change. Environmental issues that could be considered traditional ones, such as air quality, access to potable water, waste management, and energy security, the clearing of green public spaces, the proximity of agricultural land, and the maintenance of biodiversity have become even more urgent with the issue of climate change. Similarly, social issues are now more central than ever. The challenge of climate change should be used to put into action responses that provide multiple social and environmental benefits (such as greener cities). Reduction and mitigation measures can also be a source of innovation, employment and activity (the development of local energy, restoration of buildings, the adaptation of infrastructure, new agricultural and forestry production measures, environmental engineering, etc.).

Climate change will affect human health in direct and indirect ways that are often misunderstood or poorly internalized. Se-

veral types of action are proposed in the MEEDDM (French Ministry of Ecology, Energy, Sustainable Development and the Sea) climate adaptation plan, with human health to be considered in its modern sense and extended to include well-being:

- Closer monitoring and surveillance
- Studies and research into the relationship between climate change and air quality, and impacts on human health
- The evaluation and management of health impacts on water or the quality of buildings (air indoors, etc.)
- Promotion of the multi-functionality of green spaces and urban and peri-urban forest
- Prevention and responsibility for preventing the heat island effect and the impact of heat waves.

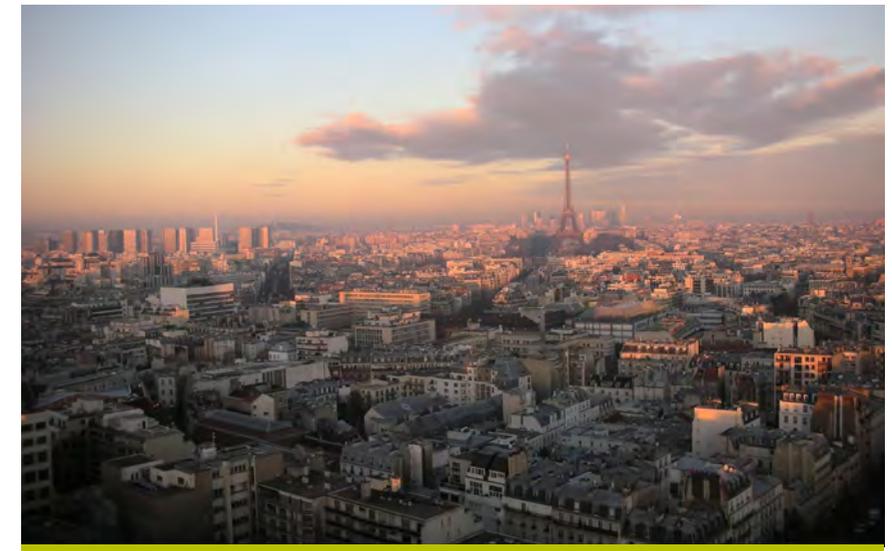
Climate change will alter the distribution areas of living species. In this context, cities must pose less and less of an obstacle to their movement and become more open to participating more in frameworks of ecological continuity. Within this framework,

studies must be conducted to evaluate the most climate-resistant plant species.

Territorialized actions on energy and climate must be articulated and integrated into local planning tools (in the broader sense, including agreement between stakeholders and public participation in decision-making). To do this, scales and themes should be diversified.

Metropolitanization imposes a change of scale. The future of all spaces, whether built up or open, is linked. Measures cannot be limited to developed spaces or cities alone, and metropolises must address the issue of peri-urban green areas. The multifunctionality of open spaces should be promoted not only for environmental issues, but also social issues by focusing in particular on food security, continuity in circulation, and access to resources.

Current and future mobility is exposed to the effects of climate change. The aim is to ensure the movement and security of people and goods. Transport is one sector that should see the most profound changes both



in technology and policy. This sector is also directly associated with urban forms and functions (access to employment, services, leisure areas, social ties, lifestyles, etc.).

Urban development and buildings are also affected: cities are characterized by apartment buildings and activities, road, rail, and waterways and green spaces and leisure areas. The structures of cities are long-lasting; hence the need to take adaptation to climate change into account in all urban planning documents. Urban development and the construction of sustainable buildings (good solar orientation, improved land permeability, the capture of rainwater, etc.) must be given preference with a view to reducing overall GHG emissions.

Climate change will lead to an across-the-board increase in natural risks that result in



pressures on all cities. However, coastal cities, cities at high altitude, and cities in arid environments will be even more vulnerable. Low-lying coasts, which are often densely populated, are particularly threatened by erosion and/or submersion due to the expected rise in sea levels. The preservation of mangroves is indispensable. Mountain cities are subject to erosion, land movements, and greater pollution of the atmosphere. Cities in arid environments will experience greater tensions in relation to water supplies and water cycle management (violent flooding).

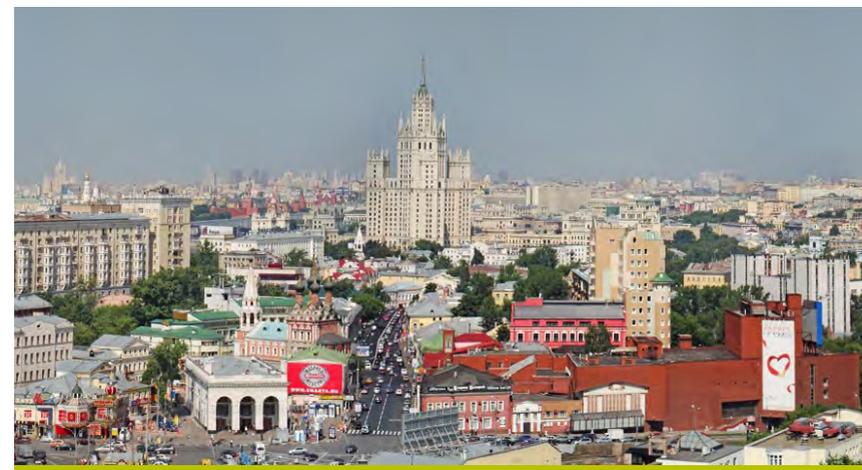
The expected increase in temperatures and longer periods of drought will increase the risk of forest fires and increase the frequency of heat waves aggravated by urban heat islands.

Climate change will influence the dynamics of the water cycle in terms of quantity and quality. It must be possible to evaluate what changes are likely to occur, but also to prepare for these changes in order to avoid floods, which in themselves can affect health (water quality) and food security.

The energy sector must adapt to climate change in a very broad-ranging context that includes lower GHG emissions, energy sobriety, household fuel poverty, the increase in demand for air conditioning in summer, and the securing of infrastructure and supplies. Energy security must be guaranteed through a diversification of energy sources. However, it also involves the bioclimatic adaptation of buildings (passive ventilation).

Thought must be given to methods of governance and participation, in order to improve coordination and agreement across all territorial levels. Participative democracy is an important lever for mobilizing and securing popular support.

Information provided to the public on climate change must be reinforced by greater communication. This is true in particular of measures implemented, which must be



shared and made visible, in order to prompt good behavior within populations and to promote recognition of the actions of local elected representatives.

Decision-makers, elected officials and agents of local authorities need specific training to be able to make better decisions in the process of anticipation and in crisis management. Agenda 21s, which are open to different levels of communities, are very suitable supports for all of these initiatives.

Proposed measures should consider numerous uncertainties that persist in relation to climate evolution and its consequences for our societies. All implications of these consequences must be assessed to avoid any potential negative effects and to conserve solutions that do not have said impacts.

Greater interdisciplinarity is required in the area of research. To ensure this outcome, the partnership between research and public decision-makers and between basic research and applied research must be encouraged and research-action developed.

Stakeholders in territories are increasingly aware of their responsibilities in the area of

climate change prevention, but are hindered by a lack of common tools and frames of reference. It is essential to encourage exchanges between “advanced” metropolises and “backward” metropolises in these areas: these would lead to a different distinction being drawn between “developed”, “emerging” and “underdeveloped”. As we have demonstrated at Metropolis congresses and workshops, a city in an underdeveloped country can take more action in this area than a city in a developed one. ●

# C2.

**Presidency:**  
Melbourne (State of Victoria)

**Vicepresidency:**  
Cairo (Ministry of Housing,  
Utilities and Urban  
Development of Egypt)



## Managing Urban Growth

### Introduction

Metropolis established **Commission 2: Managing Urban Growth** to explore the issues of rapid urbanization and the livability of cities.

The Commission examined the experiences of cities from both developed and developing countries in their endeavors to address the priority areas of managing urban development and service provision. Key areas of inquiry included the challenges and complexities of providing essential infrastructure; inequities and social inclusion; competitiveness of cities and positioning the global economy; environmental sustainability; and governance and the role of government.

### Activities

In exploring those issues, the Commission relied on trends and growth forecasts, collected case studies, conducted surveys and undertook supplementary research about the experiences of some of the world's major cities.

The Commission met twice: in New Delhi from 3 to 5 December 2009, where it focused on governance arrangements and innovative solutions for sustainable growth; and in Barcelona on 6 October 2010 with its focus on urban management and inclusiveness.

### Background

Two defining influences of the 20<sup>th</sup> Century were population growth and rapid urbanization. Already more than 50 per cent of the world's population is concentrated in urban

areas, and this trend is expected to continue unabated.

Most of the growth will occur in countries that are least able to cope with the increased burden. By 2020, there will be 12 megacities (more than 10M inhabitants) in Asia alone, and all but four of the world's mega-cities will be in the developing world.

One billion people – a third of the world's urban population – live in slums. Hundreds of millions in cities across the globe exist in desperate poverty in sub-standard accommodation, and without access to basic services such as clean water, sanitation and health.

Overcrowding and environmental degradation conspire to make the urban poor particularly vulnerable to the spread of disease. Urban issues, such as health and environmental circumstances, cut across sectors and regions, reflecting the need for a comprehensive approach to urban policy.

Cities are the biggest consumers of the world's resources and also the worst polluters. Their ecological footprint extends well into the hinterland and is the root cause of climate change.

Whilst metropolises in affluent countries are vastly better off, they still must deal with the challenges facing all modern cities: demographic change, urban densification, climate change, information technology and global competitiveness, to name just a few. Failure to prepare for these unprecedented and inevitable urban problems may result in serious consequences for global security and environmental sustainability.

The impact on cities is immense. The combination of mass urbanization and a globalized world economy has exacerbated many problems and created many major new challenges.

## Recommendations

### > Urbanization and growth management

Government leadership, ownership and commitment are essential requirements for managing urban growth in cities. As urbanization continues unabated, the responses and coping mechanisms are varied and reflect the rates of growth of each city, their geography and political, economic, social and cultural factors. Cities broadly fall into three categories: those coping with informal hyper-growth; those managing dynamic growth; and those seeking to remain competitive.

Although different cities face different challenges, all need reliable infrastructure services, affordable housing that is linked to transport, economic investment to encourage development, and appropriate responses to environmental and inequity issues. Planning can not be left to chance: all cities need integrated planning strategies to successfully manage urban growth.

National urban policies set the context for regional, metropolitan or local level policies and strategies. Sometimes they override local policies to achieve desired national objectives to restrain or reshape urban settlement patterns.

Traditional metropolitan strategies and master plans seek to manage urban growth and to create a preferred urban form by channeling development through the use of urban growth boundaries, minimizing loss of agricultural land, using existing infrastructure efficiently, promoting poly-centric development and activity centers, investing in rapid transit systems, and adopting innovative financing plans. Metropolitan planning is thus a management tool of city managers for identifying and responding to challenges, improving communications between levels of government and between stakeholders, prioritizing budgets and guiding short and long-term investment.

However, without government leadership, metropolitan strategies are doomed to fail. Successful metropolitan plans are usually championed by strong visionary leaders, and are characterized by a commitment from all levels of government to achieve strategic goals and the involvement of the private sector and other stakeholders.

### > Infrastructure and services

Providing urban infrastructure and services to adequately meet the needs and demands of the world's massive urban growth is a central driver of the world's economy. National governments and business organizations see good urban infrastructure and services as a key plank in productivity, employment, and economic sustainability.

Whilst truly global estimates are not readily available, the annual infrastructure investment required to meet established needs around the world would amount to trillions of dollars. The growing economies of the developing world will drive infrastructure demand even further.

Many practitioners and political leaders see the successful management of infrastructure and services as the heart of good urban management. However, coordinating urban services with population growth and economic sustainability have seldom been met. Increasingly, cities are on the lookout for resilient, locally appropriate solutions.

At the same time, the adequacy of infrastructure varies widely between nations seriously affecting the ability of poorer countries to compete with prosperous ones. The implications for economic growth and social development, including urban development, are profound.

A fundamental issue is the cost of infrastructure. There are no simple solutions: all infrastructure investment decisions must be tailored by the particular circumstances of the society and place. Ultimately, political

acceptability of charges to consumers will determine the preferred funding model.

The challenge for cities is to raise the standards, scope and accessibility of infrastructure to a level that adequately supports their economic, political, cultural and ecological sustainability.

### > Inequities and social inclusion

From a perspective that takes seriously the tension between social inclusion and social exclusion, planning is much more than achieving targets. It requires negotiation over the meaning of inclusion. Achieving the objectives of the Millennium Development Goals, for example, appears to be fundamentally linked to lifting the crushing tragedy of poverty. And, indeed, the need for such Millennium Development Goals exposes the shocking cruelty of the most severe forms of poverty.

A key argument in effective planning and policy for positive social inclusion is that equality lifts everyone. Here, however, achieving equality does not mean overriding foundational cultural differences, including over the sovereignty of land or relationship to place. Well-handled, negotiation over equality and autonomy often leads to positive outcomes. There is mounting evidence, for example, of the link between equality and healthy development outcomes. Societies that are highly unequal are also highly exclusive in social terms.

Good social inclusion entails integrating individuals and groups into society. Rapid and unplanned urban growth and strained physical, economic, cultural, political and ecological infrastructure are challenging most cities in developing countries when trying to deal with social inclusion-exclusion questions. Anticipated and well-managed growth puts cities in a better position to bridge the gaps.

### > Local, regional and global economies

Economic development is a major driver of urban growth but all too often a missing part of urban growth management, especially in creating formal sector jobs in new growth areas, which can otherwise be overcome by rapid population growth. Cities compete globally for investment and key labor skills, and the creation of livable urban environments and good urban services is important for enterprise start-up and employment generation.

City development is frequently used as a means of stimulating the metropolitan economy, such as through counter-cyclical spending during the recent global financial crisis. But cities are learning that the pursuit of urban development for this reason is an unsustainable treadmill: the social costs of urban social 'catch-up' continue to be high.

A well-developed practice of local and regional economic development planning has helped disseminate the methods of promoting employment creation and business start-ups. For effective metropolis-wide economic development, important factors are: the formation of partnerships among government, business and civil society; the strengthening of capacity for implementation; and the participation of many stakeholders and networks of learning from other regions.

The best approaches to local economic planning within urban areas are those that connect to urban growth management, especially when both arise from holistic approaches to metropolitan planning. In turn, livable environments, combined with economic dynamism, set up the best conditions for continuing sustainable development.

### > Environment

Environmental degradation in developing countries is directly related to the inadequacy or lack of basic water, sanitation and

transport services resulting in major health problems; whereas in developed countries environmental problems are related to affluent lifestyles and high consumption levels.

Urban air quality is one of the world's worst pollution problems and directly related to the reliance on fossil fuel for power generation, industry and, most importantly, transportation.

The predicted consequences of climate change on ecosystems include threat to food production and water supply; inundation in coastal cities due to rising sea levels, increase in energy consumption, damage to infrastructure and increased physical risk and health problems. Whilst responses to the challenges of climate change vary from city to city, by and large they require taking a strategic approach to integrated planning and management.

In the face of growing population and massive urbanization, the challenge for decision-makers is how to manage sustainable urban growth whilst responding to the rising expectations of city inhabitants. Sustainable urban responses are costly, take time to implement and require a political commitment to invest in innovative solutions and to engage the community in the strategic planning process.



## Conclusion

Urban growth is manageable. It is not easy, it is not always politically popular, but it can be achieved. Many cities in developed countries have taken urban growth management as the supervision of suburban development. It no longer fits the task of managing the world's exploding urban regions.

The suite of initiatives under development and in application to effect urban growth management applies to cities with rapid, slow or even declining growth. Urban growth management is a dynamic part of public policy, private practice and community action around the world, as the most severe impacts of rapid unplanned growth move through the global system of cities.

The role of leadership cannot be underestimated. The early, high-level plans that give rise to good urban growth management frameworks come from leadership that includes the many groups with an interest in realizing the visions that city growth seeks. The long-term path-dependency of urban development (where once we make a decision we cannot go back), means that in accommodating urban growth, good decisions at the point of initial urban development are vital.

This lesson underlies the need for resilience in urban growth management. There are new ways to 'future-proof' cities, to build in adaptability, to be efficient in managing risk and in the use of the vast resources that go into making urban settlements. Single-issue solutions are no longer possible: we need to think of the city as an ecosystem and manage the many interactions that provide solutions accordingly.

Technology is often mistaken in urban development, either because city growth managers fail to recognise new ways that people and organizations use urban settings or because ambitious city leaders seek to implant new expensive systems

when a proven simple one will do. However, there is no doubt that our cities will be more instrumented, with urban growth management including real-time monitoring and assessment, and that technological advantages can give cities a competitive edge.

Promoting urban growth can be an unsustainable treadmill. Many cities have no choice but to cope with a tide of population growth as best they can. But those that promote urban growth for its spin-off economic benefits can be 'unleashing a tiger', because the management task often becomes increasingly difficult and slowdowns or fluctuations remove the growth dividend the economy has relied upon. A governance focus on growth to the exclusion of other local development priorities can have adverse effects on quality of life for those currently living in the city. The lesson is that cities must find a sustainable balance between managing urban growth and pumping up growth beyond their capacity to manage.

The most livable cities are not the most sustainable. Reviewing cities at many stages of economic and social development brings us face to face with a stark reality: attractive as they might be, the world cannot afford to have its growing population consume the resources and emit the wastes that these cities do. Rather, many of the best lessons for urban growth management come from cities in emerging economies that are quietly improving the quality of life of their residents within reasonable resource limits and on a sustainable basis.

There are still massive gaps in urban infrastructure and services and in too many cities these gaps are growing. The massive scale of investment demand for infrastructure will not diminish. This means the further mobilization of finance and real resources to provide for future generations, and new ways of financing city growth, decentralized means of meeting local demands, and smart use of new and appropriate technologies. Decentralization is important: infrastructure and service provision may be incremental, local and through innovative methods. Strategies

to build social cohesion 'from the ground up' – micro-scale economic development, civic participation, education and infrastructure activities – are key to creating solutions that work for those most closely affected, in need of new services, and who are marginalized from the benefits of life in the city. However, 'the centre still matters': urban infrastructure demands strategic planning and coordination, and decentralization raises a host of coordination questions.

Social inclusion and local or stakeholder empowerment mark successful urban growth management. Social inclusion policies and approaches represent a promising way to address the challenges posed by unequal access to wealth and other resources, recognizing that these are not just problems of poverty but crucial to the wellbeing of the whole community, rich and poor. The engagement of local communities is a key to successful social inclusion policies. Cities that are able to engage inhabitants in urban growth management have more success than those with good technical solutions alone. Participatory authority is linked to leadership; they are different but closely related features. This has important implications for metropolitan planning, where adaptive city development strategies that take account of changing needs and conditions can provide a more resilient basis for urban



growth management than comprehensive master plans drawn up by remote technical experts.

No form of governance is considered the most appropriate for urban growth management. Criteria for choosing the right levels of responsibility are widely known but the most effective governance frameworks for urban growth management are characterized by multi-sector partnerships of government, private sector and civil society.

A pervasive lesson for urban growth management is that its strongest tools are often indirect: the clarity of land use controls like zoning can be overshadowed by the unforeseen consequences of fiscal and tax decisions. The more that city managers can understand these consequences, the more powerful their toolkit.

Cities that learn from others manage growth better than cities that go it alone. Many of the successful case studies reviewed by the Commission showed willingness to adapt lessons from elsewhere to local circumstances. Cities such as Bangalore make knowledge partnerships a key plank of their metropolitan strategies. The same applies to lessons from urban economic development: new means of encouraging investment, enterprise development and employment in cities, too often missing parts of urban growth management, can now call upon a bank of transferable ideas and experiences aided by the movement of key staff and advisers and by the exchanges of city networks such as Metropolis. But cities are so different that solutions are not transferable. Learning from others should not blind us to the power of local solutions to city growth problems: so often, it is the stakeholder commitment that brings the best result. ●

# C3.

**Presidency:**  
Berlin

**Vice-Presidencies:**  
Porto Alegre  
Mexico State



## Integrated Urban Governance

### Introduction

Ever since the emergence of globalization, major cities, in particular, all over the world have been confronted with two vital inter-linked questions:

- How can social and spatial disparities and the resulting societal and spatial fragmentation be mitigated or even resolved?
- How can local economic growth, international, and inter-regional competitiveness and new employment opportunities be stabilized or achieved?

Traditional, sectoral approaches to meet these and other challenges have often proven to be expensive and inefficient, or even a total failure. Therefore, new forms of governance have gained importance by involving civil society (NGOs, business, and you, the 'people') in decision-making and in implementing these decisions.

This integrated urban governance approach also requires changes in administrative action

and settings. Integrated Urban Governance implies going beyond mere coordination between policies to encompass joint work among sectors and disciplines.

It refers to both horizontal integration between policy sectors (different departments) and vertical inter-governmental integration (between different tiers of government), as well as beyond administrative boundaries (in the double sense: city administration/regional or national administration and administration/civil society).

### Objectives

It is with this background that Commission 3 aimed to analyze and systematize know-how and everyday practices on integrated policies and projects stemming from Metropolitan member and other cities. For this purpose,

case studies and examples, aimed at surmounting societal and spatial disadvantages with regard to education, local economy, and mobility, were identified and analyzed.

Though the Commission concentrated on these three topics, integrated approaches in other fields were common and therefore explored, too. On this basis, good-practice criteria were elaborated, hindrances and pitfalls identified, and resultant recommendations for transferable action and methods developed.

The main outcome of the Commission's work is a manual on Integrated Urban Governance. The book describes approaches, tools, and instruments, as well as hindrances and pitfalls, and presents a number of case studies.

In addition, a training course concept has been developed and tested.

### Activities

Two basic means were employed to reach the Commission's aims and to elaborate its main product - the manual on Integrated Urban Governance:

- two Commission meetings
- two questionnaires and desk research work

The first Commission meeting was held in November 2009 as part of a conference hosted by the City of Porto Alegre entitled "Democratic Governance in Cities". The second Commission meeting was held in October 2010 in conjunction with the Board of Directors' meeting in Barcelona.

The meetings concentrated on the following aspects of Integrated Urban Governance:

- complex global challenges facing cities
- multi-level governance
- public participation and public commitment
- innovative instruments in public participation

- ICTs as an information and communication instrument
- tools and instruments
- success conditions, hindrances and pitfalls

The decision on the content and structure of the manual was to a great extent determined by the outcomes of the Commission meetings and the results of the questionnaires.

### > The manual on Integrated Urban Governance

Integrated Urban Governance is a challenging approach. The manual cannot therefore be a blueprint. It cannot deliver recipes to solve holistic urban problems. Neither can it replace specific handouts on issues such as public participation procedures. However, it can give indications on how to proceed when faced with problem situations of this kind, what and who need to be considered, and steps that need to be taken in very specific projects.

### Chapter 1: Why Integrated Urban Governance?

This chapter points to an increasing need, in view of globalization and new, complex challenges for municipalities, to use holistic planning and management approaches. In many problem situations, traditional, sectoral approaches are no longer sufficient. That kind of solution is often expensive and brings about only unsatisfactory results. This statement applies in particular to challenges related to social and spatial fragmentation and disparities.

In addition, the definition of Integrated Urban Governance is elaborated and discussed against the background of these challenges. The viewpoints of international organizations such as the UN were examined. In conclusion, the 'pros' and 'cons' of integrated action were summarized. After all, it is no good taking an integrated approach for the

sake of it, i.e., for reasons of 'political correctness'. On the contrary: what is important is to solve complex urban problems in an effective way.

## Chapter 2: Urban practice - examples from Metropolis member cities

This chapter describes and analyzes case studies from Metropolis member cities and some non-member, including:

- Addis Ababa: Micro and Small Enterprise Development Program
- Bamako: Project to Improve Living Conditions in Missira - Myself, My Neighbors and My Neighborhood
- Barcelona: Care Network for Homeless People - Experience in Relational Management
- Barcelona: 'Inclusive Barcelona' - A Project for Agreement with the Citizens
- Belo Horizonte: Net 10 - Collaborative Governance between Municipalities in the BH Metropolitan Region
- Berlin: Neighborhood Mothers - An Approach to Working with Hard-to-Reach Groups

- Berlin: Neighborhood Management and the Framework Strategy of the Socially Integrative City
- Dakar: Promoting Micro-Gardens to Contribute to Food Security and Nutrition
- Guarulhos: Social Intervention Project for the Cumbica Urbanization Program
- Medellín: Upgrading Disadvantaged Neighborhoods and Settlements
- Melbourne: Global Learning Village
- Mexico State: Governing a Region: Multi-Level Urban Governance in Mexico State
- Porto Alegre: 'Vila Chocolate' Sustainability Network
- Porto Alegre: Local Solidarity Governance Program
- São Paulo: Transparency and Citizenship to Shape the Open City
- Seoul: Women-Friendly City Project
- Shiraz: Green City Program
- Stockholm: the Järva Programme
- Yangzhou: Community Participation in Urban Conservation



## Chapter 3: Enabling Integrated Urban Governance - Setting Up a Political and Administrative Framework for Policy Integration

Chapter 3 gives pointers for framework conditions which assist and support integrated action. This chapter is directed in particular at political decision-makers.

The chapter reviews the 'pros' and 'cons', the benefits and costs given in Chapter 1, and goes into depth. There are indications on driving forces for Integrated Urban Governance. Organizational and structural changes in administrative bodies are addressed, which assist and support integrated ways of thinking and acting. A significant element for this includes the steps and methods described in the section on capacity-building and awareness-raising.

As a final point, the role of civil society is discussed, and it is made clear that many municipal tasks can be better carried out if stakeholders who are not from public-service bodies are included in the processes.

Clearly, changes, especially changes in institutions, are always accompanied by resistance, outlays, changed priorities and, at times, loss of privileges. The chapter therefore gives some ideas on how to react to resistance and how barriers may be overcome.

The chapter closes with a number of indications on whether, and if so, how, experience and instruments, ideas, and policies can be transferred to other situations.

## Chapter 4: Organizing Integrated Projects - Tools and Instruments

The chapter deals with developing and implementing specific integrated projects. In this context, there are descriptions of tools and instruments and their strengths and weaknesses which may be applied for the purpose.

At the heart of the question is public participation. Procedures are described to show how the variety of stakeholders who need to be included can be identified and motivated to collaborate in a project. A variety of public-participation methods, and opportunities to apply them, are described. A distinction is made between three project or participation phases: informing the public; participating in project development; and participating project implementation. As a final point, conditions are described which must be met in order to have successful public participation.

However, public participation is only one part of integrated projects, although an essential one. Administrative and organizational tools and instruments (e.g., steering groups and tax incentives) are therefore also described. This category includes benchmarking and monitoring as central instruments. For this reason they are described in their own section. After all, it would be difficult to carry out project management and outcome control without these two aspects.

### > Training

The peer-review approach has been used for training purposes. A pilot training workshop took place in Berlin (21 and 22 February 2011) as part of the project entitled 'Aktionsräume Plus' (Action Areas Plus). The Commission is proposing this approach as a training method for follow-up activities.

### > The peer-review approach

One method to further mutual learning, used with particular success at a project level, is the peer review. In this context, projects and practices are evaluated by comparable colleagues from other municipalities, who adopt the stance of 'critical friends'. As a general rule, peers come from cities of a similar size which are facing comparable problems, working in a similar environment

and with similar means. Each peer is familiar with the project topic and contributes his or her own viewpoint and experience.

### > The peer review project – 'Aktionsräume Plus'

In the outcomes of the monitoring process for social urban development dated 2008, five major areas that are home to approximately a quarter of Berlin inhabitants demonstrate complex problem situations at a very high level. The Berlin Senate and Urban Districts are concentrating their efforts on these 'Action Areas Plus' to improve socio-spatial and urban-planning development. The objective is to make better future prospects available for residents in disadvantaged areas. The subject of education is of major priority in this context, so that new prospects may be opened up, in particular for young people.

## Recommendations

The main product of Commission 3 is the manual on Integrated Urban Governance. This book is based to a major extent on discussion and input during the C3 meetings, on feedback from member cities by questionnaires and e-communication means and on exchanges of experience. This was made possible by analyzing and systematizing know-how and everyday practices in integrated policies and projects contributed by Metropolis members and other cities. Thus a comprehensive knowledge base addressing conditions for Integrated Urban Governance in cities around the world was created and incorporated into the manual. The book is designed to assist in disseminating approaches of this kind and to provide a stimulus to cities to make their own everyday practices more effective.

Integrated and interdisciplinary planning approaches, civil-society commitment and public participation are core elements in Integrated Urban Governance. Initial situations differ from city to city. Nevertheless, based on an analysis of examples stemming from practice, a number of prerequisites for integrated policies and projects and recommendations for cities may be identified:

- The **determination of political decision-makers** to react to holistic problems using holistic policies is crucial. This does not mean only drawing up integrated, interdisciplinary framework plans, framework strategies, and commonly discussed and accepted visions. Within administrative bodies, prerequisites for interdisciplinary ways of thinking and acting need to be created:
  - Setting up **organizational arrangements** such as interdepartmental committees, commissions, and working and steering groups which can bring members of different departments and ministries together. This can promote cooperation and help overcome differences and barriers.
  - A central **steering body and political leadership** can help to coordinate the outcome of these institutional arrangements. It is essential that such a body does not act to dominate the process but rather to mediate and monitor.
  - **Inter-sectoral strategies, programs, and policy aims** involving cooperation can embed collaboration in the 'professional culture' of administrative bodies. Objectives that cut across sectoral boundaries are important.
  - **Financial allocation systems** can help to promote integrative policies and implementation. Financial incentives such as earmarked budgets for joint policy-making and targets is one element, for instance.
  - A further prerequisite is common analytical cross-cutting indicators, parameters, and **monitoring systems** which help

paint a more complete picture of policy issues, consequences, and results of programs and projects.

- **Incorporating civil society** into political and planning decisions is an important prerequisite for Integrated Urban Governance. A number of prerequisites for successful public participation can be derived from analyzing everyday practice in Metropolis and other cities:
  - **Leadership:** Participation processes may reveal conflicts between individual interests and overarching societal aims and values. Participation does not absolve the municipality from a responsibility to balance conflicting interests. Transparency and legitimized leadership are essential.
  - **Transparency:** In order to guard against putting future participation processes at risk, and generally speaking to develop a 'culture of participation', it is absolutely necessary for decision-making to be transparent.
  - **Inclusion:** All the relevant stakeholders have to be included in participation processes. In fact, some groups of citizens

(known as 'hard-to-reach' groups) are often not included. All efforts should be made to include these groups.

- **Empowerment:** It must be the goal for inhabitants to be able to organize and determine their affairs themselves, so that they can assume more responsibility for their own problems and the problems of their neighborhood.
- **Mediation:** At the outset of a participation process, NGOs, associations, and interest groups - and individuals residents, too - frequently act on the basis of particular interests. These often conflicting interests need to be mediated if the whole process is to be of benefit.

The Metropolis network should promote Integrated Urban Governance and exert political means to bring about improved prerequisites for cities to enable them to realize integrated governance approaches. This includes lobbying at the national and international levels. In many instances it is necessary, for example, for municipalities to have greater (financial) independence and opportunities for decision-making, and to have legal frameworks for public participation and cooperation between metropolises and the municipalities or neighborhoods in their hinterland, etc.

One further important instrument is the intensive exchange of experiences and ideas amongst Metropolis member cities. The training approach which was trialed in the working group phase of this Commission, known as the peer-review method, has proven worthy as an instrument in this respect. ●



# C4.

Presidency:  
Mexico City



## Megacities

### Introduction

The term “Megacity” is used to describe cities with a population of more than ten million inhabitants. Megacities are normally made up of different political bodies and generally include central and periphery areas.

Although information sources differ as to the population of Megacities, mainly due to the urban area spreading out over territories that are divided by different political bodies and to the fact that defining the borders of Megacities is not always easy, there are at least 29 Megacities in the world.

Megacities are generally strong actors of the global economy: they concentrate corporate areas specialized in services, an industrial production with a tendency of moving away from urban centers and settling in strategic locations for the mobilization of products, and, in addition, Megacities are great consumption centers.

Megacities are a recent phenomenon. In the face of this new context, the presidency of Commission 4 on Megacities, together with Metropolis, as a result of the exchanges of ideas regarding the need to incorporate different issues that allow a sustainability-oriented development of the Megacities, defined three fundamental issues for the future of these large cities: *New Urbanism*, *Urban Management* and *the Periphery*.

### Objectives

The main goal of **Commission 4: Megacities** is to create a platform for sharing knowledge derived from the experiences of different cities in the world. In addition, the purpose is to define the different problems faced by Megacities, mainly on the basis of the differences between the cities in developed countries and those in developing ones.

A further goal is to provide the necessary insight for local governments to consider an urban development agenda aimed at achieving sustainability, generating optimal quality of life conditions, extending the right to the city, reducing disaster risks, and reinforcing the concept of citizenship.

New Urbanism consists of finding a strategy of urban development applicable to large urban settings, through which sustainable urban practices can be generated aimed at strengthening citizen participation and the right to the city. On the other hand, the need for Urban Management arises from the pressing need to find political operation tools that make large cities viable in the short, medium, and long terms.

Lastly, it is impossible to talk of Megacities without talking of the periphery. The purpose of putting this issue to debate is to give visibility to those inhabitants who for some reason cannot exercise their rights in full, generating urban manifestations that fail to address fundamental issues such as sustainability and the right to the city.

Another of the main goals of Commission 4 is to search for solutions to the concerns, proposals, and content of each participating city, with a view to preparing the **Declaration of Commission 4 on Megacities**.



### Activities

In October 2008, within the framework of the 9<sup>th</sup> World Congress of Metropolis held in Sydney, the Government of Mexico City assumed the presidency of Commission 4 on Megacities.

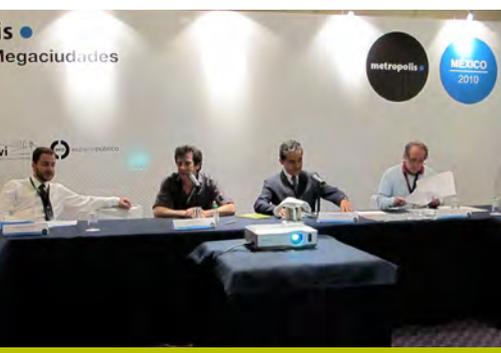
The first meeting of Commission 4 took place on May 22, 2009 in Moscow within the framework of the Metropolis Board of Directors Meeting. This meeting established the need to pay attention to the common conditions of cities with more than 10 million inhabitants, through knowledge and experience sharing.



In addition, a presentation on “Megacities and the Economy in Global Development”, delivered by Federico Mayor Zaragoza, the former Director-General of UNESCO and President of the Peace Culture Foundation, provided the participants with a unique opportunity to reflect on the role of Megacities in the context of globalisation and on their importance for developing a culture based on peace and cooperation, with priority given to the fight against world hunger.

The second meeting took place in Mexico City on 17 November and brought together diverse megacities to discuss the challenges and opportunities facing these major metropolises.

The meeting, held parallel to the United Cities Local Governments (UCLG) 3<sup>rd</sup> World Congress, was inaugurated by Marcelo Ebrard Casaubón, Head of the Mexico City Federal District Government, and chaired by Felipe Leal, the city's Secretary for Urban Development. The main message put forward by the president of the Commission regarded the importance of increasing social cohesion in cities by means of recovering the public space.



The event included the following round table discussions:

- **“New Urbanism and Recommendations on Megacities Management from the Strategic Urban Planning Perspective”**: organized by the UCLG’s Strategic Urban Planning Committee, the discussion included the participation of cities that are mostly not classified as megacities. This made it possible to also address the problems of megacities from a different scale. The need for greater regional and metropolitan cooperation was referenced repeatedly by all the speakers as being crucial to the management of these major metropolises. The occasion also saw the official launch of the “Political Guidance Document on Strategic Urban Planning: Local Leaders for the Future of Our Cities”, published by UCLG.
- **“Urban Management in Megacities”**: organized by the Secretariat for Urban Development of the Mexico City Federal District Government, it addressed the improvement in the management of different urban infrastructures and the consideration of the different actors as key points for the good management of Megacities.
- **“Megacities from the Periphery’s Perspective”**: organized by the UCLG’s Peripheral Cities Committee, this discussion analyzed the question from the perspective of outlying municipalities or those in the area of influence of the main centers of major cities. These municipalities put out a call to not be considered just “commuter cities” but also as urban centers where their citizens can live, coexist and work.

Finally, the second Metropolis Commission 4 “Megacities” meeting contributed elements for the drafting of the commission’s Final Declaration.

## Final Declaration

The future of Megacities involves common problems regarding decision-making, quality of life, the way to establish models of urban management, and the inability to provide equal rights to all citizens. Having carried out its work, Commission 4 established the following declarations to help give large cities clear roadmaps, improve their decision-making mechanisms, establish urban management mechanisms, and lastly, extend the right to the city.

All the declarations are established under the general issues discussed during the meeting held in Mexico City on November 17, 2010. These issues are: **New Urbanism, Urban Management and the Periphery.**

### > Declaration:

**New Urbanism.** Cities with more than ten million inhabitants should aim their development efforts toward a better quality of life for all their citizens. To achieve this it is essential to generate cities with the following basic characteristics applicable to Megacities.

**a. Compact City:** Concentrating activities and improving land use are the main features of compact cities, which allow urban settings to be mainly pedestrian or at least to be travelled in a short time without the need for private vehicles. Any actions carried out should enable and strengthen the new centers by improving the urban image and by boosting public transport and pedestrian and cycling infrastructures. All urban design should take accessibility criteria into account.

**b. Connected City:** Megacities should shore up urban connectivity through public transport, which should be designed as a network connecting the different centers of the city, promoting trips on foot or cycling. For this it is essential to produce quality, pleasant public spaces.

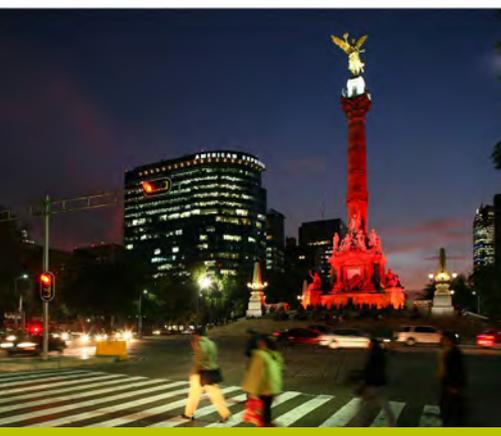


**c. Heterogeneous City:** Megacities should promote a mix of land uses to achieve more heterogeneous cities. It is important to incorporate a mix of socio-economic sectors by differentiated housing plans in order to deal with the discrimination currently affecting many cities. Another basic goal is to produce local identity links in quality spaces with neighborhood features.

**d. Sustainable City:** Urban development should be geared toward sustainable practices defined by energy efficiency, local production, and quality of life, through land-use distribution policies, production programs, schemes to incorporate sustainable technology to existing infrastructures, and by generating green public transport, among others.

The goal of “New Urbanism” is to provide people with options to adapt to a sustainable, manageable, and pleasurable lifestyle, while contributing solutions to stop global warming and climate change.

The principles of “New Urbanism” are applicable to cities of differing sizes and aim to strengthen citizen participation, to clearly define the relationship between individuals and the state, and to improve quality of life.



**Urban Management.** Megacities should initiate urban development processes by means of land-use planning in order to put New Urbanism programs into practice. For this, it is necessary to establish, design, and build strategic planning instruments by means of collaborative and efficient actions among the different urban actors. **Strategic Urban Planning** can address the needs of a metropolitan region beyond its political borders, which maintains a relationship with it or with the natural territory it is settled on, and which is the product of a social construction based on participation and collaboration between public and private institutions, governments, and society in general. One of the great challenges for urban management in Megacities and for its Strategic Urban Planning instruments is to understand that safety and the right to the city cannot be reduced to private property.

#### a. Strategic Urban Planning

**i.** Strategic Urban Planning should be the result of collaboration between different urban actors from public institutions, local governments, non-governmental organizations, and society in general. It should be aimed at generating social welfare and applying the practices of New Urbanism.

**ii.** Megacities need to establish a Strategic Urban Plan on a metropolitan scale, capable of containing the direction of land-use regulations, under the control of a government level superior to the local one, in order to make technical decisions regarding urban development and the building of infrastructure.

**iii.** To establish a Strategic Urban Plan it is necessary to establish urban priorities which must be addressed by the public institutions and by local, regional, and national governments.

**iv.** A Strategic Urban Plan should be a document produced in collaboration by local and national governments forming part of a Megacity, to help ensure that

basic decisions regarding the metropolitan scale are made in a coordinated manner and through collaboration agreements between different governments and public and private institutions.

**v.** Strategic Urban Plans should clarify the specific urban development attributions that correspond to the local, regional, and national governments, as well as to the different levels of government and administration of each political body.

**vi.** Strategic Urban Plans should be flexible to the specific needs of local governments and offer them the necessary attributes to manage urban development within each body, without losing sight of the application of Strategic Urban Planning across the Megacity.

**vii.** Strategic Urban Plans should be understood as long-term urban processes, which is why it is essential for them to be flexible to new urban needs. In addition, it is possible to manage urban development efforts through a Strategic Urban Plan, dimensioning the time scale of a Megacity.

**viii.** Strategic Urban Plans should be social constructions and to implement them it is necessary to establish collaboration programs between institutions, as well as public consultation strategies that allow society to take control of urban development.

**Peripheries.** To talk of a Megacity involves talking of periphery areas, not only in the sense of geographic location, but mainly from the point of view of lack of right to the city of large social groups. It is essential to understand large urban settings as spaces defined by divergences and constituted by heterogeneous social groups and individuals. However, legal regulations have been overtaken by the intense settlement in cities in recent years, mainly in the form of informal settlements. It is necessary to extend the right to the city and the daily practice of citizenship by individuals with the individual and social guarantees offered by the State.

**a.** Public Space and Diversity. Megacities should adopt policies geared toward strengthening and multiplying public space and recognizing public space as a place for divergence, a common place where it is possible to exercise citizen rights.

**b.** Megacities must find contemporary cultural wealth in their heterogeneous diversity. It is necessary to establish social development programs aimed at different groups of society, with a view to achieving social interactions between socioeconomically and politically differentiated sectors, in order to reinforce a culture of tolerance and to avoid social, economic, and gender discrimination.

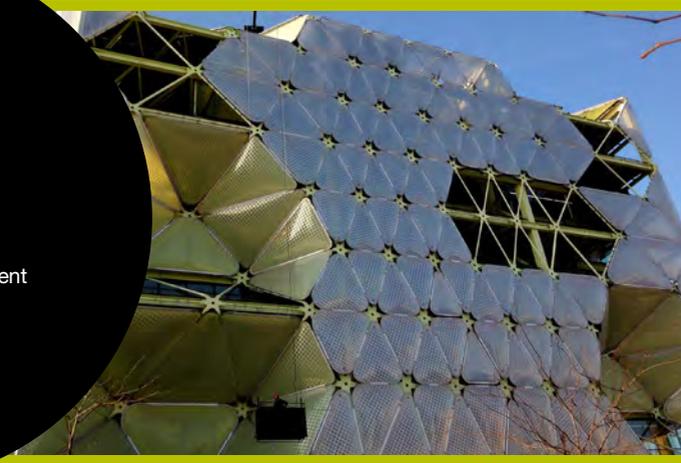
**c.** The governments of Megacities should find the production opportunities afforded by the social sectors that live within the informal economy to establish regularization programs that make it possible to reclaim part of the benefits for the city.

**d.** It is necessary to establish public policies, social programs, and communication strategies that aim to find the common ground between the center and the periphery. ●

# C5.

**Presidency:**  
Barcelona

**Vice-Presidency:**  
Bangalore (Government  
of Karnataka)



## Partnership for Urban Innovation

### Introduction and Objectives

The Partnership for Urban Innovation (PUI) is a standing commission approved by the Metropolis General Assembly within the framework of the 2009-2011 Strategic Plan.

Metropolis is keen to explore innovation processes in cities and transmission mechanisms between them. It therefore asked the Commission to analyze and make recommendations on procedures to:

- Foster innovation in cities.
- Strengthen and publicize innovative solutions among cities.

The Commission proposed working in close alliance with the private sector and other interested institutions. It assembled a group of experts from around the world to reflect on

and offer advice regarding what to do and how to help local and city governments and their stakeholders to foster and publicize urban innovation.

The Commission's action plan covers three types of actions:

1. A reflection on the processes of innovation and transmission of urban innovations.
2. Specific partnerships for urban innovation in cities.
3. General promotional activities regarding urban innovation.

### Activities

The main activities the Commission carried out during the 2009-2011 period were:

#### 1 Launch meeting: Partnership for Urban Innovation

This meeting assembled 36 delegates from Metropolis member cities and private enterprises engaged in fostering innovation in cities. The delegates also had the chance to attend the World Summit for Innovation/HIT Barcelona, a congress which drew over 2,000 innovation experts from the public and private sectors.

A "Development Framework for Innovation for Cities" was discussed at the meeting, along with the Commission's work plan.

#### 2 Second meeting

This meeting was held on 6 and 7 October 2010 and included the participation of 43 Metropolis member cities and 8 collaborating institutions. It involved various sessions that focused on innovation as a driving force in cities. Speeches were presented on urban innovation and there was a conference and debate session entitled "Innovative Solutions for Emerging from the Crisis", during which the OECD's LEEDs program and the study "Barcelona Principles 2010"

were presented. A workshop on innovation, environment and mobility was held and a number of technical visits organized.

#### 3 Collaboration with innovation-friendly businesses, institutions and networks

##### > Collaboration with CISCO

At the proposal of the Commission, Metropolis entered into an agreement with CISCO, signed by the Metropolis president Jean Paul Huchon and the CISCO vice-president Wim Efrink. The agreement led to the joint development of the following activities:

1. Joint organization of the Partnership for Urban Innovation world conference as part of the Shanghai Expo (Shanghai, 17-18 June 2010).
2. CISCO and Barcelona ran a viability study for the creation of the Barcelona Innovation Center, a pilot project to promote ITC platforms in very densely populated cities and to promote it among other cities.
3. Metropolis and CISCO published the report "Innovation and the Urban Sustainability Agenda", the result of a survey carried out jointly with Metropolis members to learn about the plans, priorities and challenges facing city leaders in relation to sustainability.

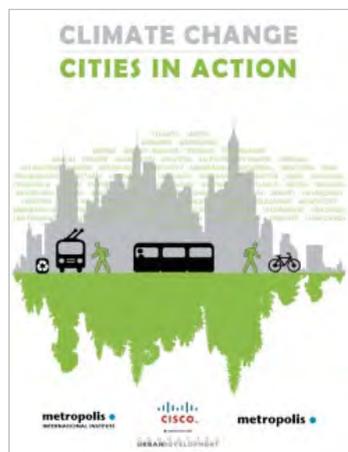


4. The Metropolis Training Institute in Montreal prepared the publication “*Climate Change. Cities in Action*” in collaboration with CISCO.
5. CISCO created the *Smart+Connected Communities Institute*, an online community to promote sustainable cities. Metropolis and the Training Institute are now collaborating in this initiative and negotiating the signing of a collaboration agreement.

#### > Collaboration with other institutions

Participation in diverse meetings on innovation, organized by collaborating enterprises and institutions, such as *The Climate Group*, *IBM*, *CEOs for Cities* and the *International Conference on Innovative Cities (ICIC)* in Curitiba.

1. Participation and support for the International Conference on Innovative Cities (10-13 March 2010) in Curitiba and the activities of the innovative cities network organized within the framework of the conference.
2. Contact with *CEOs for Cities*, an active organization from the US which focuses on innovative ideas and projects for American cities.
3. Signing of a collaboration agreement with *The Climate Group*, which will provide continuity to the activities with CISCO and foster Metropolis’ activities in relation to climate change.
4. Contacts with IBM and its *Smart Cities program* in view of signing a collaboration agreement.



## Recommendations and Conclusions

### 1 A reflection on the processes of innovation and transmission of urban innovations

The Commission presented a “Development Framework for Innovation for Cities” at the first meeting. This is a theoretical outline for analyzing and discussing innovation processes in cities.

Two distinct but interrelated themes overlapped in the concept of urban innovation:

- a. Large metropolitan areas, which play a key role as regional innovation systems, must permit innovative enterprises and institutions to appear in different sectors and activity clusters.
- b. Local governments and city administrations are at the same time one of the sectors or clusters that must foster the introduction of innovations in their services and activities.

Some matters to emphasize:

#### > Public and private sectors share an innovative dynamic

Although private enterprise is usually considered the main player in innovation and competitiveness, the public sector and private enterprise should follow similar steps. Concepts such as **technological innovation, product and market innovation, managerial and organizational innovation, innovation in the supply chain and value chain, open innovation, creativity, innovation centers, business start-ups, new talent and new public administrations** should form part of the language and action of the new innovative public administrations.

The Commission focuses on innovation within public administrations and metropolitan area services.

#### > Need for a partnership between the public and private sectors

Public administrations are not organized to assume the complexity of this innovation process and require help and collaboration from the private sector. Increasingly fast technological changes are impacting different public services in specific ways and mean that joint work must be done with the agents involved in technological innovation. Also there is the objective of offering “more for less for more”, which produces a significant shift in urban innovation.

#### > Innovation in the supply and value chains

This is another key aspect of the public/private sector relationship. The borders between the two are presently enormously diffuse. In what we could call the value chain of any service we can find that it involves different phases of public responsibility, private licenses, subcontracting, and the joint participation of members of the public.

#### > Create communication and promotional channels

It is important to create communication channels to publicize innovations among cities. City associations and networks have a responsibility to contribute to turning an individual innovation in one city into a good practice shared at the regional, national and international levels. Their capacity to do so is not always well developed.

#### > Barriers to the implementation of innovations

Some of the main barriers to the implementation of innovations in local administrations come from individual values and attitudes and the values and attitudes of society or the administration itself. The implementation of innovations requires these aspects, i.e., individual and social values and attitudes, at the same time.

### 2 Specific alliances for urban innovation in cities

As a long-term goal, the Commission established seeking public and private pilot alliances in four areas of particular political interest:

- Municipal services management
- Environment, mobility and energy
- Public collaboration
- Social services

Metropolis sought alliances with cities and international companies that have shown they can play a leadership function in the development of innovative ideas and services for cities.

During this period a pilot operation was developed between CISCO and Barcelona to design an urban innovation project on ITC platforms in order to address the creation of an urban innovation center with an international projection.

The project aims to develop a 'smart city' operational concept for a densely urbanized Western city where different technologies for different types of urban services have been implemented. The local government was aware of the need for new and more-integrated urban infrastructures and information systems to enable the implementation of new urban services.

The projects goals are to:

1. Optimize the urban platform of information infrastructures and services
2. Establish an innovation center that can develop and test new services on this integrated platform
3. Seek a management and business model that facilitates the implementation of new innovative services in the city

The existence in Barcelona of a new 'technology' neighborhood that is being developed (Distrito 22@), with new information-related infrastructures and services, together with the city's experience as an 'urban lab', in which it is possible to run tests on new technology products in a real urban environment, was a good starting point for the project. The local government got firmly behind the initiative.

Metropolis hopes that the project can be used to establish an innovation center that will make it possible to test new urban services and support the exchange of experiences and best practices among Metropolis members.

Cities and businesses must learn to jointly develop new management and business models that facilitate the implementation of new urban services in a way which considers the institutional and legal questions that can sometimes hamper or block the introduction of innovation in these services.

### 3 General promotional activities regarding urban innovation

Metropolis, as a network of cities and metropolitan regions, has a special responsibility with regard to the promotion of innovations. Indeed, the key question the Commission's members asked was: "Why should innovations and good practices take so long to be transferred between members and why does it seem that we always have to start again from zero every time we try to transfer an experience from one city to another?"

A network of cities, in partnership with businesses and institutions, would appear to be a good channel for speeding up innovation in urban environments. The city network could also facilitate the addition of demand-side markets, which would speed up the introduction of innovations that require markets that are bigger than a single city or whose development costs cannot be absorbed by a small market.

The reality, however, seems to confirm the difficulty in sharing solutions. Local governments - and metropolitan ones as well - act as isolated institutions, depending on a culture, institutions and legal and economic regulations that impede standardization and the scalability of solutions between different cities. The need for strong leadership to promote innovation makes it even harder to extend solutions to other cities.

However, innovation in urban services should find new models of collaboration and partnership between cities and businesses. These new models must promote mutual learning but may need to go beyond the exchange of best practices and experiences. It is necessary to anticipate future changes. The reflections and analyses of the future of cities which are on the agendas of cities, universities and a number of global businesses should be shared. Only with information from each of these city stakeholders can we create the knowledge needed to address the future changes of cities.

## Summary of Recommendations

### 1 For city governments:

- Innovation management should be clearly introduced into the organization of local and city governments. Its introduction will require training in individual skills and organizational abilities, which should be developed at the same time.
- Innovation must be across-the-board, covering different organizational areas at the same time. It seems to be reasonable to create the figure of CTO (Chief Technology Officer) or CIO (Chief Innovation Officer) within an organization, with cross-cutting responsibilities with regard to technology and organizational change.
- Innovation in city governments is mainly based, as in other sectors, on technological changes, changes in the public's needs or demands, and changes in supply chains.
- Public/private sector partnership for the development, implementation and transmission of innovations is absolutely indispensable. At the same time, innovation requires competition and cooperation. The public/private partnership should find new legal formulae that facilitate cooperation and innovation.
- Leadership for innovation and public sector transformation must come from a leader with a vision, capable of sensing the need for change, initiating the transformation and carrying it out.
- The perception of change and necessary innovations can be fostered by personal knowledge of the experiences of other cities or collaborating businesses and institutions. Open innovation and shared experiences require participation in international networks of mutual learning.
- Local and metropolitan governments should promote pilot innovation projects in collaboration with external businesses and institutions.

### 2 For Metropolis:

The Commission has suggested different actions to promote urban innovation in cities and within the Metropolis network:

- **Creation of a network of innovative professionals:** Metropolis will seek to create a network of innovation professionals and put Metropolis' social networks at its disposition to facilitate contact and the exchange of information.
- **Knowledge-pooling:** the members asked to promote a process of monitoring best practices, consolidating an inhouse format that would make it possible to share innovative experiences.
- **Pilot projects:** promote a limited number of pilot projects between cities and businesses that could be used as demonstration projects and make it possible to roll out new public/private partnership models regarding particular aspects of urban services.
- **Training and education in cities:** introduce the topic of innovation management in training and education courses to facilitate the training of the heads of local and metropolitan administrations. Metropolis will also work in conjunction with companies and institutions. The Metropolis Training Institute will coordinate the training and education activities.
- **Awards for best urban innovations:** propose an international award for the best urban innovations.
- **Promote a discussion and reflection platform on innovation in cities:** seek the collaboration of cities, businesses and institutions that are fostering reflections on innovation and the future of cities to establish common discussion and reflection infrastructure. ●

# C6.

**Presidency:**  
Montreal

**Regional Antennas:**

Abidjan, Amman, Athens, Bamako, Bangui, Barcelona, Brussels, Dakar, Mexico State, Mashhad, Pune and Seoul



## Metropolis Women International Network

### Introduction and Objectives

Women's and gender equality issues have become crucial to international organizations since the World Conference on Women held in Beijing in 1995. *The promotion of gender equality and the empowerment of women* is one of the Millennium Development Goals of the United Nations (UN). Since 2000, the importance of the role of women in local and regional politics and within decision-making bodies has been raised on numerous occasions at Metropolis as a major issue and an integral component of local and metropolitan governance. In 2005, the Metropolis Women International Network was officially launched at the Metropolis Congress in Berlin.

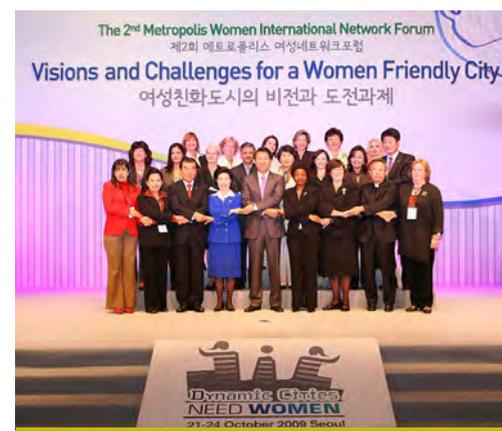
The mission of the Metropolis Women International Network is to create an international forum for exchanges and cooperation between women as elected representatives and appointees, executives, managers

and professionals operating in the local and metropolitan levels. The Network is a component of Metropolis. The main objectives of the Network are to improve female representation in local government and decision-making processes within local and metropolitan authorities and to facilitate the sharing of experiences and good practices relating to good governance.

In 2008, the Metropolis Board of Directors conferred a Commission status upon the Metropolis Women International Network, thus providing it with access to financial support for its activities and a budget for training. Unlike Metropolis' thematic commissions, which have a three-year mandate, the Metropolis Women International Network is a permanent component of Metropolis and, since 2008, has had an observer seat on the Metropolis Board of Directors.

The operation of the Network is structured around a presidency and coordination, which have been exercised by the Ville de Montréal since the Network was created in 2005, and renewed for the period 2009-2011. The presidency and coordination represent the Network in front of the Metropolis General Secretariat and international organizations, and provide the link with regional antennas in connection with the action plan of the Network.

The specificity of the Network lies in its regional antennas, which are located in Abidjan, Amman, Athens, Bamako, Bangui, Barcelona, Brussels, Dakar, the Mexico State, Mashhad, Pune, Santiago de Chile and Seoul. Other regional antennas will be added to the Network according to interest from members. The antennas, which are represented by a female representative who has been elected or appointed and a female manager or professional, disseminate information on the Network and regional activities aimed at a better understanding of local and regional issues, and the promotion of the involvement of women in local governance.



### Activities

#### 1 Action Plan 2009-2012

The achievements of the Metropolis Women International Network are in line with its Action Plan 2009-2011, which was adopted in Sydney on 22 October 2008 at the end of the Connecting Women in Cities Forum, a session of the Metropolis Congress.

#### > Development of the Network

##### Presidency, coordination and new antennas

The presidency and coordination of the Network and regional antennas are located in 14 cities since the addition of three new antennas (Brussels-Capital Region and Seoul in 2008, Santiago de Chile in 2010). Coordination meetings were held in Seoul in November 2009 and in Barcelona in October 2010. The Barcelona meeting, which marked the fifth anniversary of the founding of the Network, assessed the activities for 2009-2010, the Action Plan 2011-2014, the general operation of the Network, the addition of new antennas and the identification of themes of most pressing concern. An informal meeting was held in Rio de Janeiro (March 2010), while bilateral meetings in Mashhad (May 2009), Seoul (February 2010) and Montreal (November 2010) promoted contact between members of the Network.

Participation in regional, national and international activities serve mainly to build networks of female elected representatives, appointees, managers and professionals that operate in cities and come together with civil society on themes of interest to the Network and the regions. Special mention must be made of the contribution of the Seoul antenna, which, in 2009, jointly organized the 2<sup>nd</sup> International Forum *Dynamic Cities Need Women: Visions and Challenges for a Women-Friendly City* and held the 1<sup>st</sup> Asia Women's Network Roundtable.

## Regional antenna achievements

Antennas held local and regional exchange activities (conferences, seminars and workshops) on various themes. Amman held activities on gender equality, political participation, health, violence, women's rights and gender budgeting, while activities in Bamako focused on economic empowerment and food insecurity. Pune addressed the impacts of climate change, while the Montréal coordination office addressed women and local governance. The antennas helped influence actions of their cities and worked to reinforce civil society in their region. Abidjan addressed the development of cooperatives, while Amman focused on gender security issues in public transportation and the creativity of women. In Athens the focus was on municipal nursery schools and the needs of immigrants, while Barcelona looked at time management. Activities by the Dakar antenna focused on female entrepreneurs and international markets, while in the State of Mexico, the focus was on promoting law reforms to counter violence towards women.

The antennas spread the local and regional influence of the Network. Amman engaged in networking-representation (Jordan, Iraq, Gaza and Egypt), while Athens established communication with cities in central and south-eastern Europe. Bamako attended the 5<sup>th</sup> Africities Summit (Morocco), while Barcelona and the Secretariat of Metropolis conducted regional activities. Mashhad established contacts with cities in Iran while Seoul participated in the Third International Conference on Women's Safety: Building Inclusive Cities, which was held in New Delhi. The promotion in the regional media and the dissemination of information are adapted to the local and cultural characteristics of each antenna: information leaflets; websites and blogs (Amman, Mashhad, Seoul); radio and television debates and interviews (Amman, Bamako, Seoul); contact with cities from other networks (Athens, Mashhad).

Antennas have organized local training on numerous issues, such as female leadership (Amman), and training for elected representatives in governance and community management (Bamako). Mashhad encouraged the participation of female elected representatives and managers in training sessions provided by Metropolis in Mashhad and Seoul. The participation of representatives of the Network in the activities of other Metropolis commissions depends on the coordination with these working groups. The antennas refine knowledge of their region through research and mentoring. Mashhad commissioned research on the needs of women in Iran and the Middle East. The Montréal coordination office, for its part, has welcomed Ivorian and Canadian interns. A mixed research-networking-learning approach promotes exchanges and training for a succession by youth, while at the same time allowing women to discover what local resources are available.

## > The international presence of the Network

The international presence of the Metropolis Women International Network has highlighted the expertise of its members, disseminated their concerns and developed collaboration with INGOs, in this way emphasizing the importance to be attributed to the role of women in urban management. The Network participated in several international activities:

- CIFAL Atlanta - *Global Leadership Initiative* on Gender Equality in Cities 2006-2009, Atlanta (November 2008, October 2009)
- 54<sup>th</sup> Session of the UN Commission on the Status of Women, New York (March 2010)
- Activities of UN-Habitat: 1<sup>st</sup> Session of the Gender Equality Action Assembly and World Urban Forum 5, Rio de Janeiro (March 2010).

The online presence of the Network was structured in 2009 and 2010. The Network has a dedicated webpage on the Metropolis website. The coordination office based in Montréal and regional antennas (Amman, Mashhad, Seoul) have web pages on the websites of their host organizations. The Network is part of the advisory board of the new collaborative portal "*Women and Human Settlements: A Global Exchange Space*" established by UN-Habitat and the Huairou Commission.

## > Partnerships, finance and training

The Network has boosted its collaboration with INGOs with a focus on similar or complementary themes (UN-Habitat, CIFAL-Atlanta, the Huairou Commission) to maximize the effect of resources and their impact on issues relating to women and cities: organizational and financial support that facilitate the participation of representatives of the Network in international activities.

In addition to the financing provided by Metropolis for the activities of the Network as a commission, the Network has received significant financial support from the Ville de Montréal. Indeed, Montréal took responsibility of the Network coordination, through human resources assigned to the International Institute for the Management of Major Metropolises, and this, as early as 2000, when a task force on the network project

was established. The Seoul Metropolitan Government has made a large contribution to the Second International Forum Dynamic Cities Need Women. UN-Habitat and CIFAL-Atlanta have financed the participation of representatives of the Network in their activities. The Government of Québec has lent support to the presidency and coordination of the Network in their international representations. Regional antennas have aimed their efforts at local, national and international organizations operating on their territory to support their activities. However, the expansion of the Network requires ongoing financing.

The Network has organized training sessions in collaboration with the Metropolis International Institute and other INGOs on the following themes: gender mainstreaming in local governments (WUF 4, UN-Habitat, Nanjing 2008); gender budgeting in local governments (*Dynamic Cities Need Women* forum, Seoul 2009, Metropolis programme); and gender budgeting in local governments (WUF 5, UN-Habitat, Rio de Janeiro 2010).

## 2 2<sup>nd</sup> International Forum Dynamic Cities Need Women: Visions and Challenges for a Women-Friendly City

In 2007, the Metropolis Women International Network established in Brussels the formula of the Dynamic Cities Need Women interna-



tional forum. This forum allows female elected representatives, appointees, managers, professionals, university students and representatives of INGOs and NGOs to sit at the same tables, develop ties and exchange ideas directly on the concerns and issues relating to cities and the role of women as decision-makers and citizens.

The 2<sup>nd</sup> International Forum *Dynamic Cities Need Women: Visions and Challenges for a Women-Friendly City* (Seoul, 21-24 October 2009), jointly organized by the Network and the Seoul Metropolitan Government, represented by the Seoul Foundation of Women and Family, was a great success (1,800 participants from 63 cities in 42 countries and 70 presentations). The opening ceremony was marked by the address of Dr. Asha-Rose Migiros, Deputy Secretary-General of the UN, and the launch of the video *Bread and Roses*. The Forum was brought to a close by the mayors' panel and the signing of the Seoul Declaration.

The **Seoul Declaration** was sent by the President of Metropolis, Mr. Jean-Paul Huchon, to member cities of Metropolis and the Honourable Mr. Ban Ki-moon, the Secretary-General of the UN. The Declaration, which has been translated into several languages, is widely distributed and can be

found on several websites (Metropolis, UN-Habitat, etc.). Seoul's Women-Friendly City Project, a reference approach in the Seoul Declaration, was awarded the 2010 United Nations Public Service Award, increasing the influence of the Declaration, the Network and Metropolis.

### 3 Future concerns: Health and security in cities

At the coordination meeting held in Barcelona in October 2010, the representatives of regional antennas present identified the main issues that affected their regions. The Network thus made the Metropolis Board of Directors aware of the need for a regular Metropolis Commission for 2011-2014 on the theme of "*Health and security in metropolises*". Health and security are conditions *sine qua non* to the existence, social vitality and economic development of metropolises. The Network hopes that this message will be heard by member cities of Metropolis.

## Recommendations

The Metropolis Women International Network has issued a series of policy and organisational recommendations to improve the position of the Network, the influence of female decision-makers in local and metropolitan government, as well as the place of women in society as a whole.

At the coordination meeting of the Network held in Barcelona in October 2010, within the framework of the Metropolis Board of Directors, the regional antennas present learnt about the activities of the Network. They discussed the future of the Network and agreed on the directions translated into the following recommendations. These recommendations were also sent to all antennas for comment (whether present or not at the meeting).



The policy recommendations of the Network can be found in the Seoul Declaration of 2009, and are based on the four main themes of the forum. These themes are: mainstreaming gender in city policies and administration; empowering women during economic crisis; building a safe city for women; and fostering diversity and women's creativity.

The **organizational recommendations for Metropolis** are as follows:

#### That Metropolis:

- Increases its support for the coordination of the Metropolis Women International Network, due to the growth of its activities.
- Continues to encourage its member cities to adopt and implement the Seoul Declaration.
- Ensures greater participation by female elected representatives, appointees, managers and professionals in the work of Metropolis commissions.
- Takes into account concerns expressed by the Network in relation to its choice of subjects for Metropolis commissions for 2011-2014 (e.g. Health and Security Commission).
- Encourages member cities to develop indicators incorporating gender-based analysis.
- Supports member cities that wish to provide their elected representatives and managers with training on gender-based analysis and gender budgeting.
- Supports the Network in the hosting of the next international *Dynamic Cities Need Women* forum.
- Supports collaboration between the Metropolis Women International Network and UN-Habitat.
- Establishes an official link with the new body UN-Women, so that concerns of women in cities as decision-makers and citizens are taken into account by this new body and the Metropolis Women International Network is called upon in relation to metropolises.

The **organizational recommendations for the Metropolis Women International Network** are as follows:

#### That the presidency and coordination of the Network:

- Jointly organize, in collaboration with an antenna and with the consent and support of Metropolis, a third Dynamic Cities Need Women international forum on the theme of "Women, cities and disasters".
- Contribute to the new portal "Women and Human Settlements" established by UN-Habitat and the Huairou Commission.
- Continue their collaboration with INGOs, and UN-Habitat in particular.
- Establish sustainable collaboration with UN-Women.
- Continue efforts to open new antennas.
- Intensify the relationship with UCLG (United Cities and Local Governments).

#### That the antennas of the Network:

- Strengthen their regional role by organizing regional meetings (Africa, Latin America, Asia) according to their main concerns, and by choosing themes that address solutions with a view to practical implementation according to regional characteristics and the knowledge of the cities concerned.
- Actively seek out regional sources of finance by focusing on the main themes of interest to them.
- Promote their regional and local activities on the Metropolis website.
- Organize local training sessions adapted to the needs of women on lobbying, negotiation, closing arguments and electoral campaign strategies.
- Research and debate different themes, such as the value-added provided by women in cities, political institutional mechanisms and national programmes.

## Conclusion

Metropolis has played a leading role by lending its support to the forming of the Metropolis Women International Network within its association. Five years after its official launch in Berlin in 2005, the Network extended its international exposure during 2009-2011, thanks to its position on the Metropolis Board of Directors, the status of commission conferred upon it by Metropolis and the impacts of the international Dynamic Cities Need Women forums (Brussels, 2007 and Seoul, 2009). This growth in its exposure has also reflected on Metropolis.

The Network implemented its Action Plan 2009-2011 through local, regional and international action, and by bringing together mixed groups of female elected representatives, managers, professionals and city-dwellers. Metropolis' ongoing support is required in order to reinforce the activities of the Network, in view of the growing challenges that women and cities face. ●



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# metropolis ●

World Association of the Major Metropolises  
Asociación Mundial de las Grandes Metrópolis  
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