METROLAB
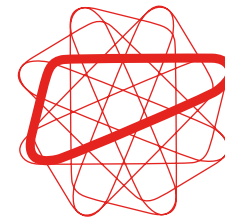# MAGAZINE

PROGRAM
ON THE NEW ROLE OF METROPOLITAN AREAS

METROLAB
FORUM

*International Dialogue
on Metropolitan Planning*

08.11.2021
17:00-20:00

INTERNATIONAL LECTURES

FORM & FUNCTION. METROPOLITAN DEVELOPMENT AGAINST THE GRAIN
Paul Gerretsen, Deltametropolis Association, Rotterdam

«AVINGUDA DEL VALLÈS» - A CO-CREATION PROCESS
Judith Recio Heredia, URBACT-RiConnect, Àrea Metropolitana de Barcelona

METROPOLITAN GOVERNANCE IN FRANCE. SOLVING PROBLEMS AND CREATING NEW ONES
Gilles Pinson, Science Po Bordeaux

GOVERNANCE MODELS AND DEVELOPMENT IDEAS FOR METROPOLITAN AREAS
Iván Tosics, Metropolitan Research Institute, Budapest Hungary

CROSS-BORDER SPATIAL DEVELOPMENT. PLANNING STRATEGIES BETWEEN MAAS AND RHINE
Christa Reicher, Institute for Urban Design at RWTH Aachen University

FORUM DISCUSSION

Eva Czernohorszky, Vienna Business Agency, **Melanie Dobernigg-Lutz**, *Austrian Association of Cities and Towns,* **Andreas Hacker,** *Metropolitan Area Management Vienna/Lower Austria,* **Bernhard Steger**, *City of Vienna,* **Johannes Suitner,** *TU Wien*

09.11.2021
09:30-12:00

METROPOLITAN WALKSHOP
Siebenhirten - Vösendorf, with **Volkmar Pamer,** *City of Vienna*

18:00-19:00

DESIGN STUDIO EXHIBITION
Exhibition of the Design Studio "MetroLab Delta + Program", TU Wien

19:00-20:30

MOVIE NIGHT
Ein Ort, der Gold Wert ist... A 2019, 60min, OmU (Engl.)
Discussion with the Director Karoline Mayer

What is the new role of metropolitan areas?

#4 PROGRAM

Location: *Die Schöne*, Kuffnergasse 7, 1160 Vienna

Contents

Editorial

Dear planners, researchers, city administrators, mayors, and metropolitan residents,

As cities grow at fast pace and increasingly spread beyond their political and administrative borders, leading to the emergence of highly intertwined city-regions, the metropolitan scale becomes essential for addressing the challenging problems of our time. Not only transport routes, open spaces, settlement areas and economic spaces, but also the consequences of unsustainable modes of transport, living, housing and economic activity are expanding regardless of pre-defined spatial units. These dynamics, inscribed and spatially manifested in functionally connected heterogenous environments, require an integrated, cross-sectoral, and people-centered approach to metropolitan development. As the *International Dialogue on Metropolitan Planning* hosted by *MetroLab* has shown, such an approach must consider the new role of metro-politan areas which, as hybrid landscapes, cross not only administrative borders but also different spheres of competence and action. Thus, in addition to the new functionality and identity of urban agglomerations, different possibilities of steering city-regional development must also be brought into focus. After all, multi-layered spatial phenomena that reflect the diverse use demands of metro-politan residents, as well as complex stakeholder networks increasingly pose challenges to metropolitan governance.

This fourth issue of the *MetroLab Magazine* shows that a key to creating integrated, resilient and future-proof metropolitan areas lies in finding the right path for cross-border cooperation. Because, on the one hand, small municipalities confronted with large scale infrastructure projects (see *MetroLab Magazine #1 METRO*) cannot handle them alone. And, on the other hand, core cities that grow beyond their city limits (see *MetroLab Magazine #2 GROWTH*) are dependent on successful cooperation with peri-urban municipalities, as these have a high economic as well as recreational value (see *MetroLab Magazine #3 DELTA*). Thus, it quickly becomes clear that, especially against the background of sustainability transformation, multi-level governance structures, as well as inter-municipal cooperation mechanisms are necessary to create intra-regional synergies. But how can these be achieved? How can the right stakeholders be identified and combined to ensure successful collaboration? And what are sustainable instruments to foster cooperation across borders, as well as to restart discussion on sustainable metropolitan development?

In this context, with the aim of sharpening the common identity and the future spatial and social cohesion of the Vienna metropolitan area, the *SuperWien* vision proposes a well-programmed polycentric network shaped by the unique potential and role of each spatial unit. The *SuperRing*, connecting all these centralities reaching from Vienna via Lower Austria and Burgenland to Bratislava connects already existing and new functional structures and builds synergies between them. The resulting dense net of programmes (e.g. business districts, educational institutions etc.), which is closely connected to the surrounding recreational and green spaces, shapes the ▶
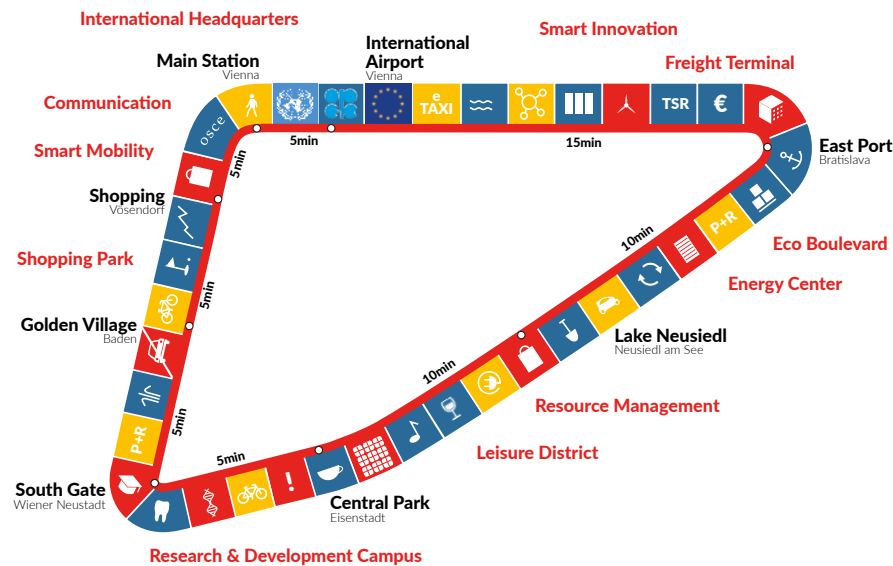
Mental Program Map
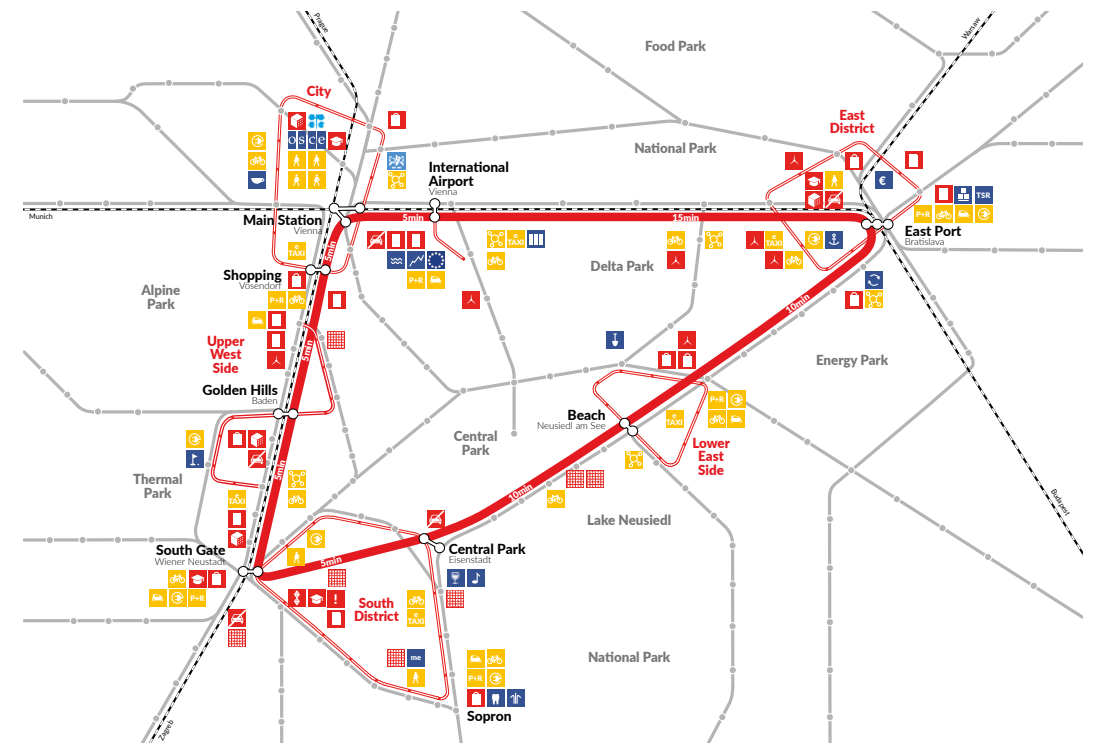
SuperWien Program Map

metropolitan identity on a European level and thus makes *SuperWien* even more attractive to international businesses and institutions looking to settle in the metropolitan area. In this vision, where the existence of a variety of combined programmes is the prerequisite for population and economic growth, working places are offered in different branches, thereby increasing the competitiveness as well as the integration of the Vienna metropolitan area.

ABOUT THE NEW ROLE OF METROPOLITAN AREAS

The conceptual image of the *SuperWien Metropole* translated into creative maps serves as a basis for the exchange of knowledge and experience between local and international experts who want to (re-) define and develop the role of their metropolitan region. Therefore, like the fourth *MetroLab Forum*, held in November 2021, this last issue of the *MetroLab Magazine* is dedicated to the question

What is the new role of metropolitan areas?

Starting with an introductory statement by Volkmar Pamer on the importance of high quality densification on the outskirts of the city of Vienna, the topic of cross-border spatial development is introduced. The following three interviews with Raphaela Graf, Peter Görgl and Michel Duchène on the economic and social role of the metropolitan areas of Vienna and Bordeaux raise awareness of the added value and challenges of interregional cooperation.

The chapter on the Regional Dialogues in Gerasdorf, Mödling and Römerland Carnuntum, held on the holistic development of the Vienna metropolitan area, provides information on what future development paths and organizational forms within the city region could look like. With reference to the last two *MetroLab Forums #3 DELTA* and *#4 PROGRAM*, the results of the Urban Design Studio in cooperation with the *Institute of Urban Design at TU Wien* are then presented. The international guest articles go into more detail on specific city-regional

contexts and experiences with holistic metropolitan programming, co-creation and governance.

Firstly, Paul Gerretsen, Director of *Delta-metropolis Association* based in Rotterdam, gives an overview of the spatial and social challenges of the mega-city region in the flood-prone land of the Netherlands. He also points to the quest for the right scale and governance model to address pressing development issues. Judith Recio Heredia, Urban Planner at *Àrea Metropolitana de Barcelona*, on the other hand, reflects on a practical co-creation process that involved rethinking an avenue that passes through several municipalities and therefore confronts multiple stakeholders with the one challenge of designing a shared vision. The following contribution by Gilles Pinson, Professor of Political Science at *Science Po Bordeaux* refers to metropolitan governance in France and the difficulty to implement ambitious policies within complex metropolitan areas. Iván Tosics, one of the principals of *Metropolitan Research Institute Budapest*, follows up on this thought and emphasizes that the complex

web of today's urban challenges can only be tackled through integrated policies under vertical, horizontal, transversal and territorial aspects. After presenting research findings on various metropolitan areas in Europe, he presents options for the governance of functionally connected environments, with a special focus on the Vienna metropolitan area. Finally, Christa Reicher, *Chair of Urban Planning and Design at RWTH Aachen University*, completes this interesting round of international articles with an exciting insight into the cross-border development of the tri-national agglomeration between Maas and Rhine. The extent to which these international insights offer connecting points for further integrated and cross-border spatial strategies, projects and concepts is discussed in a concluding contribution reflecting the panel discussion with local experts from the Vienna metropolitan area. The key findings on the new role of metropolitan areas, based on the expert interviews, the regional dialogues, the international approaches and the panel discussion, round off the contents of this magazine. ▪

UNDERSTANDING INTERREGIONAL COOPERATION

METROPOLITAN WALKSHOP THROUGH SIEBENHIRTEN AND VÖSENDORF

Volkmar Pamer

Density should not be a bad word. The southern fringe of Vienna contains many challenges and has the potential to be a laboratory for cross-border planning. Like many other cities in the world, Vienna has to deal with the growth of the city and this growth should not end in urban sprawl. Urban sprawl is quite often characterized by an amorphous structure, the lack of a distinctive identity, poor public transport and many other negative factors.

Liesing, the southernmost district and one of the biggest in Vienna, has undergone a remarkable change in the last 15 years. It has undergone a systematic transformation from sub-urbanity to urbanity in a very structured way: The re-structuring of Vienna's oldest and biggest industrial area, the renewal of an important old village core and the construction of about 13 000 new apartments. This dramatic conversion of the local urban fabric is a good example of how to deal with growth. The basis for such development is a clear vision of what is necessary to lead the change into the right direction. This works quite well within Vienna's city boundaries, but across the border in the neighbouring federal state of Lower Austria, it all becomes difficult - sometimes impossible. The reason has a constitutional background: Austria is a small country in the heart of Europe with about nine million inhabitants living on approx. 84 000 sq km. This small country is further divided into nine federal states with about 300 000 inhabitants in the smallest state (Burgenland) and about two million in the biggest (Vienna). Each federal state has its own laws, regulations, structures, planning approaches – an anachronistic structure which greatly hinders urban development on a bigger scale.

Sustainable urban development is based on density and quality. Density is the basis for a critical mass of people to serve a certain function on one hand and an affordable infrastructural grid on the other hand. Every meter of water supply and sewage system, of public transport, roads, bike paths etc. costs a lot of money, energy and global resources. Compact cities are cheaper to run and far more sustainable. Denser structures reduce land grabbing and soil sealing and leave land for vegetation, water retention etc. This is one crucial factor to stop urban sprawl or at least keep it within acceptable limits – in an ideal world. But for most of the people living in suburban areas, "density" is a bad word because it evokes negative associations. ▶

Austria is 'European champion' in land use although it is quite small and about one third of the country is mountainous. There is still no awareness - no matter on which level - of the need to use land sparingly. This means that the biggest challenge is not what planning in the fringe must look like, but how to convince the local people that densification is the necessary condition. As long as there is no answer to this question, all efforts will be in vain.

Of course, decision makers in these areas cannot solve all requirements with the issue of density on their own or on a local political level, even if they are willing to work together. The basis for cross-border cooperation in Austria must be developed at a higher level. There is no binding legal standard forcing co-operation on a bigger scale. A compulsion is necessary. Voluntariness will not lead to a satisfying result.

People have to realize that in order to build livable, sustainable and healthy cities, a certain density is not only needed, but it is actually a good thing. Support for local politicians has to go hand in hand with the paradigm shift that suburbs have to remain suburbs and villages near cities will have to remain villages. The reckless use of land must be considered as obscene as dumping old fridges into clear mountain streams – which it is, or even more so. ▪

Volkmar Pamer was educated at *TU Wien* and worked for several years as a freelance architect with the focus on residential buildings, monument protection, industrial architecture and interior design. Since 1994 he is working for the *City of Vienna (MA 21)* as an urban planner. He is a founding member of the *IFHP (International Federation for Housing and Planning)* and a co-developer of the workshop format *Implementation Lab*, which takes place in Europe and the U.S.

Iván Tosics
Metropolitan Research
Institute Budapest

This QR code takes you to the video documentation of the *Metropolitan Walkshop* organized by *MetroLab*, which took place during the *MetroLab Forum #4 PROGRAM*.

Stefan Mayr
MetroLab, SuperWien

«THE FOCUS IS ON COOPERATION AND WHAT WE CAN ACHIEVE TOGETHER ECONOMICALLY»

Interview with **Raphaela Graf**

MetroLab: The *VIENNA REGION Marketing GmbH* is a joint initiative of the *Vienna Business Agency, ecoplus, the Business Agency of Lower Austria,* and the *Business Agency Burgenland.* What overarching goals does it pursue as a marketing association?

Raphaela Graf: The *VIENNA REGION* was founded in 2008 with the aim of promoting the Vienna city region internationally as a business location and attracting companies interested in settling here. It is important to emphasize that the main focus of the *VIENNA REGION* is not lead generation in the target markets – i.e. it deliberately does not focus on the target markets of the mothers' agencies and thus avoids the idea of competition –, but focuses on the Baltic countries Sweden and Finland. The marketing association always makes decisions together and speaks with one voice.

Our motto is "The Symphony of Opportunities", by which we mean that the *VIENNA REGION* is a place of inspiration in many respects. On the one hand, the Vienna metropolitan area offers not only tradition, culture and music, but also modernity and innovation, attracting many international companies. On the other hand, here one can find affordable, peaceful, and quiet spaces with a high quality of living. This dynamic business environment allows the companies of the future to benefit from the region. In this context, we offer,

«On the one hand, the Vienna metropolitan area offers not only tradition, culture and music, but also modernity and innovation, attracting many international companies. On the other hand, here one can find affordable, peaceful, and quiet spaces with a high quality of living.»

among other things, wide-ranging support and funding opportunities by creating collaborations with research, technology and development institutions. We want to make visible that there are many advantages for entrepreneurs to come here, to be creative here and to lead their company to success.

Like the concept of the *SuperWien Metropole*, the *VIENNA REGION* also emphasizes the special geographical location as well as the multifaceted nature of the city region. How do you evaluate these aspects from an economic perspective, especially since it is a very heterogeneous area that is marketed as an integrated region?

First and of all, the Vienna city region is the perfect location as a gateway to Eastern and Western Europe, which means that there is particularly strong interest from companies in entering the market here. In addition, there is the exceptionally high standard of living compared to other European metropolises, and many talented and highly qualified employees can be found here. I think that this heterogeneity on the one hand and the integrity of the region on the other go well together, because the Vienna city region consists of three federal states that complement each other well.

Despite existing demographic and political differences and administrative borders, each federal state offers an incredible range of opportunities in its own way. As a marketing association the *VIENNA REGION* offers an all-round package that each individual federal state cannot provide on its own. For example, the City of Vienna attracts international companies but does not have as much space for company buildings as the

«I think that this heterogeneity on the one hand and the integrity of the region on the other go well together, because the Vienna city region consists of three federal states that complement each other well.»

surrounding federal states. Therefore, it is necessary to coordinate the settlement of new companies and production facilities with Burgenland or Lower Austria and this is the great advantage of the *VIENNA REGION*. Its all-round package and the great combination of the City of Vienna as a mobility hub and headquarter of international companies and multilateral organizations such as the *UN* with the good transport links to the surrounding area are the reason for our strong belief that this is the best business location in Europe.

The *VIENNA REGION* draws on a common pool of resources, including financial resources, and then invests, for example, in a local business settlement. How does this work so that the entire region can benefit from targeted local funding?

The municipalities and the respective economic agencies work this out among themselves. However, the marketing association *VIENNA REGION* has nothing to do with this. There is a clear demarcation where the lead generation begins. If someone knocks on our door and says they would like to expand here, we coordinate the process: we first filter, report back to the individual business agencies, ask for an offer and then match the right stakeholders. In this way, we want to avoid competition among the business agencies and in no way take away the main tasks from the business location departments in the respective agencies. ▶

In other words, the *VIENNA REGION* takes on the role of a mediator and has recognized that a joint integrated positioning is more lucrative in an economic sense than an isolated positioning of these three federal provinces?

As representative of Burgenland within the *VIENNA REGION* marketing association, I see it as an absolute advantage to be part of a metropolitan region. This makes it easier for us to build a broad stakeholder network and to draw attention to ourselves internationally. We would not have this power on our own. There are also many examples of companies that outsource their production to Burgenland or Lower Austria, while at the same time wanting to offer their employees a stable environment with a high quality of life near a metropolis. This is only possible if we cooperate with each other across administrative borders.

«I see it as an absolute advantage to be part of a metropolitan region. This makes it easier for us to build a broad stakeholder network and to draw attention to ourselves internationally. We would not have this power on our own.»

Do you feel that the metropolitan area across the federal states is perceived as a common economic space?

All three federal states together have 17 universities and 19 leading educational institutions. We are talking about 220 000 students here, and not just in Vienna. So, each federal state with its local talents plays a big part in making the *VIENNA REGION* as successful as it is today. Moreover, in addition to these large universities, we have many small niche areas that make their contribution to strengthen industry, research and drive innovation. That is why I believe that in the perception of the common economic space we do not stand in each other's way, but rather we see ourselves as a common big whole.

As the regional dialogues conducted by *MetroLab* in Lower Austrian municipalities have shown, the surrounding area is not only dependent on the city, but the city also depends on the surrounding area, as can be seen, for example, in the area of tourism and leisure. How do you experience this in your work context?

Attracting companies is not only about the business location, but also about destination and tourism marketing. Therefore, we must take advantage of regional assets. The heterogeneity of the region is also reflected in the fact that someone living in the inner city can benefit from centrality and travel to the countryside for leisure. This also works the other way round, someone who appreciates rural life can still travel from there to the city to work. It's a matter of giving and taking on both sides.

Finally, one could say that the common image of the Vienna city region is a heterogeneous space made up of many individual puzzle pieces. But what is the smallest common denominator of this puzzle that spans three federal provinces? Is there a common vision for the future?

In terms of content, not necessarily. For example, the *Business Agency Burgenland* is particularly active in niche technologies in the field of certain industrial and technological areas such as high-performance transmission systems for helicopters or high procession producers of laser source related components. This means that we focus on something different than other regions and that is a distinguishing feature. I think this heterogeneity is not a contradiction when it comes to the vision for the future. Our common denominator and predominant in our work are the synergies that exist between the three federal states. We are grateful for these, we hold on to them and we want to expand them further. The focus is on cooperation and what we can achieve together economically for the entire region. To act together, we look beyond political borders with the aim of continuing to grow together in the future. ∎

«The focus is on cooperation and what we can achieve together economically for the entire region. To act together, we look beyond political borders with the aim of continuing to grow together in the future.»

Figure 1: Managing Directors of *VIENNA REGION*: Raphaela Graf, Petra Patzelt, Gabriele Tatzberger (v.l.n.r.)

Raphaela Graf, Managing Director of *VIENNA REGION Marketing GmbH* and responsible for location marketing at the *Business Agency Burgenland*, in conversation with *MetroLab* talks about the economic advantages of cooperation across administrative borders and what other synergies the Vienna city region can draw from it. She currently works on making the start-up initiative *Südhub* in Burgenland better known and to build it as a brand in the start-up ecosystem.

«IT IS VERY IMPORTANT TO MAKE MUNICIPALITIES MORE AWARE OF THEIR CITY-REGIONAL ROLE»

Interview with **Peter Görgl**

MetroLab: As a geographer at the *University of Vienna* and in your office *Modul5 GmbH*, you work, among others, on topics of urban-regional development and management and identify planning problems and challenges in the Vienna city region. How exactly do you approach your various projects?

Peter Görgl: Our research projects range from regional governance and statistical spatial analysis to regional master planning and the monitoring of spatial developments. When working on municipal development concepts our claim always is to think about the urban-regional and intermunicipal context. In this way, we get to the bottom of the question of what one municipality must do on its own and where it makes sense to create functional and socio-spatial synergies through cooperation with neighboring municipalities. In general, it is also a matter of increasing city-regional sensitivity, because every territorial authority, including the capital Vienna, should not develop alone today. At least that is not the sustainable way to ensure a future-proof city region.

«We get to the bottom of the question of what one municipality must do on its own and where it makes sense to create functional and socio-spatial synergies through cooperation with neighboring municipalities.»

If we understand the city region as an agglomeration of spatial units that are developing at different speeds and dynamics, what are the common issues and challenges?

A classic topic of the Vienna city region, for example, is suburbanization on the one hand and a stronger influx towards the capital on the other. So, a positive migration balance, but also a socio-economic exchange that takes place. Related to this is the issue of growth management, as we often call it. Demographic phenomena such as the ageing of the population, the challenges posed by high traffic congestion and land use problems, are especially problematic as well as the management of extreme housing demand, which are cross-border issues. Landscape and open spaces are of course also important in joint urban and regional development.

In the regional expert dialogues, we held in various municipalities in Lower Austria, we came across the desire to remain a village and become a city at the same time. Isn't that contradictory? How can the challenges of the future be tackled with this attitude?

It is very important to question the self-image of these communities, to show them who they really are and to make them more aware of their city-regional role. This is the first step in developing a different attitude towards settlement development and their own future, because "village" is definitely the wrong term for the vast majority of the surrounding communities. Ideally, the next step in raising a municipality's awareness is to show that neighboring communities face the same challenges, which can be better solved together. These are tiny but extremely important steps on the way to city-regional governance.

«Ideally, the next step in raising a municipality's awareness is to show that neighboring communities face the same challenges, which can be better solved together.»

In 2011, the strategy paper on *Stadtregion+* was published with many interesting approaches. What value does this ten-year-old strategy still have today?

The basic challenges already mentioned have not changed. City-regional development has a long tradition, so there's nothing wrong with ten-year-old strategies: the big topic of inner development versus outer development or measures against urban sprawl are still of great relevance. So, the strategy offers good and solid ground to build on and small steps have already been taken, all pointing in the right direction. For example, in all three federal states, Vienna, Lower Austria and Burgenland, a strong awareness of cross-border cooperation issues has developed at the departmental level.

What is the value of central institutions, such as the *Planungsgemeinschaft Ost (PGO)* or the *Stadt-Umland-Management (SUM)*, when it comes to cross-border collaboration? In your opinion, are additional institutions needed to fulfil this demanding task?

In this context, the *PGO* is more or less a think tank that commissions the analyses and actually works more at the strategic and mission-related level. And the *SUM* is very active at the operational level. Its two managers are actually the ones who work on site, who communicate with the municipalities and their stakeholders. And finally, they contribute to the implementation of existing guiding principles through concrete realizations. From that point of view, I believe that this is actually a very good system to build on. Because this relationship of trust that the *SUM* has built up with the municipalities over many years is enormously important for the communities to participate in the discourse on regional development in the first place. Maintaining this continuity is certainly a challenge. Therefore, I would argue in favor of expanding the existing institutions before creating new ones. ▶

«I would argue in favor of expanding the existing institutions before creating new ones.»

Does project-based planning have the power to set impulses for a holistic development? Can positively perceived topics such as green and open space development serve as a starting point?

I think the best way would be to always have a strategic overall concept in mind and from there develop very tangible or, above all, informally organized projects. But not with the aim of creating a special-purpose association or institutionalized organizational forms out of it, in which the municipalities have to participate. The more informal intermunicipal cooperation is - although informal does not mean that it is not serious - and the softer the structures are, the more likely it is to actually work. Informal projects are also a great way to get to know each other and have fun, which boosts motivation. This emotional work is the way to generate a willingness that lasts longer and is more sustainably rooted in people's minds. In this way, it is then possible to work together on much tougher issues in the long term.

What potential do you ascribe to informally structured organizations, which are more firmly anchored in social life per se, compared to politically legitimized institutions?

«I am convinced that the informal and project-based approach is the best way to establish cooperation. First and foremost, it is all about implementation successes and shared learning in very informal, hands-on projects.»

On the one hand, I think we have already come to the conclusion that highly formalized forms of organization would not work for the Vienna city region at the moment. The legal basis does not speak for it. And when I start to formalize something, I also have to finally delimit the Vienna city region and define the area of responsibility. And that's where you run into difficulties. On the other hand, in informal approaches, you can tailor the project to the space (and vice versa) as it suits. I am convinced that the informal and project-based approach is the best way to establish cooperation. First and foremost, it is all about implementation successes and shared learning in very informal, hands-on projects.

What is your vision of the city region in the future?

Well, it is definitely a positive vision: That at some point there will be a strongly staffed city-regional management that thinks long-term. I envision a great city-region in which there is no single governing body, but a strong shared sense of cooperation. So that projects which are special now, like the *DreiAnger Regional Park*, are then on the agenda as a matter of fact. From a future perspective, I imagine that the municipal perspective has also changed, and that stakeholders no longer exclusively develop solutions for their own challenges, but that they rather include all points of view. I also imagine that one has developed a neutral discussion platform which encourages an informal exchange about topics relevant to the city region. And in my "super-vision", this even leads to the fact that it no longer matters whether a new business park is located in the municipality X or Y or in the middle of the city, but that it is simply agreed on that the location is organized inter-communally and that one can participate proportionately. And finally, I imagine that it is simply a political and planning-strategic consensus that you meet at eye level. And everything else becomes almost utopian. ▪

«I envision a great city-region in which there is no single governing body, but a strong shared sense of cooperation.»

Peter Görgl, born in Munich, studied geography, regional planning and social psychology. He is a post-doc at the *Institute for Geography and Regional Research* at the *Universität Wien* and a partner of *Modul5 GmbH*. He has been researching in and about the urban region of Vienna for over 15 years and creates strategies for federal states, municipalities and regions.

Figure 1: Cross-border area Vienna Floridsdorf (21st district) - Lower Austria (Gerasdorf), photo: Peter Görgl
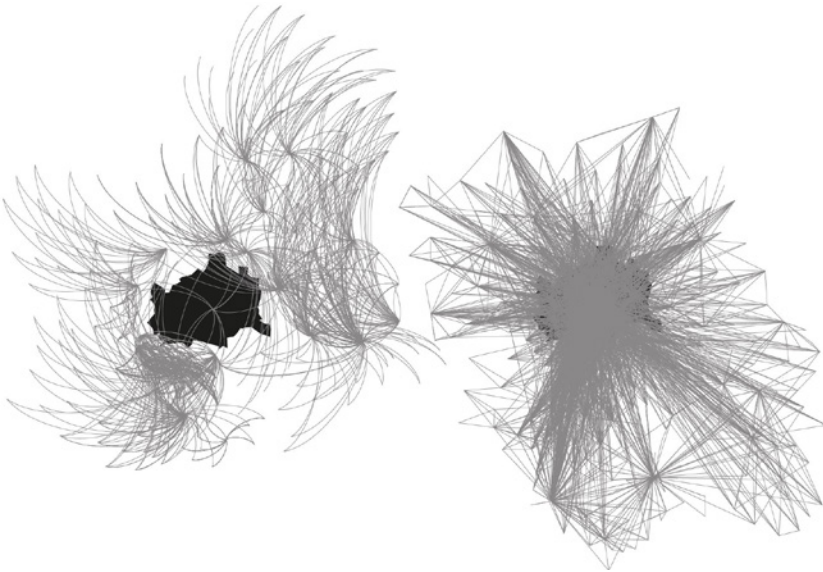

Figure 2: Interconnection- cooperation paradox using the example of the Vienna City Region (schematic diagram), Research project *"Gemeinsam wachsen, gemeinsam handeln"* by *TU Wien* and *MA 50*, final report 2018, S.74

«WE NEED TO FOCUS ON NEW STRATEGIES FOR MEDIUM-SIZED CITIES TO CONTROL THEIR GROWTH AND PROVIDE EFFICIENT TRANSPORT»

Interview with **Michel Duchène**

MetroLab: Since the *MetroLab* has set itself the goal of reporting on inspiring international examples of metropolitan planning, we are particularly interested in your approach to the use of governance tools regarding the Bordeaux metropolitan area. What specific instruments were used to facilitate the project of *Bordeaux Métropole*, which comprises 28 municipalities?

Michel Duchène: First of all, such a project relies on a committed political group that supports the mayor and provides political coherence and momentum. Structuredness, intelligence and thoughtfulness as well as the big vision for the overall project are key factors. This vision of the city and its future is crucial and can be initiated, for example, with a tram project. It's impossible to succeed without it! It is also important to be balanced enough to accept failure, to take steps backwards but keep the essential perspective to then take a big leap forward and complete the project.

Secondly, a project of this type must be based on a strong, organized, structured and, above all, well-trained administration. Therefore, we have tried to change the administrative culture of the urban community and embed it in a framework of urban ecology and sustainable development. What has taken us time in this process is to train the private sector in this area, to convince our promoters to attend trainings to train them

«A project of this type must be based on a strong, organized, structured and, above all, well-trained administration.»

in ecology, transport, cleanliness issues and others. This was the only way we could move this project forward together and to face the challenges of limited financial resources. In conclusion, I believe that a stable city and municipal administration that stands by its word is essential. Relying on the residents is also fundamental.

The community of the Bordeaux Métropole emerged at the end of the 1960s. What preconditions does such a project need so that a real metropolitan vision can be developed over the years?

«The question is simple: Are politicians brave and willing enough to go beyond particular interests and lead a global policy with a long-term strategy?»

The strength and power of the urban community, especially in times of metropolization, lies in the major strategic areas such as housing, transport, the environment. Although the municipalities cooperate with the urban community, the latter has a very great weight. The municipalities have been disempowered, so to speak. This fueled the anger of the mayors who blamed metropolization. As a result, large departments were abolished. I will give you a very simple example: Why, for example, was the tramway project in Bordeaux carried out at a very reasonable price and with so much consistency? Because a special team was set up for it, which implemented the project perfectly. There will always be mayors who want bicycles, and mayors who don't want bicycles, and mayors who want trams, or don't want trams. And although the politically elected representatives in the municipalities want to have more to say, it is essential not to deprive the metropolises of their power. After all, they have a financial power and an urban power that allows them to pursue major strategies that counteract problems such as global warming. The question is simple: Are politicians brave and willing enough to go beyond particular interests and lead a global policy with a long-term strategy?

Apart from the main tramway strategy you mentioned, what other missions were in the foreground?

For a long time, one of the main tasks has been the reorganization of the municipalities, everything that concerns the rehabilitation of the roads, the tramway or other sectors. So, there is a wide range of tasks and measures that are very broad and diverse and related, for example, to sustainable development, energy, etc., and which, as long as the central political power is not questioned, are also supported by the municipalities.

Now that we have talked about the successes, were there also failures? What are the current challenges the Bordeaux Métropole is facing?

«If we set limits to the metropolitan area, we can negotiate with other urban centres [...] to develop their urbanity, in a way that welcomes new inhabitants without causing urban sprawl.»

One of the biggest challenges is the return of people to the city and at the same time the urban sprawl. The population in the city has increased at a catastrophic rate, which has provoked an interesting debate between architects and urban planners. I have always defended the idea of a dense metropolis that remains self-contained. If we set limits to the metropolitan area, ►

we can negotiate with other urban centres - which can be small towns, medium-sized towns, villages or cities - to develop their urbanity in a way that welcomes new inhabitants without causing urban sprawl. And in the midst of these urban spaces, there must be large areas of vegetation - agricultural land, open green spaces, forests, etc. - but unfortunately that is not what is happening in France at the moment, nor in Europe. So, we need to question demographic change in order to deal with current developments.

Another failure is the transmission of an urban culture. What I regret very much is that very often political changes, changes of teams and administrations interrupt the continuity of the urban project and the continuity of the policies implemented. It's a bit of a rollercoaster ride. Despite new concepts of resilience, sustainable development and ecology, there will always be those politicians who are pro-car and anti-density city. Perhaps one of the failures is that we have not sufficiently educated and instructed the elected representatives, politicians, administrators, engineers, developers and others.

«Perhaps one of the failures is that we have not sufficiently educated and instructed the elected representatives, politicians, administrators, engineers, developers and others.»

What are the personal lessons you take away from this experience?

From this central perspective you sometimes end up saying things in a rather authoritarian way – they seem inevitable – and you come across people who don't believe in them and who therefore start having arguments that create friction. Some people's happiness today is to live in a private house with a garden and a swimming pool. And what right do we have to forbid them? But it is our right to say that we are obviously heading towards a disaster if we continue like this. For me, urban sprawl is a failure. I thought that by re-circling Bordeaux and making the metropolis attractive, we would curb urban sprawl. Unfortunately, we have not yet succeeded. We need to focus on new strategies for medium-sized cities to control their growth and provide efficient transport, because the car is not the solution.

«We need to focus on new strategies for medium-sized cities to control their growth and provide efficient transport, because the car is not the solution.»

So, what does the metropolis of tomorrow look like in your opinion? Is it a polycentric metropolitan area?

Yes. While I believe that a certain centrality must be maintained, I also believe that the metropolis has reached the limits of its power and so must allow other centralities to emerge. What we need to clarify for ourselves is: What kind of city do we want? What kind of agricultural and natural space do we want? How will we build in the future and what is needed in terms of public transport? In my opinion, it is a worrying development that natural landscapes, for example, are disappearing more and more. ∎

«The metropolis has reached the limits of its power and so must allow other centralities to emerge.»

Michel Duchêne, who as vice-president of *Bordeaux Métropole* was responsible for major urban development projects, reports in conversation with *MetroLab* on the most promising and influential projects for the city's development on a larger scale. In this context, he reflects on the contents of his book *"La grande métamorphose de Bordeaux"* published in 2018, which gives an overview of the redevelopment projects in Bordeaux since 1995.
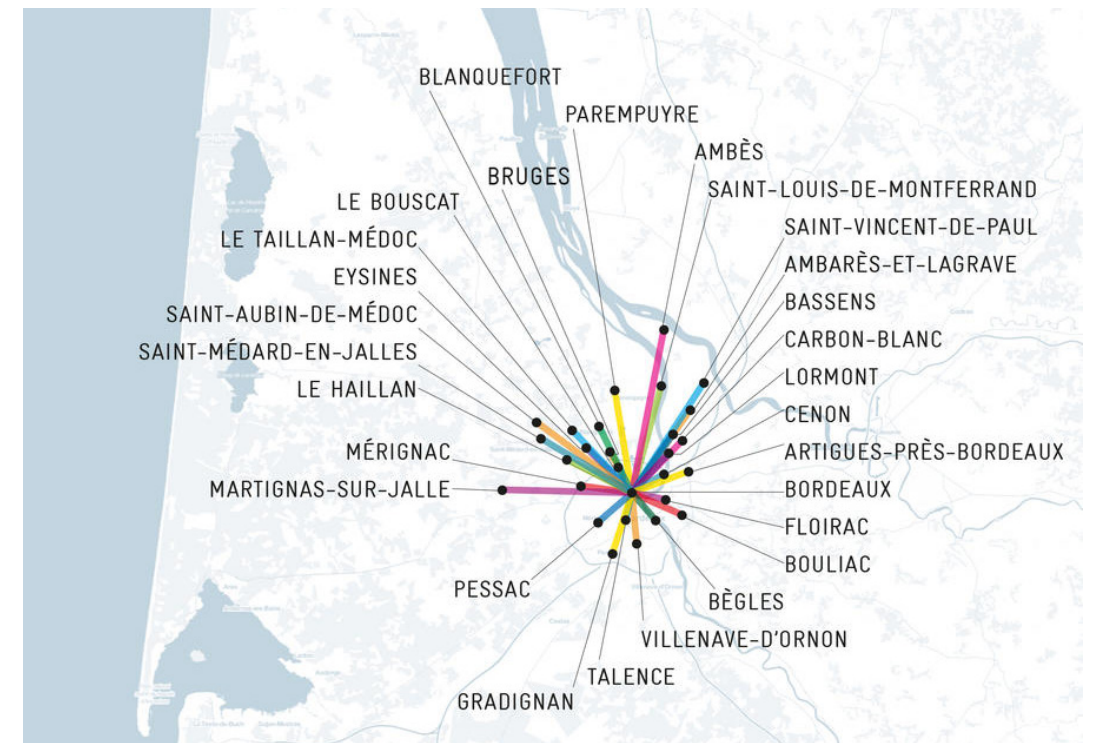

Figure 1: The Bordeaux Métropole © Intégral Ruedi Baur

LOCAL ACTION PLANNING

INITIATING REGIONAL DIALOGUES

To stimulate local planning processes in the Vienna metropolitan area, regional dialogues were held in cooperation with relevant planning officials and political decision-makers at different levels, from municipal to district level. These expert dialogues, held in the municipality of Gerasdorf, the district of Mödling and the Römerland Carnuntum region aimed to discuss the potentials and development opportunities of the respective focus area in relation to the urban region of Vienna-Lower Austria-Burgenland. The main emphasis was on the following questions:

» From which development impulses of these focus areas can the city region benefit and how can they help shape the future of the metropolis?

» What are the opportunities and challenges of spatial development across municipal boundaries?

» And what steering instruments can be derived from this for the sustainable development of the city region?

Learning from these three examples serves as a valuable exchange of experience and knowledge and is an essential element in strengthening inter-municipal planning instruments and cooperation. The key findings resulting from the workshops were finally fed into the forum discussion on the new role of metropolitan regions (see p. 70) and are briefly presented on the following pages.

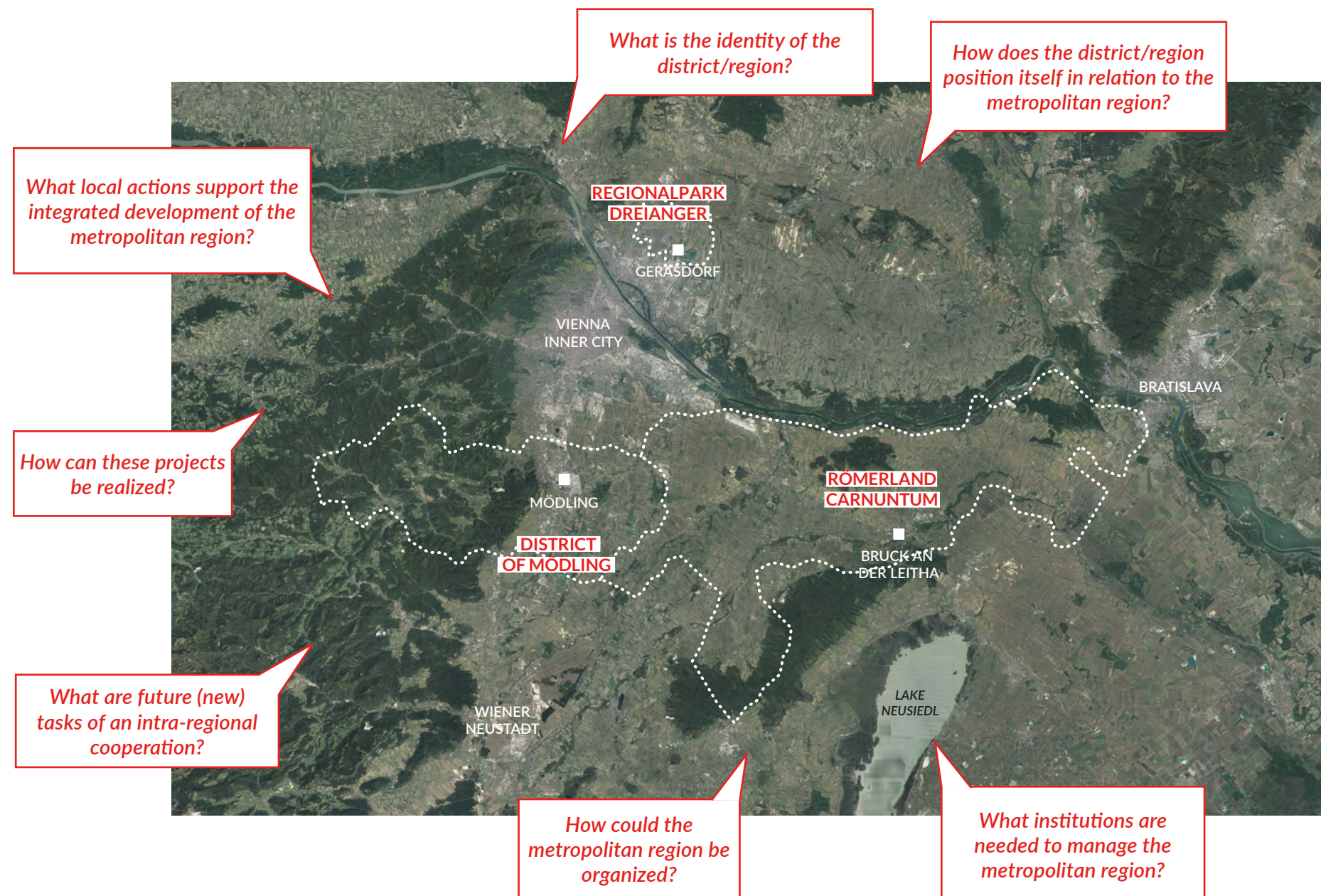Even though all three focus areas differ in size and in their thematic objectives, they have one fundamental thing in common: They are all part of Vienna's functional area and therefore face similar challenges, which do not stop at administrative borders. So, the sooner inter-municipal cooperation turns from an abstract idea into an active joint development of cross-border solutions, the sooner we will be able to really tackle far-reaching problems like the climate crisis. Even though most of the stakeholders involved agreed on this, the individual views differed on the exact path to be taken to make the metropolitan region fit for the future. How should the metropolitan region best be organized and who should steer it and in what precise way? What concrete projects and actions should be pursued to realize a common vision for the future of the city region?

To motivate municipalities to take long-term actions with concrete measures on the local level, without losing sight of the global context, the respective focus area was contextualized as part of the metropolitan region at the beginning of each workshop. After a brainstorming session on the definition of the terms "city region" and "metropolis", the specific identity and regional self-image of the respective space was discussed commonly. It was found that the term "metropolis" is often associated with suspicion and that the metropolis as a major international city with all its advantages of social and cultural density only seems to be meaningful when the surrounding area also can benefit from its function as a centre, including economic ▶

interdependencies. "City region," on the other hand, was understood more as a softer term that foregrounds the functional interdependencies and advantages of polycentric structures and potential uses.

While the local identities and mentalities of the focus areas are quite diverse and the thematic priorities and challenges also differ from one another, the mapping session showed that they all represent a dynamic part of the metropolitan region with which they are strongly interlinked. Thus, common tasks for future intra-regional cooperation and possible forms of their organization and governance could be defined. The municipality of Gerasdorf, which has already gained versatile experience in cross-municipality cooperation in the implementation of the DreiAnger Regional Park, for example, spoke in favour of further qualification of green spaces and coordinated qualitative settlement development. The development of densification zones along public transport axes and the strengthening of active and sustainable forms of mobility also resonated in the region of Römerland Carnuntum, where a focus is also placed on the preservation of important green and leisure spaces. In addition, in the Mödling district, which is characterized by large-scale business locations, major importance was attached to the joint reorganization of resources and logistics.

The following pages provide information on the ideas generated to govern these city-regional developments in Vienna and Lower Austria. ▪

What is the identity of the district/region?

How does the district/region position itself in relation to the metropolitan region?

What local actions support the integrated development of the metropolitan region?

How can these projects be realized?

What are future (new) tasks of an intra-regional cooperation?

How could the metropolitan region be organized?

What institutions are needed to manage the metropolitan region?

REGIONALPARK DREIANGER

GERASDORF

VIENNA INNER CITY

BRATISLAVA

MÖDLING

RÖMERLAND CARNUNTUM

DISTRICT OF MÖDLING

BRUCK AN DER LEITHA

WIENER NEUSTADT

LAKE NEUSIEDL

GREEN INCENTIVES FOR CROSS-REGIONAL COLLABORATION

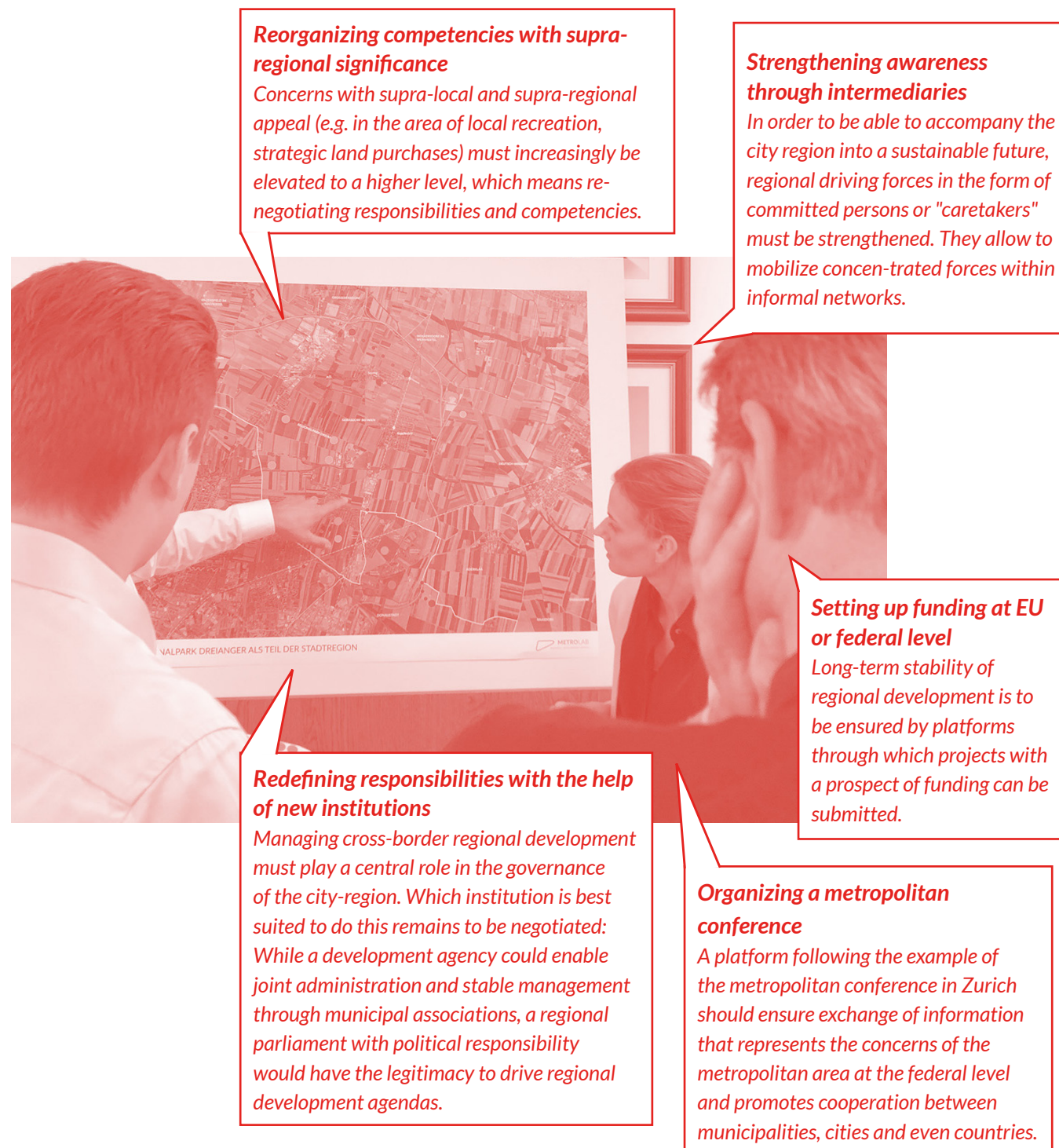## MUNICIPALITY OF GERASDORF & THE REGIONAL PARK DREIANGER

Gerasdorf bei Wien, which borders Vienna to the north is a municipality in the district of Korneuburg in Lower Austria and has 10 862 inhabitants in an area of 35.26 sq km. Today it consists of 5 historically grown villages (Angerdörfer), which on the one hand are characterized by old building fabric and on the other hand by newer single-family housing estates with trade and commercial enterprises. The municipality of Gerasdorf is mainly known as a residential area, whereby its good location and connection to Vienna make it a commuter town. Local recreation and sports also play a significant role, as Gerasdorf is one of the three anchor points for the 3 000 ha *Regional Park DreiAnger*, which stretches from the 21st district via Gerasdorf to the 22nd district and connects the landscape area Bisamberg with the future Norbert-Scheed-Forest. Thus, the regional park is a unique recreational area that extends across several municipalities and federal states and serves as best-practice example of successful supra-regional cooperation.

The Regional Dialogue *Learning from Gerasdorf and the Regional Park DreiAnger*, which took place on September 22, 2021, in the assembly hall in Oberlisse in Gerasdorf bei Wien right at the beginning explored the question of what makes Geasdorf unique compared to other areas in the Vienna metropolitan area. The participating local stakeholders from politics, planning and administration described it as an "in-between city" that wants to become a city on the one hand and remain a village on the other, and as a place where the recreational areas of the *Regional Park DreiAnger* are highly appreciated. It was also mentioned that a pressing challenge is the loss of the area's original identity, accelerated by new residence moving in and existing ones moving out.

When asked about concrete ideas for a sustainable urban region, above all supra-regional mobility offers such as last mile concepts, expansions of the bike path network and bike rental systems were discussed. Furthermore, the preservation and mobilization of extensive green space structures as well as the coordination of settlement development and infrastructure for example through building land mobilization were debated.

As far as the future tasks of the city region are concerned, the mediation function between planning and administration as well as the task of persuasion and awareness building among the population and political actors were highlighted. Other important tasks such as the assurance of long-term stability, the development of the legal frameworks, identity building and sharpening, process and information management, and sustainable knowledge transfer were mainly discussed.

In the final discussion on the question of how the city region can be organized in the future and which institutions are needed to manage it tall stakeholders agreed that the regional park can serve as a model and starting point for further cross-border cooperation processes, and to drive them forward, regional development structures with a joint management are necessary.

Reorganizing competencies with supra-regional significance
Concerns with supra-local and supra-regional appeal (e.g. in the area of local recreation, strategic land purchases) must increasingly be elevated to a higher level, which means re-negotiating responsibilities and competencies.

Strengthening awareness through intermediaries
In order to be able to accompany the city region into a sustainable future, regional driving forces in the form of committed persons or "caretakers" must be strengthened. They allow to mobilize concen-trated forces within informal networks.

Setting up funding at EU or federal level
Long-term stability of regional development is to be ensured by platforms through which projects with a prospect of funding can be submitted.

Redefining responsibilities with the help of new institutions
Managing cross-border regional development must play a central role in the governance of the city-region. Which institution is best suited to do this remains to be negotiated: While a development agency could enable joint administration and stable management through municipal associations, a regional parliament with political responsibility would have the legitimacy to drive regional development agendas.

Organizing a metropolitan conference
A platform following the example of the metropolitan conference in Zurich should ensure exchange of information that represents the concerns of the metropolitan area at the federal level and promotes cooperation between municipalities, cities and even countries.

RETHINKING METROPOLITAN GOVER-NANCE THROUGH COOPERATION

DISTRICT OF MÖDLING

The district of Mödling, which borders Vienna to the south, is an administrative district of the federal state of Lower Austria and has 119 240 inhabitants on an area of 277 sq km. The *Regional Master Plan of Mödling* (2016) , structures the district into three functional sub-areas: the Wienerwald, the Southern Axis (Südachse) and the "Ebene". The more "rural" municipalities in Wienerwald in the west of the southern axis are characterized by high qualitive recreational areas and limited opportunities for expansion. The southern axis is dominated by more urban settlements, characterized by a high economic strength combined with a distinctive north-south infrastructural corridor, whose municipalities have largely reached their capacity limits. The again "rural" municipalities in the Ebene east of the southern axis stand out due to attractive housing, a lot of agricultural land as well as a strong population growth.
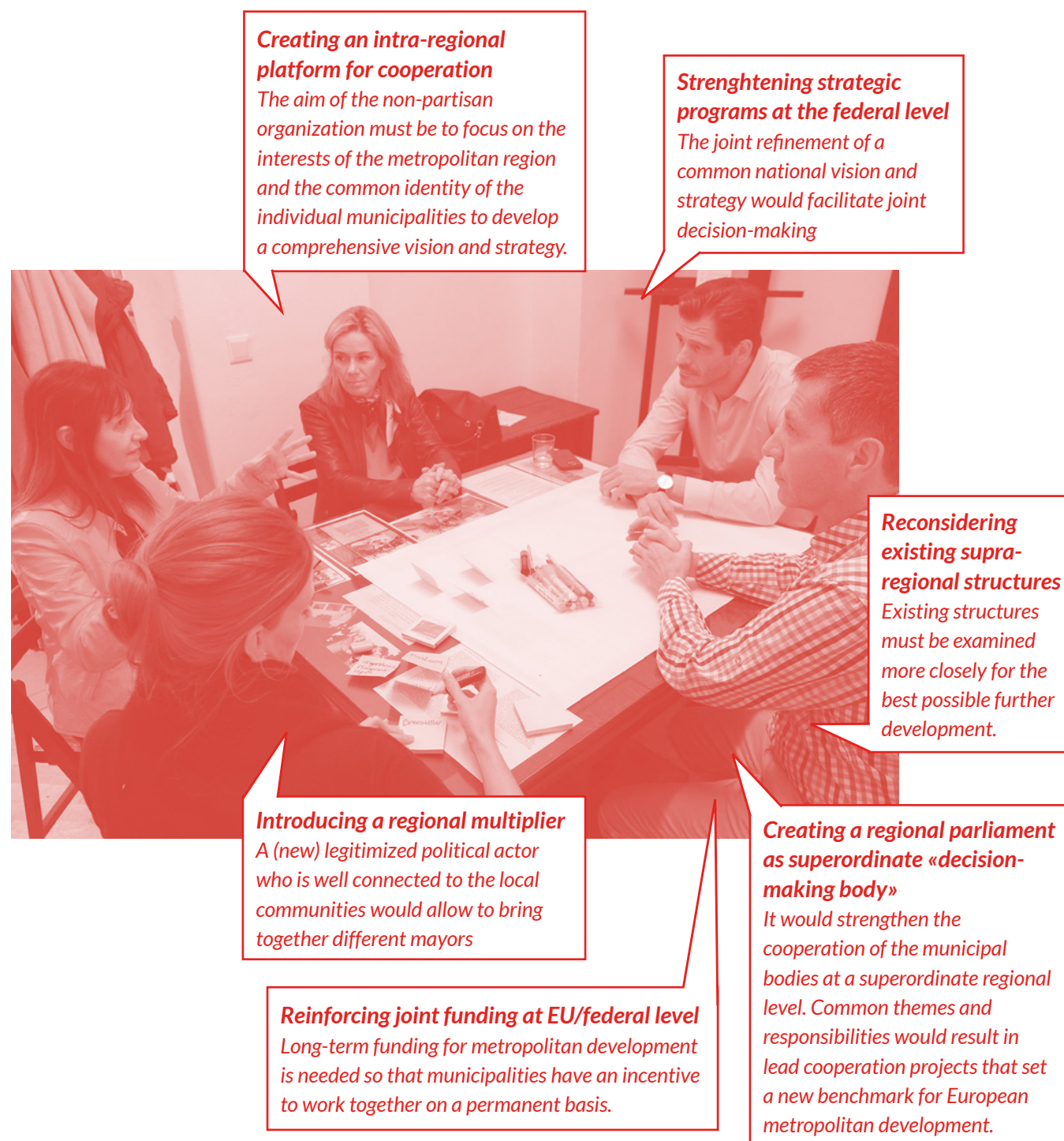
The Regional Dialogue *Learning from Mödling* took place on October 21, 2021, in the Hans Essinger-Haus in Mödling together with the *MetroLab* team and about a dozen local actors from local politics, planning and administration. When asked what makes the district of Mödling unique compared to other areas in the Vienna metropolitan area, the participants described it as a major link between the urban (Vienna) and the rural (Lower Austria) and as a place characterized by diversity. According to the stakeholders present, every place in Mödling is different in terms of demography, settlement pressure, infrastructural connectivity, and others, while in this diversity lie both challenges and potential.

When asked about the explained diversity of the individual municipalities, various areas of tension were highlighted: on the one hand, there is a high quality of living and attractive local recreation areas, on the other hand, many municipalities are affected by heavy individual commuter traffic and high pollution levels. Many communities are also severely affected by high land consumption and rising housing prices due to the increased demand for peri-urban housing. In general, a lack of interaction in planning decisions between the different municipalities was highlighted.

With regard to concrete ideas for a sustainable urban region, above all supra-regional mobility concepts such as bicycle highways for commuters, recreation and freight traffic were discussed. Furthermore, the joint coordination of resources and logistics through the strengthening of regional agriculture and the implementation of a new regional market hall as well as ideas for joint a coordination of influx and redensification were debated.

The final discussion revolved around the question of how the city region can be organized in the future and which institutions are needed to manage it. The participants agreed that one focus must be on the development of supra-regional structures that address the various fields of action along a common vision and strategy. Finally, suggestions were collected on what such structures could look like in terms of good urban governance.

[1]Regionaler Leitplan Bezirk Mödling (2016)

Creating an intra-regional platform for cooperation
The aim of the non-partisan organization must be to focus on the interests of the metropolitan region and the common identity of the individual municipalities to develop a comprehensive vision and strategy.

Strenghtening strategic programs at the federal level
The joint refinement of a common national vision and strategy would facilitate joint decision-making

Reconsidering existing supra-regional structures
Existing structures must be examined more closely for the best possible further development.

Introducing a regional multiplier
A (new) legitimized political actor who is well connected to the local communities would allow to bring together different mayors

Creating a regional parliament as superordinate «decision-making body»
It would strengthen the cooperation of the municipal bodies at a superordinate regional level. Common themes and responsibilities would result in lead cooperation projects that set a new benchmark for European metropolitan development.

Reinforcing joint funding at EU/federal level
Long-term funding for metropolitan development is needed so that municipalities have an incentive to work together on a permanent basis.

A MODEL REGION ON ITS WAY TO INTEGRATED SPATIAL DEVELOPMENT

REGION RÖMERLAND CARNUNTUM

The Region Römerland Carnuntum extends over the federal states of Lower Austria and Burgenland between the cities of Vienna and Bratislava reaching up to the Slovak border and consists of 30 municipalities. It is managed by the *Regional Development Association Römerland Carnuntum* and has set itself the task of jointly bringing the region forward in terms of sustainable regional development and promoting the preservation and improvement of living conditions. The region, which is considered a model project of regional development is characterized by a rather high quality of living, as well as a diversity of economic and educational sectors. In addition, history and various landscape areas play an important role as they serve as important places for local recreation and tourism. *The Carnuntum Archaeological Park* stands for the long Roman history in the region, while the *National Park Donau-Auen* or the Carnuntum wine-growing region are popular destinations for local recreation.

The Regional Dialogue *Learning from th Römerland Carnuntum* took place on September 29, 2021, in Bruck an der Leitha. When the participants - actors from local politics, planning and administration - asked what are the distinguishing feature of the region Römerland Carnuntum in comparison to other areas in the Vienna metropolitan area, the participants mainly described two aspects: On the one hand, the rich historical heritage plays an important role and, on the other hand, and the region wants to become more future-oriented. In general, the region positions itself as a recreational area, with a lively culture of associations, a strong family cohesion and diverse landscapes. It describes itself as rural yet central (urban), thus combining the best of both worlds according to the participants.

Regarding the question of concrete ideas for a sustainable urban region, the participants primarily mentioned a reorientation of tourism through the prevention of the sealing and protection of fertile soils and by rethinking nature and bike infrastructure. Additionally, the expansion of public transport by implementing new carpooling and sharing concepts as well as the restructuring, clustering and coordination of logistics for more efficiency and sustainability were discussed. Asking how such projects can be realized, the participants mentioned, among other things, the bundling of competencies and the realignment of competency and decision-making powers for regional master planning.

In the following discussion, which explored the question of how the city region can be organized in the future and which institutions are needed for this, the participants agreed that, on the one hand, existing structures for regional planning need to be reviewed and developed further, on the other hand, new supra-regional structures should be created. Ideas were then collected on what such governance might look like.

Creation of a metropolitan office for the networking of competences
The creation of a metropolitan office with an informal character and financial resources, consisting of representatives from Bratislava and Austria, is intended to bundle competences.

Introducing regional Think Tanks
Regional Think-Tanks should take new paths of supra-regional cooperation on an informal level, whereby resources should also be made available to smaller municipalities, thus ensuring distributive justice.

Announcing model regions, prototypes
The activation of model regions, in which exemplary different approaches are tested and local networks are created is to be promoted.

Initiating Future Councils
As an informal instrument, the Future Council is to carry out scientifically accompanied citizen participation to give residents more of a say in city regional matters .

Creating a metropolis of strong regions: "Regional Conference"
Existing conferences (SUM, BAUM, etc.) and thus competences should be bundled into a common unit in order to tackle projects more efficiently and holistically.

Städtebau TU Wien

DESIGN STUDIO METROLAB DELTA + PROGRAM

WORKING ON CONCRETE DESIGN SOLUTIONS

Nela Kadic

The design studio *MetroLab Program + Delta* was looking for concepts for programming the urban and rural landscapes in the metropolitan area of Vienna. During a workshop of five weeks, we explored strategies for the *SuperWien Metropole,* followed by spatial answers on the local scale. The focus area was defined vaguely along the administrative border between Simmering in Vienna (Simmeringer Hauptstraße, Dreherstraße) and Schwechat in Lower Austria.

After an initial site visit, students individually created visions in the form of collages. The collages were the first approach to the place and the reaction to a subjective analysis of scales, atmospheres, programs and landscapes. They described the character and context, some would be utopian, others dystopian. They transfigured, romanticized, criticized or exaggerated the phenomena of the focus area and therefore set first steps for radical concepts, that were later an important basis for the design projects. The five further developed projects were questioning increasing land consumption, mono-functionality or motorized mobility, they were implementing new programs, new forms of mobility and at the same time preserving existing qualities of the territory.

Welcome to Superdonau develops from the waterfront, tying leisure and production within the growing city between Vienna and Bratislava. A canal system enables the expansion of the delta, forming new centres, and enabling agriculture and industry next to residential areas. The project *Pixel Islands* questions the hierarchy of connections

and the mono-functionality of the urban-rural fringe. The car-friendly city is transformed into an 'human-oriented city' with direct connections for non-motorized transportation. At the same time, it provides space for mixed use by introducing a second layer, that is programmed with reference to the immediate context. *Re.Live* cartographically identifies the existing built and social infrastructure and different scales, preserves existing qualities, and improves the area by programming in a sustainable and subtle manner. Finally, *Delta Hub* initiates cross-border cooperation, by placing subcentres along administrative borders and *Ring Ring Ring* introduces food forests, permaculture and agroforestry to the Zwischenstadt.

Working on different scales allowed us to identify the dynamics and phenomena of the territory. It revealed existing practices, flows and patterns, contradictions and challenges. The design-based approach, both on the metropolitan and local scale, enabled place-based strategies, coming from experimental concepts, yet reacting sensitively to the context, and, thus, creating innovative visions for a resilient future perspective.

Nela Kadic is Senior Lecturer at the *Institute of Urban Design and Landscape Architecture* at the *Vienna University of Technology*. Her research and teaching focuses on urbanism in Central and Southeastern Europe. She is the founder of *BLOK*, an office for architecture and urban design.

**Presentation and Exhibition
of the Design Studio Projects**
at gallery *Die Schöne*

Ring, Ring, Ring
Marcel Catalin Bumb, Vanessa Minhuey
Espinoza and Felix Alexander Neudeck

Pixel Islands
Julius Bartz, Jumi Radde
and Theresa Steiner

Re.Live
Sara Borjanovic, Angelica
Pedrotti and Ilia Verzakov

**Design Studio
*MetroLab Delta + Program***

Städtebau TU Wien
WS 2021/22, 5 ECTS

Teachers: Nela Kadic,
Stefan Mayr, Cédric Ramière

Superdonau
Amanda Immler, Paulína Slivková
and Katharina Stell

Watch the final
presentations of the
students design proposals
online to get inspired.

Juliette Jumi

Angelica Pedrotti

Ekaterina Mihaylova

Michal Vitcovic

Sara Borjanovic

Vanessa Minhuey

Paulína Slivková

Collages

As a warm-up task and first approach to the design area for the subsequent designs, the students were asked to present their future vision of the metropolitan region in the area of Dreherstrasse between Simmering and Schwechat in collages.

Ilia Verzakov

Julius Bartz

Marcel Bumb

Felix Neudeck
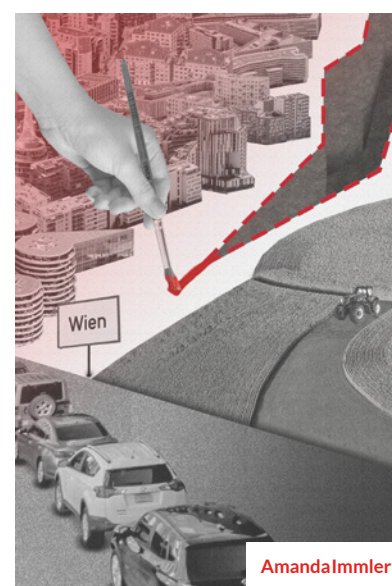
Amanda Immler

Katharina Stell

Design Studio
MetroLab Delta + Program

Städtebau TU Wien
WS 2021/22, 5 ECTS

Teachers: Nela Kadic,
Stefan Mayr, Cédric Ramière

A GREEN RING AROUND VIENNA - STEP 2025
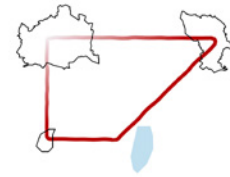
THE SUPERWIEN RING: VIENNA - BRATISLAVA - NEUSIEDLERSEE - WR. NEUSTADT

NEW URBAN CENTERS ALONG THE SUPERWIEN RING
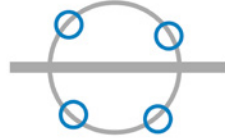
RINGS OF BUILDINGS MAKE UP THE CENTERS
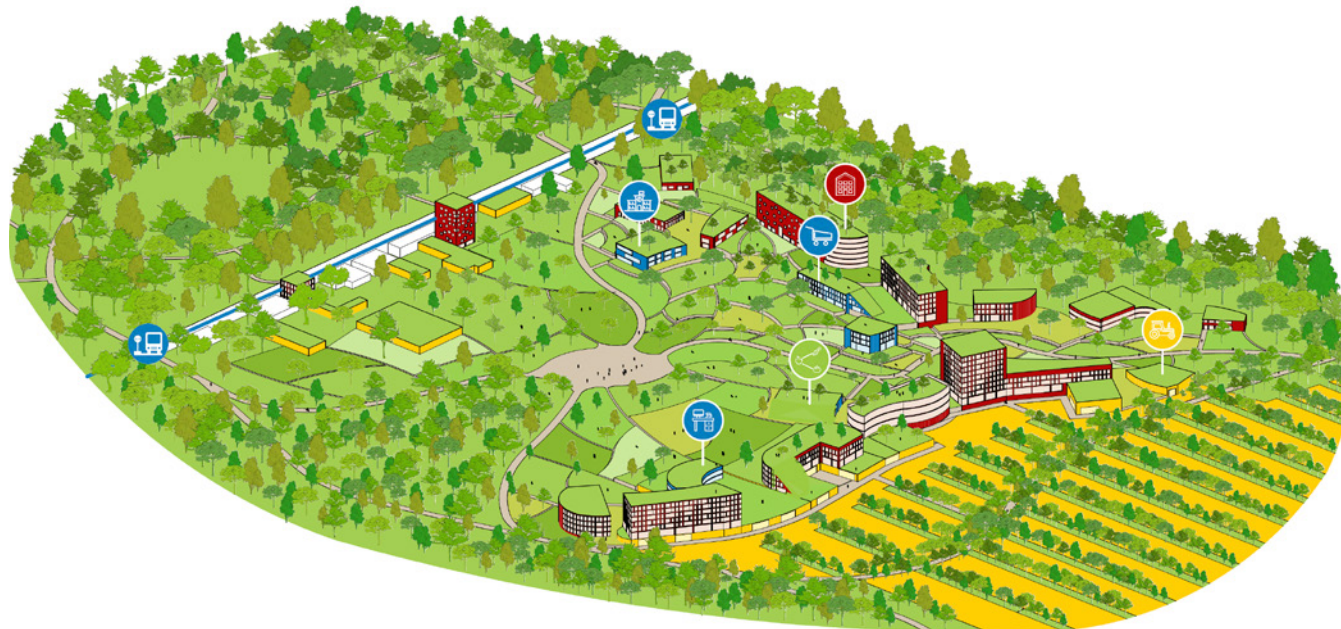
RING, RING, RING

Marcel Catalin Bumb, Vanessa Minhuey Espinoza and Felix Alexander Neudeck

We identified the border area of Simmering and Schwechat as bleak, lifeless and disconnected from the rest of Vienna. Although the area is characterized by many dense residential buildings on the Viennese side, there is little to no activity in public spaces while at the same time even though there are green open spaces in the form of urban agriculture on the side of Lower Austria, they appear lifeless too due to monocultures and conventional agriculture principles. We propose the following four interlinked measures to counteract these issues and thereby seek to create more lively and sustainable public spaces.

CONNECT THE GREEN
Linking existing and reclaimed green areas in accordance with the STEP 2025.

CONNECT THE PEOPLE
Create new centers in form of rings, including existing structures and linking them with each other and the city through green corridors. People are being attracted to nature with food forests and recreation areas.

EXPLODE CONCRETE
Reclaim unused and unattractive spaces as well as spaces that will become obsolete in the future, recreate fertile soils and make them green. Instead of concrete there will be space for blue and green infrastructure, nature, food production and leisure.

CHANGE AGRICULTURE
Conventional agriculture practices are inefficient in their use of space and have negative effects on ecosystems. We propose to make agriculture more diverse, sustainable and space efficient with new innovative agriculture principles.
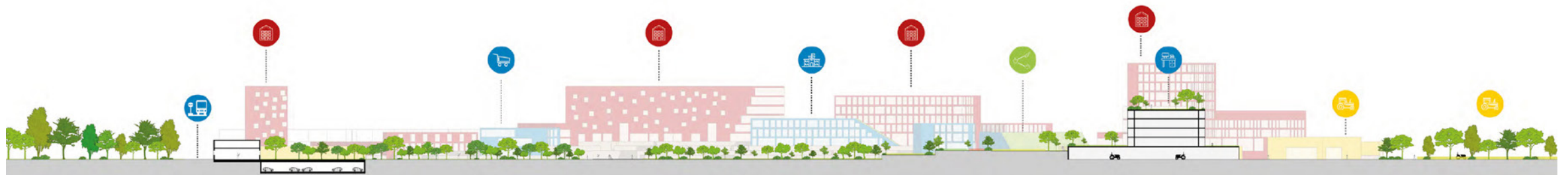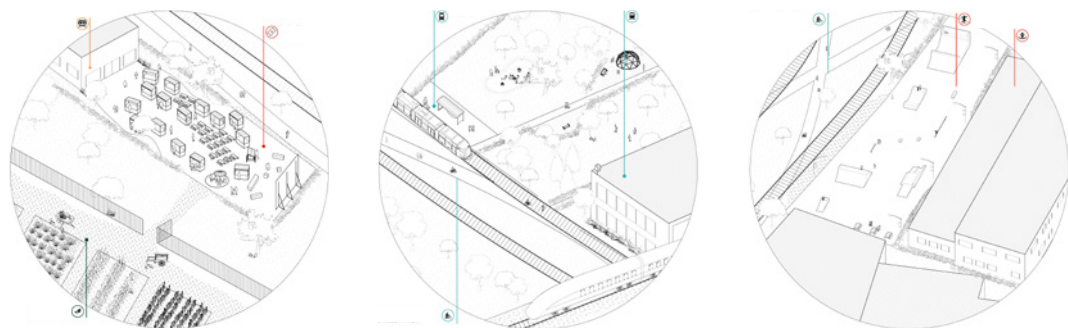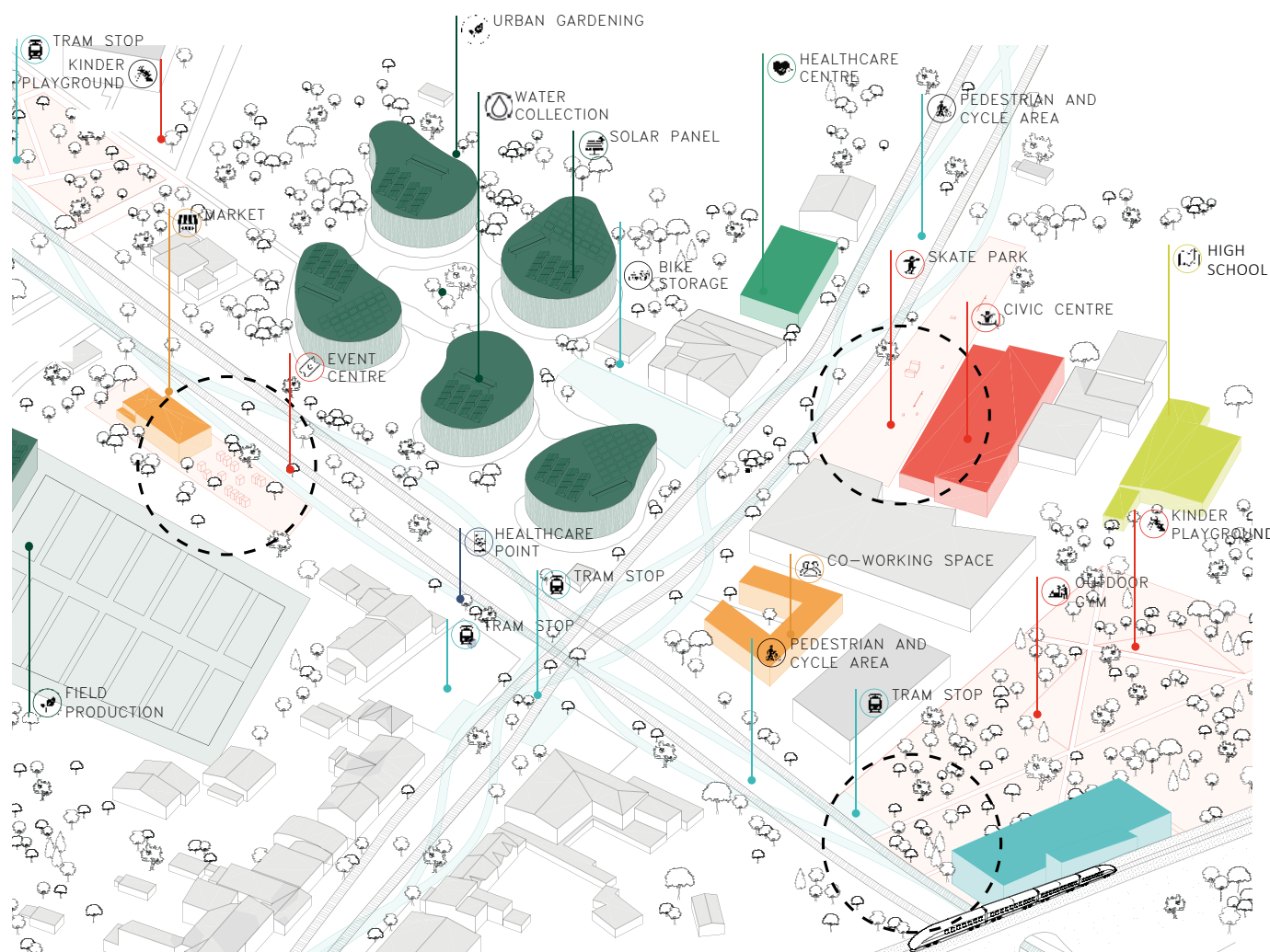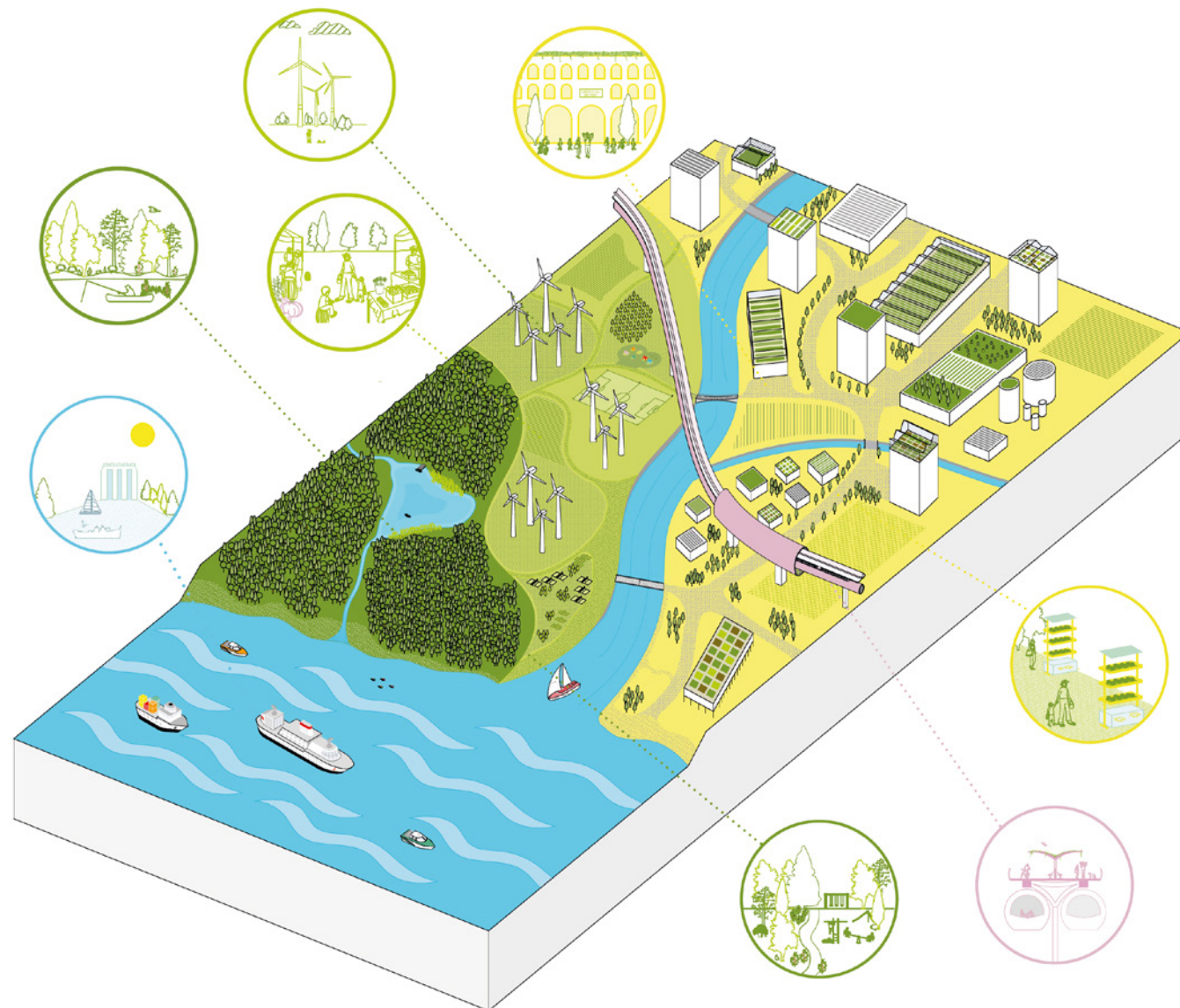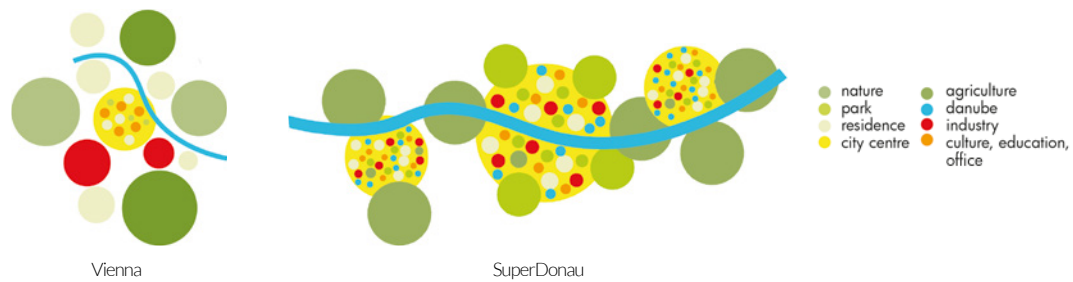
RE·LIVE

Sara Borjanovic, Angelica Pedrotti and Ilia Verzakov

After an analysis of the cities of Vienna, Bratislava and Wiener Neustadt and the countryside between these three we decided to proceed with a metropolitan scale strategy with the aim to control the growth of the cities, improving and preserving the existing and designing the new in a sustainable way. Our strategy is based on three main points: the creation of new nodes, the improvement of the connections between cities and villages and the creation of new attractive activities closer to the villages, all while considering the presence of the ring at the same time. Firstly, we identified some of the most important activities such as work, leisure, healthcare, education and production and defined a radius for each of these to suggest where they should be present and to be able to add new ones in spaces where they are none. Based on these criteria, we were able to create the new nodes. Secondly, we connected all the new nodes with new green infrastructure and public transportation routes. This way, we create new networks between towns and villages, as well as between the villages themselves, which helps to control the growth of towns in rural areas.

Bringing the strategy conceived for the metropolitan scale back to the local scale we created a new attractive node along Dreherstraße. First, we identified a mixture of activities at the site of interest that we can compare with the activities in the metropolitan scale and analyzed the existing activities and infrastructure. Secondly, we added some new activities and infrastructures such as productive areas, healthcare buildings, co-working spaces, educational centers, and new public spaces as well as green connections. Additionally, we designed a pedestrian and cycling areas and lanes as new car-free connections routes.

Vienna

SuperDonau

nature
park
residence
city centre

agriculture
danube
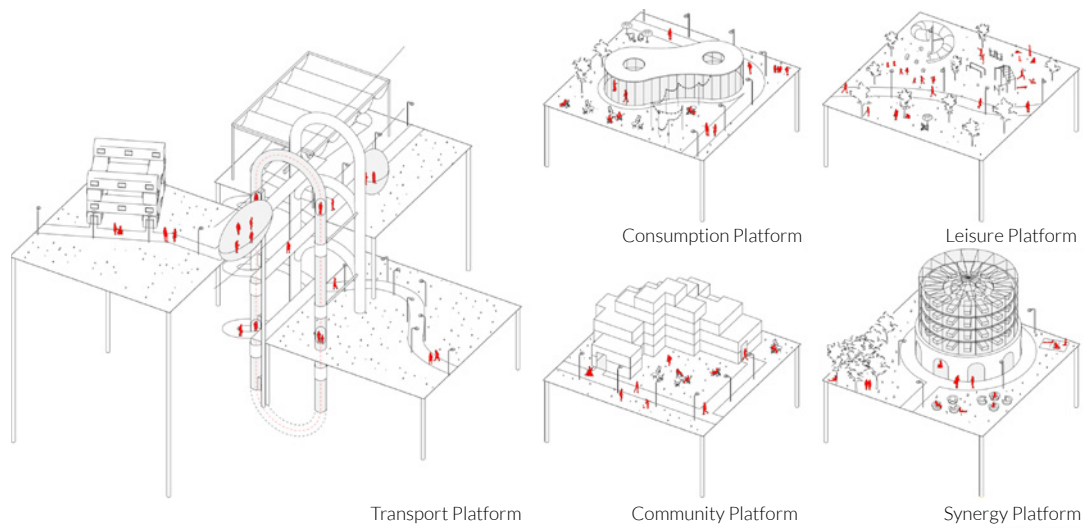industry
culture, education, office

SUPERDONAU

Amanda Immler, Paulína Slivková and Katharina Stell

The concept of SuperDonau focuses on what was once set outside the cities: Nature on the one side, because it has not been seen as part of the city, and industry on the other side, because it has been seen as dirty, loud and ugly.

The process of connecting Vienna and Bratislava opens new opportunities to reconnect natural and human productivity and re-think the growing city. Evolving from the Danube, like historically grown city structures, Superdonau develops from the waterfront, mixing wild nature, parks and a new supply network to the growing, more dense and mixed-programmed city centers. The Danube spreads as a connector over the whole region and reinforces its quality for the city.

The inclusion of productivity is a main part of the design proposal. Unlike Vienna, Superdonau focuses on mixing agriculture, industry and residence. The Danube is not only used as a place for recreation and natural cooling but is instead set back in the city center and reintegrated as a traffic route. The network develops from the existing natural situation, widening given side rivers and opening up new canals and paths and therefore create a super delta. The new centers evolve from the Danube and spread through all layers, always being connected through the supply network and the Danube.

The different layers bring back local and sustainable productivity to the inhabitants of the metropolis. Agriculture and manufacturing are visible in every layer of the city, in different forms and scales, from hands-on self-farming to big industries. The supply system and the Danube break through the layers and connect the centers, the water and nature.

Consumption Platform

Leisure Platform

Transport Platform

Community Platform

Synerrg Platform

PIXEL ISLANDS

Julius Bartz, Jumi Radde and Theresa Steiner

Two basic underlying factors were central to our design: On one hand, over the past 70 years, the city has evolved from a pedestrian and bicyclist friendly zone to a place of cars. Thus, the car was prioritized in the planning processes for a long time while all other forms of transportation had to subordinate and adapt to that. The result of this urban planning aberration is that the connections between the functions within a city turn out to be direct and fast for the car, while walking or cycling is often inconvenient, unattractive and long. On the other hand, mono-functional urban areas have been formed in the cities of our time, giving space primarily to a single form of use. Thus, there are zones that are reserved only for housing, consumption, agriculture or industry. The opportunity to mix our living environment in a healthy way in terms of the city of short distances was missed. This is exactly where the design „Pixel Island" comes into play. The aim of the design is to create an urban area with mixed functions and to connect them in a new way. The focus is on non-motorized transportation systems.

As a potential building space for this intervention, we see the possibility to implement a second layer above the current street level. This second layer will be programmed with reference to the context in which it is located. By docking meaningful functions directly to the evolved monostructural neighborhoods, a mix of uses is created in conjunction with a high quality of public space for all equally considered user groups. As a result, the long and inconvenient pedestrian or bicycle paths are replaced by short and direct connections to the required functions. Therefore, this leads to a drastic reduction of car traffic and the recovery of a lively urban space. The design is based on the principle of coexistence. Instead of displacing or eliminating existing uses, they are to be sensibly supplemented and further strengthened. In order to achieve better connectivity within the district and to improve the interregional connection of the residents, all „Pixel Islands" will be connected to each other by means of a cable car, which will subsequently also be linked to the „Superring".
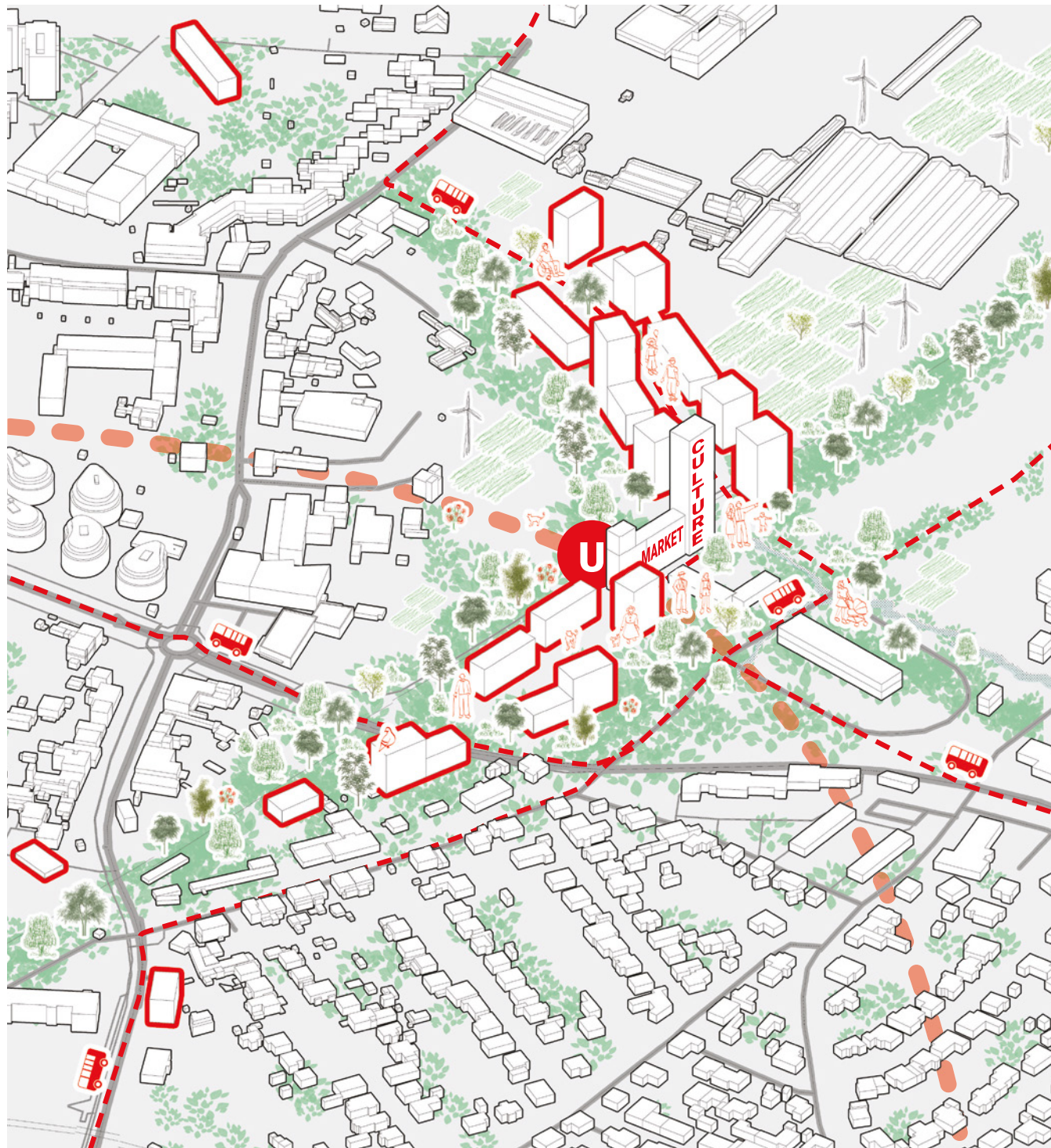
DELTA HUB

Ekaterina Mihaylova and Michal Vitcovic

The quality of life in Vienna is defined by its center and by the surrounding landscapes. Considering the increasing consumption of land and the challenges related to the climate crisis, the project aims to preserve and create green infrastructure. Furthermore, all renewable resources in the region – biomass-, solar-, geothermal-, wind- and hydro energy – are implemented to create a resilient metropolitan area. The proposal transforms the void between two administrative units into a local urban center. It could serve as an example for all the districts located in Superwien metropolitan region. The place where Dreherstraße draws the boundaries between Vienna and Lower Austria is main point of concentration. The missing functions on site are integrated in so-called downtown. It contrasts with the defoliated neighborhood and in such manner boosts the development of the surroundings.

A connection to the main subway line to the airport is provided near the old loaves' factory while at the same time the local public transport network is reconnected. There are plenty of services: bio-markets, residential buildings, hotels, cultural spots, green tanking stations, vertical farming facilities. Some add-on premises are attached to the existing institution, so they become the necessary equipment to produce renewable energy. This way the project is dealing with sustainability, climate change, uncontrolled growth, and new demands on mobility in the urban fringe.

LEARNING FROM INTERNATIONAL APPROACHES

«FORM & FUNCTION. METROPOLITAN DEVELOPMENT AGAINST THE GRAIN»

Review of the lecture of Paul Gerretsen

Paul Gerretsen introduces his lecture with a brief introduction of the *Deltametropolis Association*, of which he has been the director since 2008. The association was founded in 1998 by four cities in the Netherlands as an independent network for Metropolitan Development. It functions as a platform for decision makers on the one hand side and as a laboratory for innovative projects on the other. The association's aim is to ensure a resilient and futuristic positioning of the Netherlands worldwide.

URGENCIES FOR GOVERNMENT AND GOVERNANCE

The Netherlands has four levels of government: the national government, the provinces, the municipalities, and a fourth special level of government - the water boards, which deal only with water issues that are important throughout the country. There is also a highly centralized national tax system: Citizens pay almost all taxes to the national level, which then decides on the distribution of the budget to the municipalities. This often results in municipalities having no rights in how the budget is spent and makes it very different to govern. In recent decades, there have been many attempts to find new forms of governance for a more interconnected and regional government. So far, however, all have failed.

In his lecture, Paul Gerretsen argues that there is an urgent need to think about the Netherlands as a whole. This is necessary in many ways, for example,

to connect cities effectively by public transport such as high-speed trains. Additionally, there are very serious problems in the Netherlands that can only be solved together at the national level, such as very high nitrate emissions or the dramatic loss of biodiversity, as well as the energy transition that is progressing too slowly.

A monumental step towards bringing the city-regional dimension back into focus is a national vision completed last year showing the challenges of this scale. Even if looking only at the important layers of national significance on this map, it is still a very full dramatically overloaded map (see Figure 1). ▶
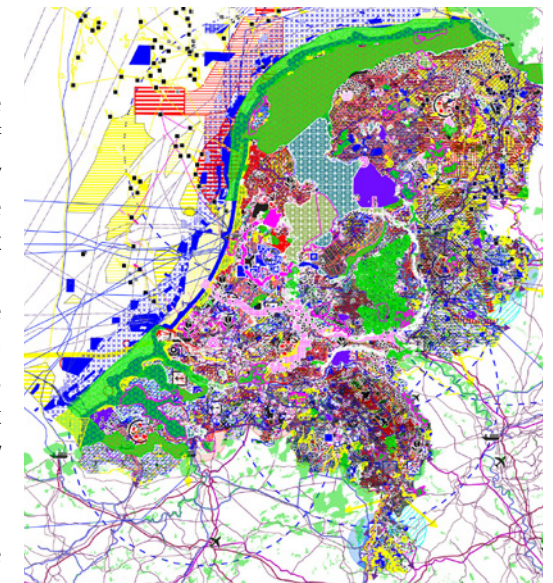

Figure 1: National Vision of The Netherlands with all relevant layers, © Deltametropolis Association

When looking at possible ways out of the challenges mentioned above, there are promising approaches. For example, a project has been initiated that looks at the river system and waterways in the Netherlands and how to deal with floods. Thereby a concept was developed that combines the national need for change in this river system with very a local and regional, quality-oriented project. The concept involved digging a wide completely new river next to the natural one that would be needed only during floods, i.e., a dam of a certain height that would be flooded when needed (See Figure 2).

This kind of interaction between the national goal and a new regional quality could be a solution. These new approaches could also be applied to the energy transition sector. Together with other offices, the *Deltametropolis Association* created a national perspective for the year 2050 showing that - if one really wanted to - all the energy needed for the Netherlands could be produced within its own borders. Following that, they presented how this national perspective could interact with regional specific proposals that actually bring various qualities to many different regional perspectives (see Figure 3).

Finally, Paul Gerretsen summarizes

«Unfortunately, in the metropolitan development of the Netherlands, form does not equal function. However, these functional units will become more and more important in the coming decade.»

This, he concludes, will be one of the most fundamental challenges of the coming decades. ▪

Paul Gerretsen is a leading professional in the field of urban and regional planning in the Netherlands. Since 2008 he is the director of the *Deltametropolis Association*, advising the Dutch government, NGO's and related stakeholders. He completed his education at *TU Delft* and *ETH Zurich*. Since 2001, he has been giving lectures at various universities, such as *TU Delft* and *TU München*. He is a well-recognized speaker on topics such as large-scale territorial development and the challenges of metropolitan development.
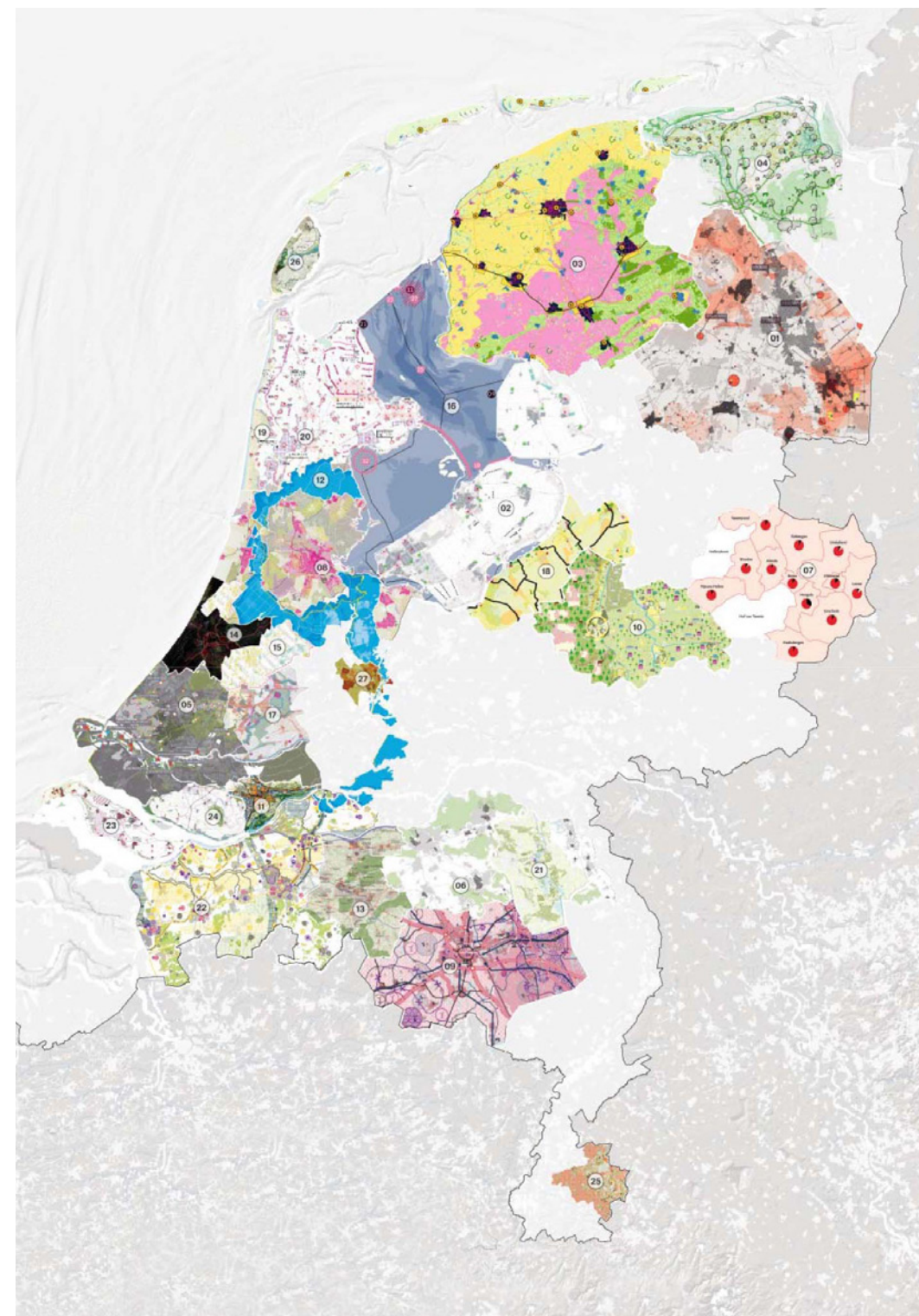

Figure 2: Ruimte Voor de River: New artificial river next to the natural one, © Rijkswaterstraat (Ruimte voor de Rivier)

Figure 3: The Regional Perspectives, © Deltametropolis Association

«AVINGUDA DEL VALLÈS» - A CO-CREATION PROCESS

Judith Recio Heredia

The *Barcelona Metropolitan Area (AMB)* with the participation and involvement of all stakeholders is drafting an *Integrated Action Plan (IAP)*. This plan will define the actions required to transform the national road *N-150* into a metropolitan avenue.

This project is being developed within the European programme *URBACT*, a programme of territorial cooperation aiming to foster sustainable integrated urban development. The *AMB* is leading the *RiConnect* network, composed by eight metropolitan areas, and which aims to rethink, transform, and integrate mobility infrastructures to reconnect people, neighbourhoods, cities, and natural spaces[1]. The main output of each partner is to draft an *Integrated Action Plan (IAP)*, a plan which has to define the future vision and goals for the project area and propose the necessary actions to achieve it.

The *AMB* is also drafting the *Metropolitan Urban Master Plan (PDU)* which will define the urban development model of the metropolis for the next decades, integrating the current diversity into a common project. One of the main goals of the plan is fostering sustainable mobility, and to do so it proposes a network of "metropolitan avenues" that structure and connect the territory for people. As backbone of this network, the metropolitan avenues will be the reference axis that connect the city centres and must support sustainable mobility, guarantee high quality public spaces and a great intensity of uses[2].

One of the main challenges that we face to develop the metropolitan avenues is the governance.

As they pass through many municipalities, the property of the road changes from each municipality to another. In some cases, even the Catalan government or the central state are the owners of the infrastructure. In addition, almost all the proposed avenues are existing road infrastructures, which must be integrated to the surroundings diminishing their externalities, incorporate sustainable mobility and promote urban intensity and mixed uses around them. For that reason, the *URBACT* programme and the *RiConnect* network is a great opportunity to test how to transform a road infrastructure into a metropolitan avenue with an integrated approach.

To develop the *Integrated Action Plan*, we selected a section of the avenue that will connect Sabadell with the *Barcelona's Forum* harbour. The selected area is a six kilometers long section that goes through four municipalities: Barberà del Vallès, Cerdanyola del Vallès, Ripollet and Montcada i Reixac (see Figure 1). The project area concentrates many infrastructures (national road, *C-58* highway, railway, *Ripoll River*, *Sec River* and *Sant Cugat creek*) that divide the territory and generate externalities such as discontinuities, congestion, barrier effect, pollution, etc.

The national road, which will be the future metropolitan avenue, crosses many municipalities with a large population and activities, but the property of the road is of each municipality. Therefore, to achieve a common vision and an integrated project, it requires the cooperation of the different
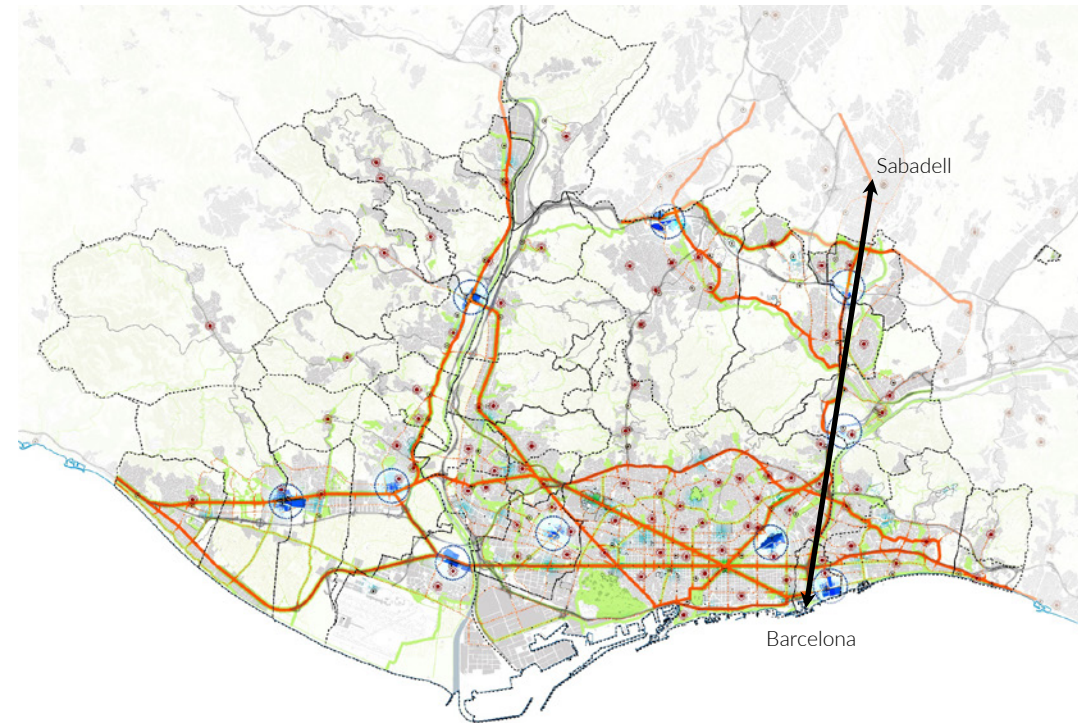

Figure 1: Metropolitan Avenues Network, 2019 proposal. © PDU

administrations involved, such as associations and citizens. As a result, it is a very complex area, with a lot of administrations involved. Hence, it requires the participation of a broad range of stakeholders and an integrated multi-scalar approach.

To draft the *Integrated Action Plan*, we designed a co-creation process, identifying the different stakeholders of the area and grouping them into four groups with different responsibilities and levels of involvement: the core group, which designs the ►
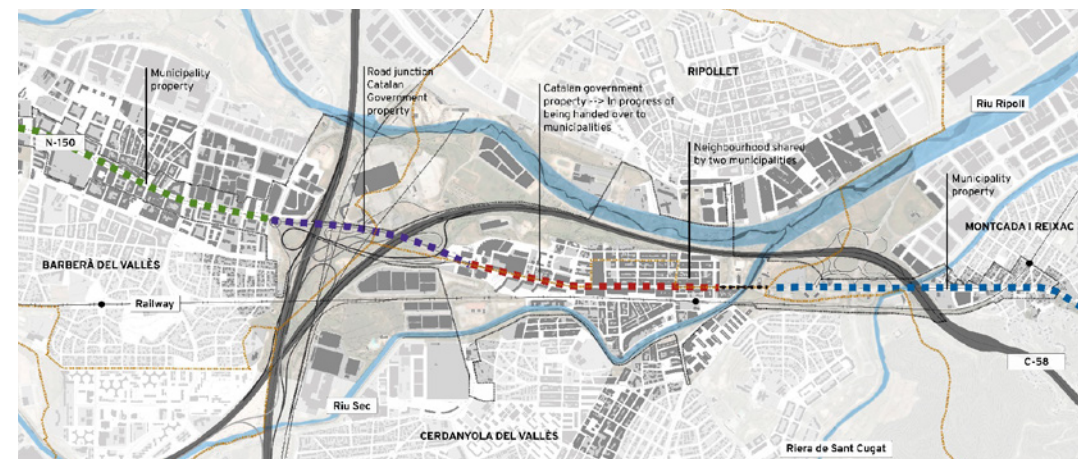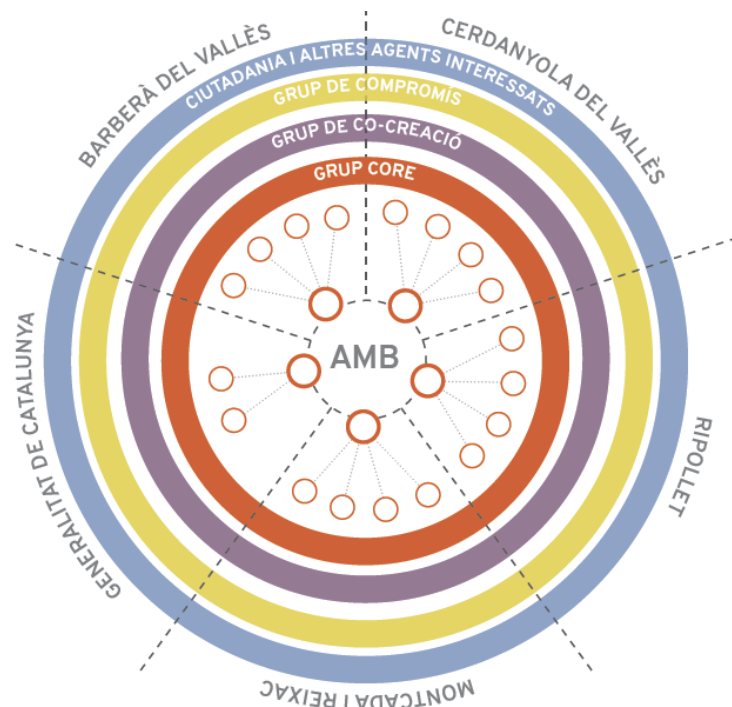

Figure 2: Area of the Integrated Action Plan. © Avinguda del Vallès

[1] Rull, R.,Caba, J. et al. (2019). RiConnect Baseline study. Available from: https://urbact.eu/riconnect-baseline-study
[2] PDU, 2019. Metropolitan Urban Master Plan (PDU) strategic proposal. Aproved by the Metropolitan Council on March 27th, 2019.
 Available from: https://urbanisme.amb.cat/es/pdu-metropolita/documentacio-avanc

Figure 3: Urbact Local Group (ULG). © Avinguda del Vallès

Judith Recio Heredia is an Architect and Urban Planner at *Àrea Metropolitana de Barcelona (AMB)*. Since 2014 she is working in the *Barcelona Metropolitan Master Plan (PDU)* team. She has developed her professional career in urban and territorial planning, specialising in data analysis (GIS). She is currently studying a master's degree in Business Management (UOC).
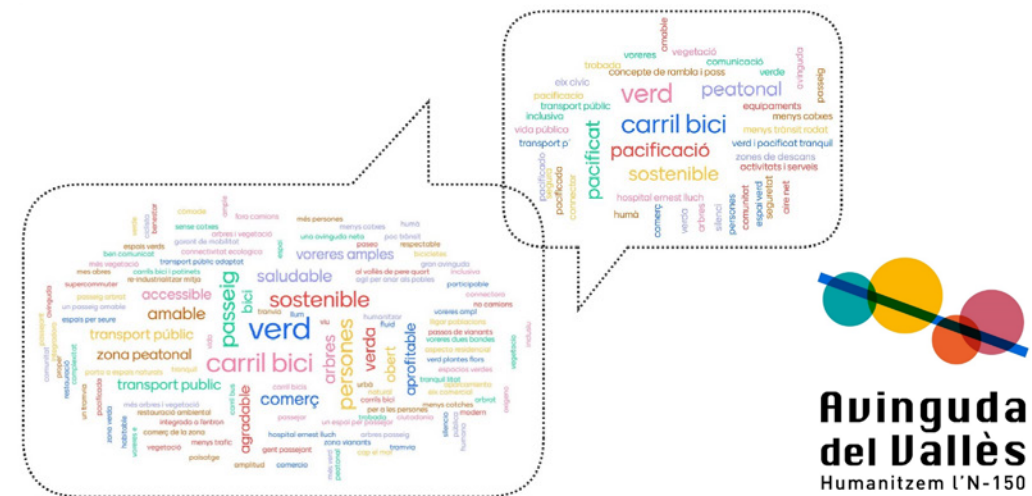
Figure 4 (left side): Word Cloud. First co-creation session and citizenship session, © Avinguda del Vallès

Figure 5 (right side): Corporate image. © Avinguda del Vallès

process; the co-creation group, which takes part in meetings and decides on actions; the commitment group, which ensures political support; and citizens, who are informed of the development of the process (see Figure 3). The design of the co-creation process, with the participation of the different groups, assures us that at the end of the process we will deliver an *Integrated Action Plan* where the views of many stakeholders are represented.

The process started in January 2021, with the launch of an online questionnaire open to the citizenship. There were more than 1 000 answers, which allowed us to better define the project area and to identify the emerging topics. After that first approach, we started with initial meetings to present the project to the commitment group and to the citizens.

Once we had presented the project, we started the co-creation process with the core and co-creation groups. During this year we have conducted seven co-creation sessions, and more than 15 sessions with the core group to co-organize the meetings and get technical support.

In the first co-creation session, which was held online due to the pandemic, the main goal was to develop a common vision, define the goals of the project and to develop a corporate image to easily identify the project and develop the communication strategy.

The main goals of the project are:
- » Connecting avenue
- » Kind and inclusive avenue
- » Healthy and sustainable avenue
- » Concerted avenue

After the introductory workshop, we conducted three diagnosis sessions, two online and the last one in presence, where we obtained an accurate diagnosis of the site, both from the technical point of view and from the citizens´ perspective.

To respond to the different demands, we developed the urban strategy. This served as a starting point for the next co-creation phase, with three more workshops to discuss and deepen the proposals with the co-creation group, and review, enrich and prioritize actions.

This phase will end with the delivery of the *Draft Integrated Action Plan*. However, before doing so, we will hold a *Small-Scale Action*, addressed to engage with all stakeholders and the citizenship. In this open activity we will address the different goals of the project with attractive activities, while showing and communicating the proposed actions and collecting new contributions from citizens.

Finally, next year we will focus on planning the implementation of the actions. It will be a challenging phase to address governance models of cooperation, transversal policies or working beyond the borders of the AMB.

To sum up, we expect that this process will allow us not only to rethink all together a better future for this stretch of the *N-150* road, but also to serve as a testbed for the *Metropolitan Avenues*. The *URBACT* methodology is helping us to establish successful dynamics for citizen engagement and institutional collaboration, which will be key for the implementation of the *Metropolitan Urban Master Plan* and will lead us to a better connected and more liveable metropolis. ▪

Figure 5: Image of co-creation sessions, 2021

METROPOLITAN GOVERNANCE IN FRANCE. SOLVING PROBLEMS AND CREATING NEW ONES

Gilles Pinson

Since a series of laws were passed during the 2010 decade, most major French cities have been governed by so-called metropolitan governments. A total of 22 'metropolises' were created during this period. What weight do these institutions actually have in the governance of French cities?

When we look at the functions performed by these metropolises, we can only be impressed. In fact, almost all functions related to urban planning, transport, network services, economic development, housing, urban regeneration, or the environment, which were previously exercised by the municipalities are now in the hands of the metropolises.

Today, the metropolises also have clear budgetary authority. This can be seen by comparing, for example, the budgets of the *City of Lyon*, the *Métropole de Lyon* and the *Auvergne-Rhône-Alpes Region*, of which Lyon is the capital. For 2021, these budgets were respectively 0.690€ billion (for 518 635 inhabitants, i.e. 1 330 € per inhabitant), 3 970€ billion (for 1 398 892 inhabitants, i.e. 2 837€ per inhabitant) and 3 943€ billion (for 7 994 459 inhabitants, i.e. 493€ per inhabitant). The same situation can be found in most other metropolitan configurations. The metropolis has become, at least in terms of functions and resources, the most powerful level of local government in France.

However, if we take a closer look at the actual functioning of these French metropolises, we are quickly confronted with several surprises. Firstly, there is a great diversity of local situations in terms of the effective political capacity of metropolises. While some metropolises, such as Lyon, Nantes or Rennes, are recognized as having become the major players and spaces for shaping territorial policies, in other cities, such as Lille, Bordeaux or Marseille, the metropolis struggles to impose itself on municipalities and mayors. The balance of power between metropolitan and municipal interests depends on various factors: the demographic weight and attractiveness of the central city in relation to the peripheries, the degree of municipal fragmentation, or the presence or absence of partisan hegemony at the metropolitan level.

Secondly, it is further surprising that in the case of metropolises we are far from the model of 'metropolitan government' identified by Christian Lefèvre. This is because the metropolis is far from erasing, marginalizing or even abolishing municipalities and mayors. Indeed, it must be emphasized that metropolitan councils are still composed of municipal representatives. Electoral legitimacy remains with these municipal elected officials and, in particular, with the mayors, who generally closely control the composition of the lists for the municipal elections. ▶
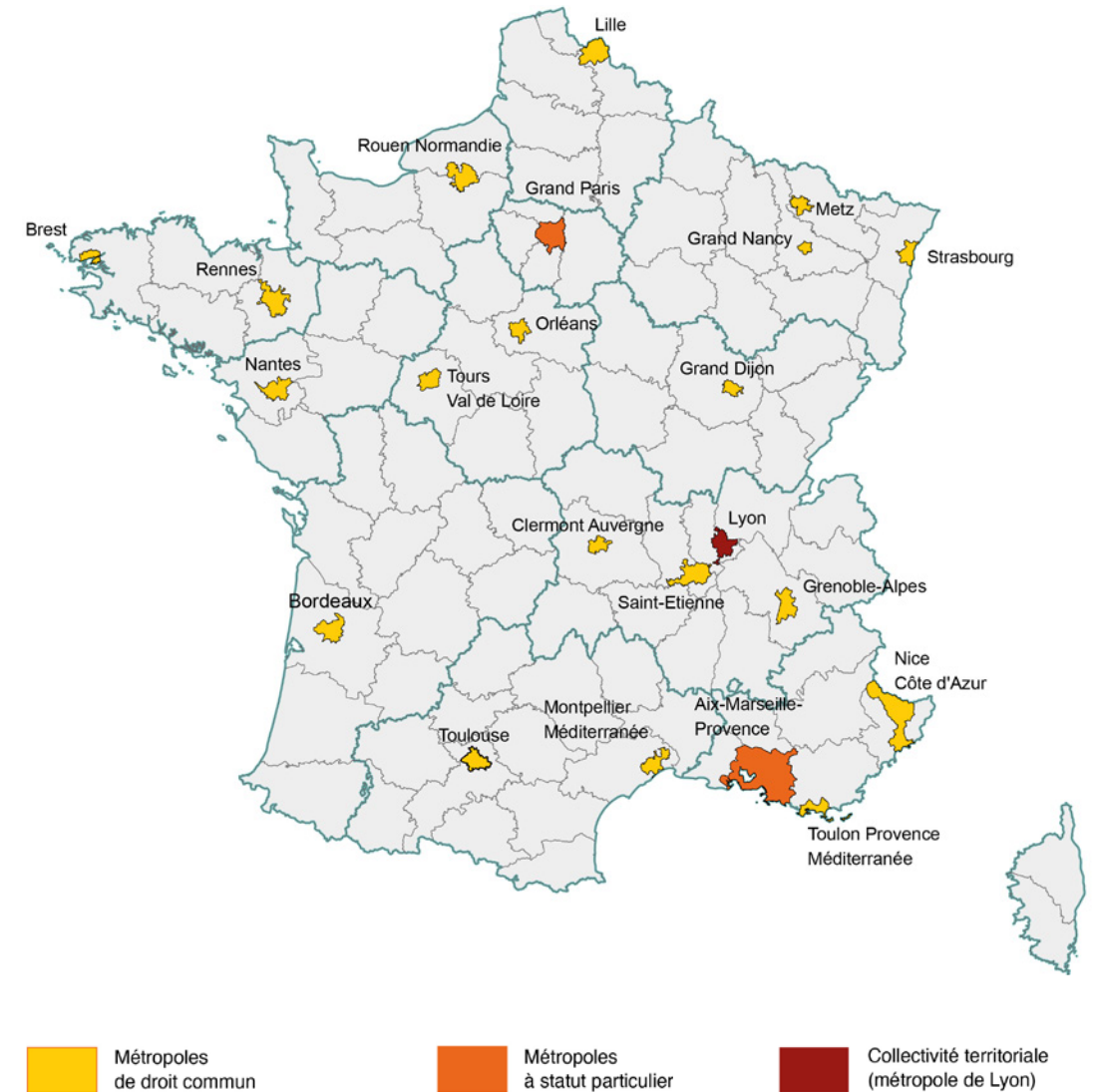

Figure 1: Map of the 22 French Metropolis

Legend:
- Métropoles de droit commun
- Métropoles à statut particulier
- Collectivité territoriale (métropole de Lyon)

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[1] Lefèvre, C. (1998). Metropolitan government and governance in western countries: a critical review. International journal of urban and regional research, 22(1), 9-25.

Figure 2: «À Bas la Métropole, Vive la Commune», anonymous authors, © Tours, 2020

In the end, the effective political functioning of metropolises is more a matter of the metropolitan governance model than of the metropolitan "big government". Metropolitan policies are the result of negotiations and intergovernmental balances. Every effort is made to avoid infringing on municipal sovereignty. Sometimes these negotiations can result in ambitious policies and a real empowerment of policy-making and regulation at the metropolitan level. Sometimes, municipal self-interest prevails against the backdrop of a lack of vision and a metropolitan territorial project. In short, although the French metropolises are powerful on paper, their actual capacity to supervise metropolitan development and regulate socio-spatial inequalities varies greatly in practice.

How did we get into this situation? There is an "original sin" underlying the metropolitan structure in France. France has historically been characterized by a high degree of municipal fragmentation. In 2021, there are 34 965 communes in the country.

The average population of municipalities is 1 908; in Austria, it is almost exactly twice as high (3 834). While most European countries "rationalized" their municipal codes in the 1960s and 1970s, France was unable to do so, mainly because of the political weight of local elected representatives and the practice of holding multiple offices, which allowed a mayor to be both a member of parliament and sometimes a minister. The relationship between the state and local governments has long been based on the paradox that local governments have little functions and opportunities to act but are led by local elected officials who have always been and continue to be important political figures capable of exerting pressure on state authorities the central and local levels. This weight of local elected officials was reflected in the resounding failure of a law promoting municipal mergers in 1971. So-called "inter-municipal cooperation", the most recent expression of which are metropolitan areas, is therefore an alternative solution that has been

experimented with and then institutionalized to organize the governance of large territories.

French metropolises today face three types of political challenges. The first is the risk of implosion. The more they gain in functions and the more they accumulate financial and technical resources, the more metropolises become the object for political rivalries. Sometimes these rivalries are played by the assertion of political hegemony by one leader or a party, sometimes by inter-party arrangements. But sometimes there is political gridlock, or even the threat of secession of certain communities, as we are currently witnessing in Lyon. Perhaps it is time to change the system and introduce direct universal suffrage for metropolitan councils to create a true majority logic in metropolitan areas that ensures political clarity and policymaking capacity.

The second political challenge is the relationship between the metropolises and their territorial environment. The rise in power of these institutions is causing more and more tensions in their immediate surroundings. In the peri-urban and rural areas adjacent to the metropolises, so-called "defensive" inter-municipal cooperation bodies have been created, with which the metropolises find it difficult to develop cooperation, even though the interdependencies between these areas are becoming increasingly evident.

This is one of the challenges that metropolitan areas will have to face in the coming years. Finally, metropolises are facing with the emergence of a "metrosceptic" mood in public opinion. Various types of discontent seem to be directed against them, of which the *Yellow Vests* movement is one of the most spectacular manifestations. The metropolises are accused of pursuing policies of growth, attractiveness and competitiveness that leads to exclusion, of being beneficiaries of state policies that are accused of abandoning rural areas and medium-sized cities, and of being undemocratic spaces.

Faced with these challenges, the French metropolises must thoroughly rethink their political functioning. However, this can only be done by changing legislation over which they have no control. Moreover, they must no longer limit their agenda to infrastructure, planning and de-velopment issues. They must also address social issues. The welfare metropolis must be invented today! ▪

Gilles Pinson is professor of Political Science at *Sciences Po Bordeaux* and researcher at the *Centre Emile Durkheim for comparative political science and sociology*. He is also the scientific director of the *Forum Urbain*, a structure dedicated to the promotion of urban research and the animation of public debate on metropolitan issues. His work focuses on urban policies and governance, metropolisation and the relationship between cities and states. He has recently published *"La ville néolibérale"* (*Presses Universitaires de France*) and *"Pouvoirs urbains"* (with Christian Lefèvre, *Armand Colin publisher*).

[2] Pinson, G. (2010). "France", dans Michael Goldsmith, Edward Page (dir.), Changing Government Relations in Europe. From Localism to Intergovernmentalism, London, Routledge, p. 68-87.

GOVERNANCE MODELS AND DEVELOPMENT IDEAS FOR METROPOLITAN AREAS

Iván Tosics

The term „metropolitan areas" is still quite mystic for many decision makers. The idea that EU policies should acknowledge metropolitan areas and give them an important role as one of the terrirotial levels in policy making, usually finds deaf ears in Brussels. The best reaction is the 'we know that metropolitan relations are important but we do not know what these areas are and how they can be defined. And if such an area is incidentally delienated, where is its trustworthy leadership, which could make democratic decisions on this level?'

Thus, the official recognition of metropolitan areas is far behind their importance in real life – not only amongst Brussels decision makers but also in many of the member states. To fill this gap many efforts were taken in the last years by different organizations and experts. This short article gives a brief account on some of these efforts, with the aim to draw a few conclusions for the case of Vienna.

RESEARCH RESULTS ABOUT METROPOLITAN AREAS

Regarding the definition and delienation of metropolitan areas *Eurostat* made pinoeer work, coming up with maps about such areas.[1] In their definition metropolitan regions are approximations of functional urban areas (cities and their commuting zones) of 250 thousand or more inhabitants consisting of one or more *NUTS* level 3 regions. *Eurostat* data[2] show that almost 300 million people are living in the EU's metropolitan regions, i.e. almost three out of five EU inhabitants.

How are such areas governed? The *OECD Metropolitan Governance Survey*[3], conducted in 2014 in 263 metropolitan areas with more than 500 thousand inhabitants in *OECD* countries across the globe, explored three categories: metro areas with strong coordination by inter-municipal authorities, supra-municipal authorities or metropolitan cities with weak informal/soft coordination or with no coordination at all. The results show that these categories have roughly equal 1/3 share in *OECD* countries.

In 2012, the *Eurocities Metropolitan Areas Working Group* collected information about the different territorial collaboration forms around 40 European cities. The *Metropolitan Areas in Action survey*[4] has shown that in the majority of cities there are no institutions or strong collaborations existing in the functional urban area. In those, two types of mismatch have been identified: cities where the metropolitan areas have governance structures but miss the strongest functions; and cities, which have strong strategic territorial cooperation, which, however, does not cover the whole territory of the functional area. To handle these problems, to achieve 'functional expansion' or the needed 'territorial
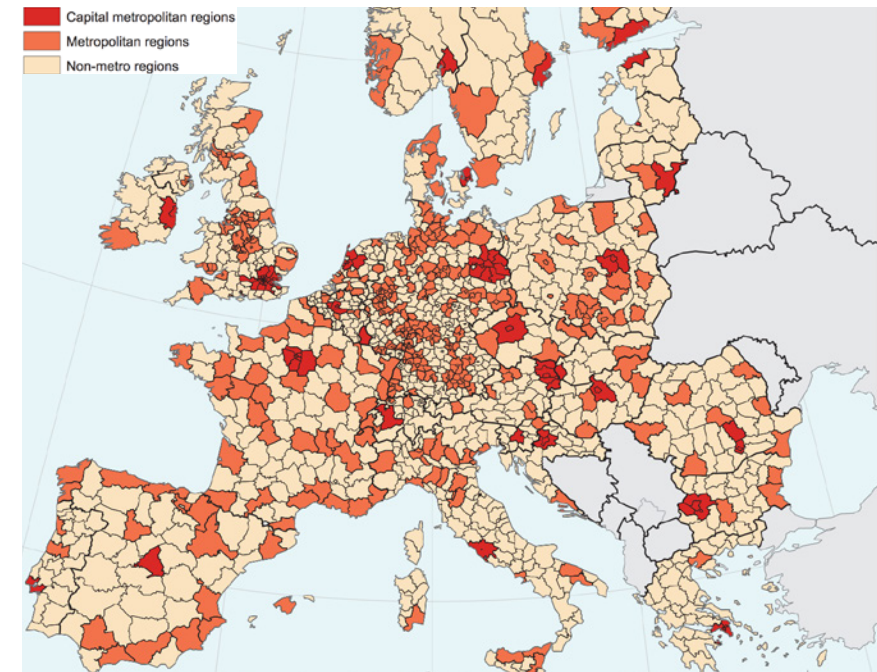

Figure 1: Typology of Metropolitan Regions © Eurostat, JRC and European Commission Directorate-General for Regional Policy, 2016

adjustment' conscious policies are needed, in optimal case backed by the regional and national level.

The *Metropolitan Research Institute Budapest* carried out a systematic analysis[5] of the governance systems of six innovative European metropolitan areas for the *Area Metropolitana Barcelona* in 2018. The cases of Barcelona, Manchester and Stuttgart have shown that metropolitan level coordination might be achieved by institutionalization, typically by establishing a metropolitan organization with independent functions and competences. Another approach, illustrated by the cases of Amsterdam, Copenhagen and Zurich, builds on collaboration and planning processes and agreements which might lead to similar strengths of cooperation, without having a metropolitan organization. The results of the study indicate that these two approaches, although being very different, are not exclusionary and might even follow each other in time in the development of metropolitan relations of given cities. Moreover, tackling the problems of a metropolitan area might require a combination of the institutional and the procedural approaches and the application of different tools at the same time.

Two recent *ESPON* studies also dealt with the topic of metropolitan areas. *ESPON SPIMA*[6] explored the spatial dynamics and strategic planning in metropolitan areas, while the topic of *ESPON MISTA*[7] was the relationship between the industry and the city. Vienna was part of both projects, as one of the stakeholder cities, which initiated the research work.

METROPOLITAN EXAMPLES – COMPARABLE TO THE VIENNA SITUATION

When looking for comparative city examples, which can be relevant for Vienna, the most important characteristic of the city has to be taken into account. This is – besides being a large, monofunctional urban area – the administrative status: Vienna is local muncipality and region at the same time. ▶

[1] Typology of metropolitan regions (2016), Eurostat, JRC and European Commission Directorate-General for Regional Policy
[2] EPRS | European Parliamentary Research Service, Vasilis Margaras (2019): Metropolitan regions in EU cohesion policy
[3] OECD (2014): The OECD Metropolitan Governance Survey - A Quantitative Description of Governance Structures in large Urban Agglomerations
[4] Eurocities (2013): Metropolitan Areas in Action - Concluding Report

[5] Metropolitan Research Institute Budapest, Éva Gerőházi and Iván Tosics (2018): Addressing the Metropolitan Challenge in Barcelona Metropolitan Area - Lessons from five European metropolitan areas: Amsterdam, Copenhagen, Greater Manchester, Stuttgart and Zürich
[6] ESPON EU (2016-17): SPIMA – Spatial Dynamics and Strategic Planning in Metropolitan Areas
[7] ESPON EU (2019-20): MISTA – Metropolitan Industrial Strategies & Economic Sprawl

This is a quite special situation, with some advantages but also disadvantages. In such cases the cities have strong functions as being also regions/provinces/cantons. On the other hand, these cities have usually very limited possibilities for procedural cooperation beyond their borders, as this would need cross-regional agreements with the other municipalities.

From the earlier mentioned research projects the cities which can be considered as comparative cases to Vienna are Berlin, Zurich, Turin, Prague. All these cities constitute monofunctional urban areas and their 'metropolitan stories' carry important messages for Vienna.

Berlin: Although in 1996 a popular referendum rejected the idea to merge Berlin with the surrounding Brandenburg, as a remnant of the unification efforts there is a joint planning authority existing for the two states. Also, a common spatial development plan covers the entire area of the two states, although creating only vague framework for manufacturing land use and locations. At a more local level a municipal neighbourhood forum exists with four informal working groups (North, South, East, West). They comprise the boroughs of Berlin and their bordering municipalities, having no formal power. They meet three times a year and in addition hold one annual conference, where one specific topic is discussed in detail. So far the municipal neighbourhood forums have been paid exclusively by Berlin, while now there is a plan to turn these institutions into a registered non-profit organization and to require all its members to pay a small membership fee (of € 0.1 per inhabitant). This move would increase the stability of the organisation as it would then have a legal basis and formal statutes and also an increase of the commitment of the involved partners.

Zurich: The cooperation between the cities and the surrounding areas was very problematic in Switzerland and urban sprawl was an increasing problem. To fight this the Swiss government defined metropolitan areas of the country and prescribed mandatory cooperation within these. One of these areas is the *Zurich Metropolitan Association*, including 1.9 million people in eight cantons and 122 settlements, with Zurich (415 000 inhabitants) being the center. It took seven years to build up the cooperation, which includes agreement on the regulation of growth and how to compensate those areas whose growth is limited. The agreement was achieved on the informal level of planning conference of the eight cantons, the resolution of which is not binding but will be gradually taken over by the eight cantons which make binding decisions. Those cantons which do not apply the resolutions of the planning conference risk the approval of their cantonal plan by the federal government. In that way the national government initiated strategic spatial planning is used as meta-governance tool.

Turin: The Italian government established 14 Metropolitan Cities by a National Act in 2014, by merging the cities with their surrounding provinces. *Turin Metropolitan City* includes in that way 316 municipalities. This is the most unbalanced among all metropolitan cities, as having a large mountainous area with no links to the city. The metropolitan strategic plan sets the guidelines for metropolitan development in the whole territory. It is mandatory and has a three-year time limit while being updated annually. It has to be approved by the Metropolitan Council and the Mayors Assembly of the eleven homogeneous zones of the metropolitan city. The 316 municipalities are developing their General Urban Plans which must be in compliance with the metropolitan plans. These plans are a key instrument in Italy, allowing municipalities to designate land uses for a ten-year period.

Prague: The city is *NUTS3* region, surrounded by the *Central Moravian Region*. The cooperation across the city border was always a huge problem. For the 2014-2020 European funding programme the Czech Republic has chosen to use the *Integrated Territorial Investment (ITI)* funding instrument on a metropolitan level. A national proposal for the delienation of the seven largest metropolitan areas and six smaller urban areas was elaborated. This national *ITI* framework provides a guideline on the development of the *ITI* programming documents, the operation of the managing authority and the secretariat, and on the calls for proposals. The Prague delineation of the *ITI* based metropolitan area is covering 515 settlements (315 as inner ring, 199 as outer ring). For this area a strategy has been prepared, containing only those issues that can be covered by *EU* funds both in Prague (a "more developed region" in EU cohesion terms) and Central Bohemia ("a less developed region"). Consequently, the strategy concentrates on three topics: transport and mobility, the environment and the regional education system. Prague *ITI* has a funding of €145 million and 85% of the *ITI* funds must be used outside of the capital, in the less developed areas. The working group that participated in the preparation of the *ITI* and takes part in preparing the calls for proposals and the evaluation processes consists of representatives of both Prague and the region.

From the four cities discussed, Turin can be considered as belonging to the institutional model, Zurich to the procedual model, while Berlin and Prague are mixed cases, with only partial metropolitan institutions. In each of them some kind of metropolitan coordination can be observable, despite the fact that such cooperation has to be establisehd across regional, not only the city border. To overcome this difficulty, in each case some kind of intervention of the national government was needed.

CONCLUSION: WHAT COULD BE DONE FOR THE VIENNA METROPOLITAN AREA?

The discussed city examples suggest that Vienna might develop different ideas for metropolitan cooperation. It could aim for strengthening the neighbourhood forums and trying to initiate a joint planning body (Berlin example). It could argue for a joint planning conference with the surrounding region (Zurich example). It could argue for an *ITI*-type coordinated development with the functional urban area (Prague example). The Turin example is probably the least relevant, as it would need a decision of the central government to merge the surrounding administrative unit with the city.

It is a fact that the federal structure of Austria is very strong, which means that all these options for a Vienna metropolitan area cooperation would need a definite support, even an initiative coming from the central government, enforcing in direct or indirect way the cooperation between Vienna and Lower Austria regarding the metropolitan area. For the moment, however, there are no signs that the Austrian government would make any steps to support metropolitan cooperations across the regional borders.

Is it then totally hopeless for Vienna to come up with metropolitan ideas along the lines of the discussed European city examples? Probably not, as the carbon emergency situation and the recent *EU* efforts towards the ambitious aims of the *Green New Deal*, the *Fit for 55* and the *Farm to Fork* strategies (just to name a few) would all require stronger collaborations across metropolitan areas. This might lead to a change also in the Austrian national position, which could then create better chances to metropolitan cooperation in the Vienna urban area. ∎

Iván Tosics is an «urban explorer», eager to find interesting examples and good practices of cities to innovate urban development. Iván is one of the principals of *Metropolitan Research Institute (MRI), Budapest.* He is sociologist with a long experience in urban sociology and *EU* regional policy issues. He is one of the *Thematic Pole Managers* of the *URBACT programme* and teaches at the *University of Pécs, Department of Political Studies.* He is vice chair of the *European Network of Housing Research (ENHR).* He is the Policy Editor of the journal *Urban Research and Practice'* and publishes on integrated urban development, urban renewal and metropolitan areas topics.

CROSS-BORDER SPATIAL DEVELOPMENT. INFORMAL PLANNING STRATEGIES BETWEEN MAAS AND RHINE

Christa Reicher

Cities and regions worldwide are facing comprehensive transformation processes: social and demographic change, climate change, digitization or new technologies are the major challenges. If we want to shape transformation in a sustainable way, we need to "consume" significantly less land, develop smart concepts for spatial development on a regional scale, and overcome the boundaries between municipalities and states - in other words, transcend existing boundaries at all levels.

Formal planning with its instruments will no longer be able to answer these challenges in the future. In some cases, it is not dynamic enough and does not provide the vivid images needed

to communicate with local people. Against this background, informal planning concepts and strategies, such as those we are testing between the Rhine and the Meuse, are of central importance.

THE AGGLOMERATION CONCEPT OF THE COLOGNE/BONN METROPOLITAN REGION

The agglomeration concept of the *Cologne/Bonn Metropolitan Region* has created a common spatial image of the region until 2040. The region is currently facing a variety of challenges in spatial development and will continue to do so in the coming years.
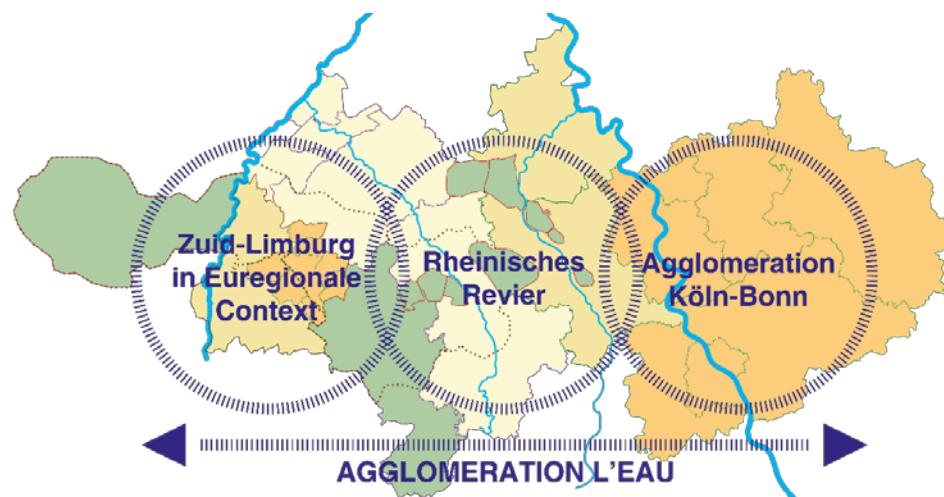

Figure 1: Spatial Overview of the three Regions between Rhine and Meuse, © Department of Urban Design /RWTH Aachen
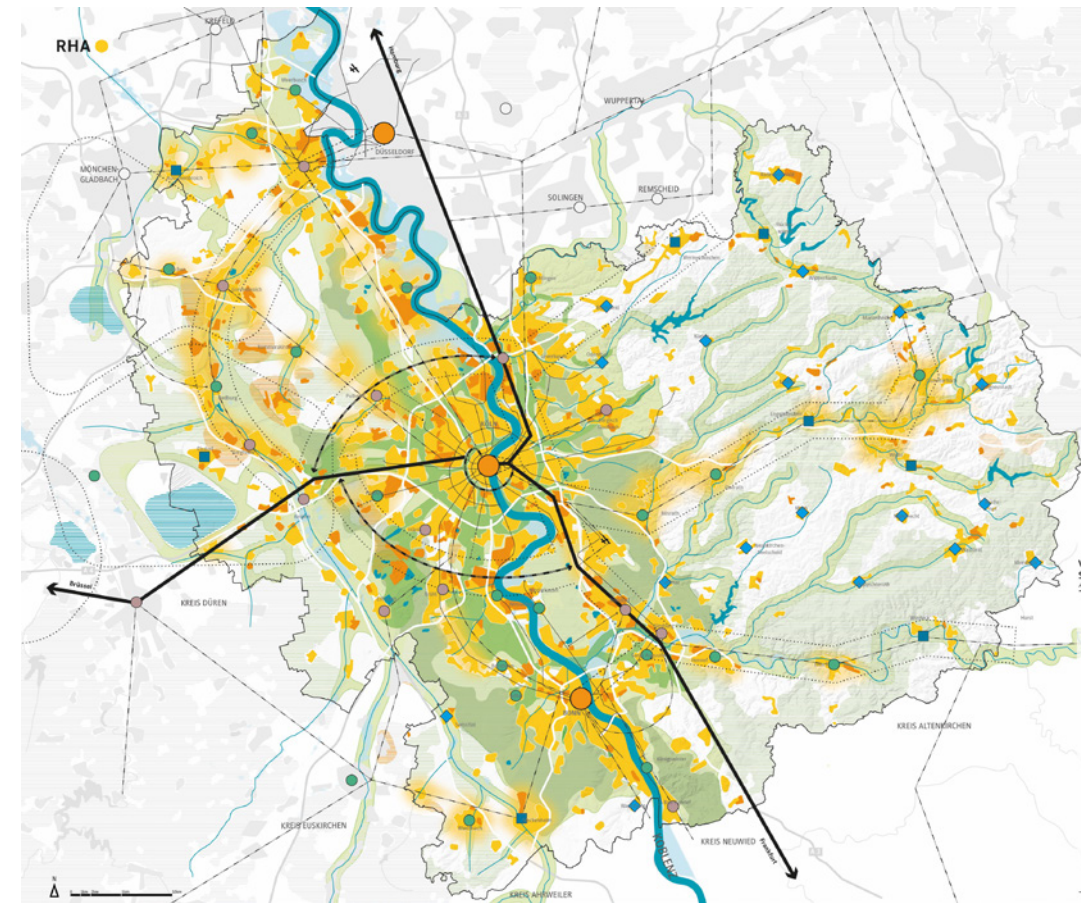

Figure 2: Preliminary Draft of the Regional Structure Plan 2040+ of the Cologne/Bonn Region, © RHA REICHER HAASE ASSOCIATE, Aachen

Legende
- Regional Open Space Network
- Open Space System Rhine Rail (*Rheinschiene*)
- Forest Corridor
- Unfragmented Spaces
- Regional Water Network
- Lakeland
- Settlement Area
- Search Area Settlement Development
- Commercial & Industrial Areas
- Search Area Commercial & Industrial Areas
- Regional Development Areas
- Highway
- Regional Rail Network
- City Rail Network
- Main Traffic Axis (supraregional)
- Metropolitan Cores
- Urban Centers
- Urban Candidates
- Regional Centers of Gravity
- Development Anchors

The demands for use arising from demographic developments, a shortage of development areas, mobility problems, and the demands of the energy transition and climate change, which come together in a confined space, interact with each other and, in some cases, compete with each other.

In an intensive dialogue with the stakeholders in the region, a spatial image has been developed that shows a balanced spatial condition. Building on a strong open space framework, the settlement and mobility structure forms the starting point for sustainable spatial development. Residential and commercial areas are developed along future rail lines. The principle of polycentricity in the form of a division of functions and tasks in the region forms the basis for the perspective spatial development of the agglomeration. ▶

INTEGRATED SPATIAL STRATEGY PROCESS 2038+ IN RHENISH MINING DISTRICT

With the political decision to phase out lignite mining at an early stage by 2038 at the latest, the transformation region of western Germany, the Rhenish mining area in the triangle of cities between Aachen, Mönchengladbach, Düsseldorf and Cologne, is facing enormous social, economic and design challenges. The "largest landscape construction site in Europe" is to become - according to the claim and the objective - the first climate-neutral model region in Europe.

A total of 2.4 million people live in the Rhenish mining region and are affected to varying degrees by structural change. In order to organize this structural change, the *Zukunftsagentur Rheinisches Revier (ZRR)* was founded as a joint platform and pioneer for the transformation process. The state of North Rhine-Westphalia has given the *Future Agency* the task of managing the process of structural change.

The *Revierknoten* with their respective chairmen accompany and shape the future issues. In a first step, the district node chairmen and their teams played a key role in drafting the economic and structural program and thus provided the guidelines for the operational implementation of structural change.

Structural change does not start from zero. In recent years, many initiatives and projects have already been initiated that show new perspectives for regional value creation and also innovative approaches to a possible spatial future.

In the medium to long term, the combination of the three opencast mines - Inden, Hambach and Garzweiler - will create a Rhenish lake landscape. The *Integrated Spatial Strategy 2038+*, which was launched in an intensive regional discourse, takes up the development potentials and talents of the region and derives spatial future paths from them. The spatial strategy is thus a central building block for mastering this "structural change task of the century".

The spatial strategy process is divided into three stages: In stage 1, the most urgent requirements for action and issues are identified and a spatial description of the initial situation and interdependencies in the region is drawn up. On this basis, interdisciplinary planning teams will develop visions for the spatial development of the Rhenish mining area in stage 2. The aim is to present the broadest possible spectrum of solutions, projects, scenarios and necessary actions and to discuss these with regional stakeholders.

Finally, in stage 3, the results from the previous work phases, the existing preliminary work and the discourse with the region will be brought together in an integrated manner in the *Integrated Spatial Strategy 1.0*. In addition, this process design must be cleverly linked with the stakeholders involved - municipalities, associations, initiations, people - on the one hand and with formal planning, regional planning, on the other.

ZL'EU - SPATIAL STRATEGY ZUID-LIMBURG IN THE EUREGIONAL CONTEXT

The challenges of spatial development are similar beyond the borders. The Netherlands and Germany are facing urgent tasks that play an important role locally, nationally and globally. The tasks concern climate change, the energy transition, the circular economy, infrastructure, mobility, health and housing.

With the cross-border spatial strategy, the *ZL'EU* project forms a basis for cooperation between the *Regio Parkstad Limburg* and the *Städteregion Aachen*. It helps to exploit opportunities and remove obstacles that citizens and businesses face when it comes to living, working, redesigning and experiencing culture across borders. The project also aims to strengthen the euregional mindset of citizens and businesses by organizing and supporting accessible, cross-border participation formats around integrated planning.

Figure 3: The Region in Context, © Department of Urban Design /RWTH Aachen

PRELIMINARY INSIGHTS

» Successful management of structural change can only succeed if there is a vision of the new.

» A successful transformation process will be measured by how economic performance and a high quality of life and space are intertwined and what synergy effects they will generate.

» If the region is to make a real quantum leap, every single project must meet at least two requirements: pursue the highest design ambitions and generate impulse effects.

» The region can only develop into a model region with international perception and appeal if it has the courage to test and implement innovative solutions. ▪

Christa Reicher is a Professor for Urban Design and Director of the Institute for Urban Design and European Urbanism at the RWTH Aachen since 2018. From 2002 to 2018 she was the head of the department of Urban Design and Land Use Planning at TU Dortmund. She studied architecture at RWTH Aachen and ETH Zurich and founded the international planning office Rha Reicher Haase Assoziierte. She is a member of the IBA Expert Council of the Federal Ministry and several other advisory boards. Since 2020, she has been chairwoman of the Spatial Node for the Rhenish Revier.
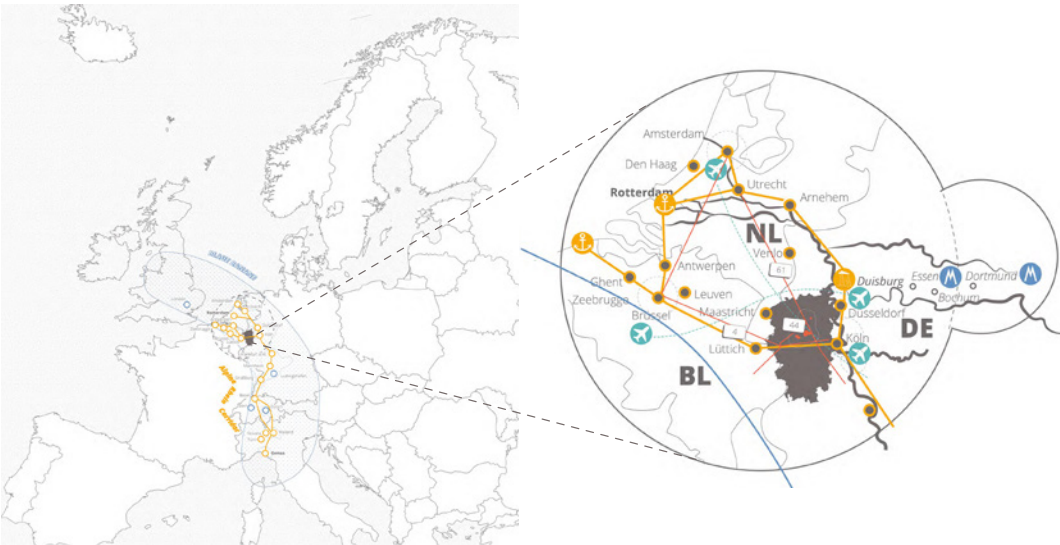
**Governance Models and
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Gilles Pinson, Science Po Bordeaux

International Lectures

The international lectures were held as a live event with
most lecturers taking part in real person. The guest articles
reflect their presentations and give an insight into the current
governance-specific developments in France, Barcelona,
Bordeaux and the Netherlands.

Watch the lifestream of the
International Lectures and the
Forum Discussion to dive deep
into the debate on how to program
metropolitan regions.

DISCUSSING THE NEW ROLE OF METROPOLITAN AREAS

«WE SHOULD FOCUS MORE ON A COMMON NARRATIVE ABOUT WHAT WE ARE AS A METROPOLIS»

Forum Discussion

In the face of rapid urbanization, which poses administrative, socio-economic and environmental challenges to all city-regions of the world, the panel discussion on the new role of metropolitan areas looked at what makes a integrated and well-programmed metropolis. For example, to what extent should its development and organization be institutionalized, and which key thematic areas require cross-border management through interregional cooperation? In this context, what co-creative potential can be mobilized in metropolitan planning and what does this consequently mean for metropolitan governance?

In the Vienna metropolitan area, especially in the economic field, it has proven successful to tackle new challenges from different angles and to join forces in the process, Eva Czernohorszky reflects regarding the international examples presented. As director of *Technology Services of the Vienna Business Agency*, she positively highlights the dynamic development of the innovation ecosystem, which is largely due to Vienna's economic strategy, which she helped to shape:

«I appreciated that the idea was not to write a smart paper that people take as a reference for decisions, but to establish routines for collaboration and coordination.»
Eva Czernohorszky

This approach has resulted in 70 multi-stakeholder lighthouse projects which serve as good practices in economic metropolitan development.

In other sectors however, the collaborative spirit seems to be less prominent. While, for example, in the manufacturing industry, cooperation across federal state borders in the search for the optimal location for a business has become quite common, the way housing is dealt with varies greatly from one administrative unit to another. According to Bernhard Steger, the *City of Vienna* represents a city with a very high level of competence, but little experience in inter-municipal cooperation. Therefore, the *Head of Department for District Planning and Land Use Central-Southwest* emphasizes that,

«We should focus more on a common narrative about what we are as a metropolis and what we want to stand for on a national and international level.»
Bernhard Steger

Even though cross-border visions have become indispensable in individual sectors, for example in the area of economic and location development or transport, there is no general understanding of why an overall metropolitan approach might be necessary in the Vienna region, says Johannes ▶

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Forum Discussion

The Forum Discussion was held as a closing event of the second *MetroLab Forum*. On the basis of the previous International Lectures the specific case of the Vienna city region was discussed from the different prespectives the local experts represented.

Suitner, who represents the *Research Unit of Urban and Regional Studies at the Institute of Spatial Planning* at *TU Wien*:

> *"I think there is a lack of problematization of why this territorial scale necessitates some kind of common action."*
> *Johannes Suitner*

From a scientific point of view, it is not least the sustainability transformation of the Vienna city region that makes a stronger focus on the metropolitan scale indispensable, he argues. Against the background of his recent research, which focuses not only on strategic agency in the field of energy transition and climate adaptation, but also on the role of experimental approaches and social innovation for urban development, he emphasizes the importance of narratives of change and imaginaries of sustainable urban futures. These can, for example, encourage the development of experimental governance projects that position themselves at the intersection of typical bureaucratic planning and radical artistic projects. Bernhard Steger agrees that the right balance has to be found between the pragmatic formalized approach of the city administration and informal, co-creative ways of working together. They do not have to be mutually exclusive, because, as Suitner points out: *"It's not about either or. I think you can take a procedural approach as a planner with resources we have in the Business Agency, the administration and all the intermediary bodies and still be successful in co-creating the metro-region."*

Andreas Hacker, manager of the *Stadt-Umland-Management (SUM)* Vienna/Lower Austria, has a clear position on the question of whether cooperation within the metropolitan area should be institutionalized. Even though he highlights best-practice examples of city-regional cooperation, such as in Hanover, he nevertheless criticizes the lack of space for creativity and innovation. Compared to other Austrian institutions, such as the *Verkehrsverbund Ostregion*, as an important association for city-regional public transport, the marketing association *VIENNA REGION* or the *Planungsgemeinschaft Ost (PGO)* with its special treaty

between Vienna, Lower Austria and Burgenland, he and his long-time colleague Renate Zuckerstätter have always been quite free in shaping their daily work. Even though they only have a modest budget at their disposal, the *SUM* has had a lasting impact on the development of the city region over the past decades. As the composition of the stakeholders and the focus topics of the region have constantly changed, their job description has been adapted accordingly, Andreas Hacker says:

> *"Our job is that of a networker or mediator, we offer a platform for communication."*
> *Andreas Hacker*

Therefore, being in contact with so many different stakeholders and partners, credibility is a very important point, he emphasizes. It is also of utmost importance to be able to communicate on different levels, because when talking to mayors and citizens, it is not only technical language that is needed.

Finally, in a concluding round, his colleague Renate Zuckerstätter argues: *"When we talk about an institution, we must first ask what it is supposed to be good for. What is the function of this institution, which is then followed by a certain form?"* Regardless of what form a metropolitan organization might take, the panelists agreed that such an institution should address not only issues of economic development, attractiveness, and innovation, but also issues of social segregation and environmental inequalities. Furthermore, there was a broad consensus that joint projects, especially in "soft" thematic areas such as green space development, are a good way to initiate inter-municipal metropolitan cooperation processes and thus create a starting point for further projects. Nevertheless, especially when it comes to "hard" strategic issues such as large-scale industrial transformations or urban growth, it is crucial to create incentives for cooperation mechanisms between settlements and at the same time raise awareness among the population for integrated metropolitan development. This could be the starting point for metropolitan planning as a new discipline. ▪

KEY FINDINGS ON THE NEW ROLE OF METROPOLITAN AREAS

1. UNDERSTAND METROPOLITAN AREAS AS FUNCTIONAL UNITS

Raising the question of the new role of metropolitan areas means at the same time having to take a closer look at the functionality of these complex spaces. As cities increasingly spread beyond their political and administrative boundaries, leading to the emergence of functionally intertwined city-regions, the city-regional approach becomes key to providing integrated solutions to current spatial development challenges. Above all, the sustainability transformation of city regions worldwide makes a stronger focus on the metropolitan level indispensable. Whether economic or settlement development, landscape and nature conservation or major infrastructural concerns - a multitude of interests requires a supra-local perspective that acknowledges the metropolitan area as a functional unit. For example, water management, energy transition, shifting transportation to more sustainable modes, or even small-scale climate adaptation strategies address extensive functional interconnections and spatial relations and thus require intensive cooperation.

2. FINDING A COMMON SENSE IS THE KEY TO COLLABORATION

There is no doubt that excellent solutions are needed for cross-border cooperation and interregional collaboration in the sense of an integrated metropolitan area or smart city region, where the core city and its surrounding area are thought together. But there is often a lack of inter-sectoral, cross-border visions that could spark the imagination of decision-makers and citizens. It is therefore of utmost importance that as many stakeholders as possible develop a common sense to drive joint projects forward. This can be achieved, for example, by emphasizing narratives of change and imaginaries of sustainable urban futures that encourage the development of experimental (governance) projects which position themselves at the intersection of typic bureaucratic planning and radical artistic projects. Niche experiments can stimulate local creativity, which in turn promotes self-efficacy. Meaning that people and regions that have had the experience of being able to influence and shape their own future can contribute greatly to the resilience of metropolitan regions.

3. PROJECT-BASED PLANNING AND INFORMALITY ENABLE STRONG COOPERATIONS

Building niches and developing micro-utopias through actor-supportive planning is an essential element in co-creating change, e.g. by making metropolitan action visible and tangible. Once a common sense of purpose is found, procedural models of planning that use a variety of small steps to show a perspective path can be of great value. This favours project-based planning rather than large-scale programmes, as well as a certain informality of processes and the formation of project-based collaborations. Compared to "hard topics", such as large-scale infrastructural redesigns, "soft topics", such as green space development or ecosystem conservation can serve as a starting point for such cross-border cooperation. For example, by preserving natural recreational areas and their biodiversity, or by promoting the circular economy, innovation can be made possible in the long term and endogenous potential can be mobilized. Moreover, project-based work is much easier if it is done in cooperation with people who trust each other and in an informal way, instead of institutionalizing it.

4. GOOD GOVERNANCE DEPENDS ON THE RIGHT DEGREE OF INSTITUTIONALIZATION

Before establishing new institutions, metropolitan areas need to overcome political inconsistencies and the lack of political will to work together. In most cases, the right balance must be found between the pragmatic, formalized approach of city administrations and informal, co-creative forms of cooperation. While positively perceived issues such as the development of recreational areas can serve as an impulse or "low hanging fruit" to informally start joint projects, tackling cross-border projects is more difficult when it comes to more unpopular topics such as settlement development. While informal, small-scale institutionalized networks often increase credibility and trust among stakeholders, much also depends on the commitment of individuals, such as individual mayors or parties. Increasingly, voices are being raised calling not only for smooth and discreet forms of metropolitan cooperation to avoid conflict, but also to let people participate in strategic issues. "Form follows function" is becoming an important principle when it comes to finding the right degree of institutionalization.

5. INCENTIVES AT NATIONAL LEVEL CAN PROMOTE COMMON VISIONS AND STRATEGIES

Even if it is difficult to realize real co-creative vision building processes, through which users actually develop strategies and projects together with planners or politicians on a national scale, it is this scale level that should be given more attention. Countries such as France or Poland show that incentives, such as tax benefits, can be provided at the national level to motivate spatially separated entities such as municipalities to cooperate with each other. EU funding initiatives are also increasingly helpful in this regard. Only if the lack of metropolitan governance is addressed in ongoing discussions can persistent political structures be loosened, and systemic obstacles overcome to pursue shared visions and strategies. This benefits not only the integration of different spatial areas (cooperation among neighbouring municipalities, urban and peri-urban areas), but also the integration of and dialogue between different government levels.

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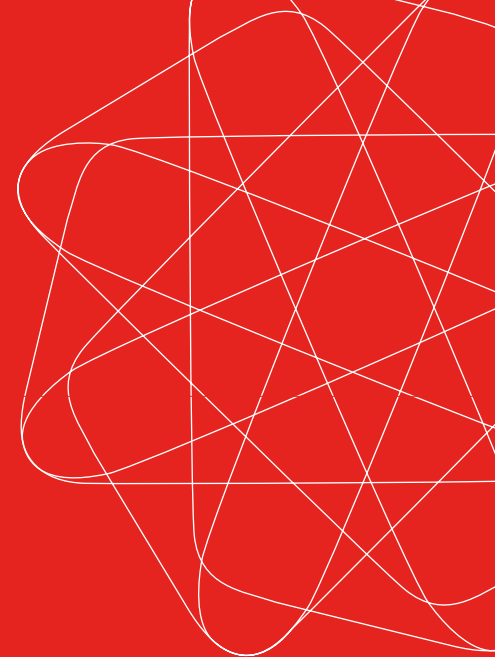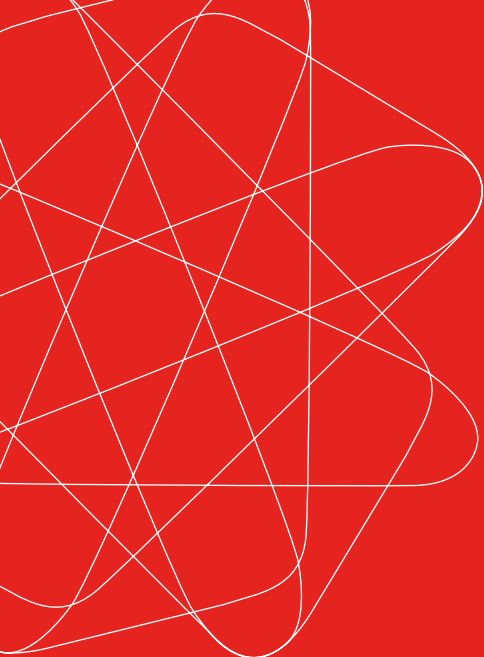*Architect ZT, Urban Design and Product Design*

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