



## Network of German Metropolitan Areas

# MEMORANDUM of understanding of the European metropolitan areas on EU structural policies after 2006

### Introduction

Europe's success is based on its capacity to combine diversity and to ensure growth at the same time. In this regard, urban and metropolitan areas can and must make an important contribution. Consequently, future structural and cohesion policies must be geared towards safeguarding and increasing the effectiveness of urban and metropolitan areas. **Their problems should be remedied, their potential be harnessed.**

This memorandum is submitted by the European metropolitan areas, represented by METREX – the Network of European Metropolitan Areas and Regions<sup>1</sup> –, and the German Metropolitan Areas<sup>2</sup>, represented by the Verband Region Stuttgart.

### 1. Metropolitan areas – a category of its own on Europe's landscape

#### Motors for Europe

The process of urbanisation has led to the development of many urban and metropolitan areas in Europe. These are highly dense agglomerations that experience very dynamic development regarding economic criteria, such as creation of added value, economic power and income, and take a prominent role at international level. Clusters of firms and infrastructures are spread in the whole metropolitan area. Metropolitan areas fulfil important functions for their hinterlands: they give impetus, are the location of central institutions and serve as gateways.

As the drivers of social, economic, technical and cultural development, they boost the effectiveness and competitiveness of the surrounding region, the member states and Europe as a whole. They make a major contribution to speeding up the process of

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<sup>1</sup> cf. [www.eurometrex.org](http://www.eurometrex.org)

<sup>2</sup> Representing the metropolitan areas of Stuttgart, Frankfurt, Ruhr, Hamburg, Hanover, Berlin, Saxony, and Munich.

European integration. Furthermore, metropolitan areas are nodes of international cultural transfer.

### **Problems to be solved to keep the motors running**

The positive effects of metropolitan integration are to some extent offset by negative effects, e.g. the industries' high vulnerability to crises, social segregation, internal imbalances in the labour market, unbalanced access to education and vocational development, lack of affordable housing, traffic congestion, large-scale soil sealing, urban sprawl, pollution of air, soil and water, limited access to recreational areas, and above-average crime rates. The advantages and disadvantages of urban and metropolitan areas have effects on the surrounding regions, too, e.g. due to commuter traffic and high pressure on the real-estate and housing market.

Problem solving and exploitation of potentials in metropolitan areas call for an integrated metropolitan wide approach. People live, work and relax in the whole metropolitan area, not just in one single municipality. Thus, these aspects are not restricted to the core cities defined by administrative boundaries but show effects at regional level, sometimes even beyond the regional boundaries, so that there is often no institutional basis for solving these problems. There is a need for a joint approach to ideas and projects in metropolitan areas.

## **2. Contributions of metropolitan areas to Europe**

The European metropolitan regions are willing and able to make an important contribution to Europe's development. It is within the diverse and complex European metropolitan areas that the policies of the European Union can be implemented most effectively. They frame the daily interaction of municipalities, industry and civil society and contribute to a direct link between Europe and its citizens. The regional policy of the EU is recommended to exploit this potential.

### **The Lisbon process**

One important variable influencing Europe's development is global competitiveness. In spring 2000, the Lisbon Council agreed that Europe shall become the most competitive and knowledge-based economy in the world, capable of sustainable development and more and better jobs and social cohesion. Metropolitan areas are the centres or nodal points of economy, knowledge, science, innovation, transport, communication and culture, and they provide a good starting base in this regard, having high attractive power and potential. They are catalysts and act as drivers of regional development. Whether Europe will be capable of facing international competition for business, investments, science and social security will largely depend on its metropolises.

### **The ESDP objectives**

It will be virtually impossible to promote a positive development of Europe as a whole without supporting the metropolitan areas as the growth poles. This is in line with the contents of the ESDP that aims at providing the spatial and structural basis for the Lisbon process. The ESDP explicitly calls for the creation of strong growth regions in Europe. At the same time, the ESDP policy options focus on the responsibility of metropolitan areas to create dynamic zones of global economic integration. These shall not be isolated islands of growth, but shall comprise a network of internationally accessible metropolitan regions and their linked hinterland (towns, cities and rural areas of various sizes) (cf. 3.2.1 and 3.2.2). Consequently, promoting metropolitan regions also means to support their hinterland and surrounding area.

### **The Cohesion objective**

Cohesion is a fundamental objective of EU regional policy and has now been incorporated in art. 1.3 of the European Constitution. Metropolitan areas, as the drivers of growth, can make a major contribution in this regard. The same way small towns and cities act as drivers for rural and peripheral regions, urban and metropolitan areas play an important role at a higher level and for Europe as a whole. The suggestion to strongly promote metropolitan areas doesn't mean that structurally weak regions should no longer receive support. The two objectives of balance and growth do not exclude each other; they rather complement each other with a view to territorial cohesion within the European Union.

### **The EU's enlargement**

The EU's enlargement from 15 to 25 member states is a major challenge for the Union itself, for each state and the regional and local authorities. Metropolitan areas can play an important role in promoting the development of the accession states on grounds of their driver and gateway functions. The metropolitan areas in all future EU member states are therefore nodal points in the communication and co-operation process.

The metropolitan areas are aware of their **special role and responsibility for Europe's spatial development and competitiveness**. They want to be Europe's integration and growth drivers. The ongoing process of globalisation is rapidly enhancing the importance of metropolitan areas. However, the metropolitan areas can only face international competition successfully if

- their role as catalysts of development is recognised by policy makers and society, and if
- they receive stronger support in their efforts to remain competitive at global level.

The metropolitan areas believe, however, that the current EU funding instruments are not sufficiently geared towards remedying deficits and harnessing the potential of urban and metropolitan areas.

### 3. Future policy for urban and metropolitan areas

The European Commission and other organisations are in favour of **strengthening the urban component** of future EU structural policies:

In 2002, representatives of cities and urban regions launched a broad debate on the future of EU regional policies at various meetings. The tenor of the **METREX Conference on The Social Face of Sustainability in May 2002 in Thessaloniki** (Greece), the **"Cities for Cohesion" conference held in July 2002 in London** (Great Britain), the **meeting of the Union of Capitals of the European Union in September 2002 in Lisbon** (Portugal) and the **'Assembly of Regions' conference held in November 2002 in Pécs** (Hungary) was that cities and metropolitan areas should play a much greater role in future structural policies and that EU regional policies should focus much more on the urban dimension.

**A Memorandum of European capitals and capital regions on future EU regional policies, dated 29 January 2003**, pleads for a real urban dimension. It describes urban regions as the development drivers of their hinterlands too and calls for a stronger commitment of EU regional policies to promoting urban regions. Eligible measures should therefore focus on the objectives of the Lisbon process, better coherence within urban areas and social cohesion.

The accession of ten states to the European Union entails new challenges for EU regional policies. The European Commission's **second interim report on economic and social cohesion in the future community, dated 30 January 2003**, takes stock of the situation and development of the regions and provides an overview of the current debate on the future of EU cohesion policy for the period 2007–2013. The report focuses on the fact that, in an enlarged EU, economic differences will be even greater than today, regional disparities will continue to grow while the employment situation will continue to deteriorate. Another important issue addressed by the report is the situation of cities and their hinterlands which the authors consider essential for future economic and social cohesion in Europe. In future, it must be one of the EU's primary objectives to face up to these challenges.

The views of cities and urban regions regarding the reform of EU cohesion policies were expressed during a **discussion with Commissioner Michel Barnier in Brussels on 17 February 2003**. During the meeting, it was emphasised that the promotion of urban regions will make a contribution to reaching the ESDP and Lisbon objectives since cities and metropolises are the growth drivers in their respective regions and Europe as a whole.

In April 2003, METREX, the Network of European Metropolitan Regions and Areas, and the German Network of Metropolitan Areas held a joint **International**

**Conference on Metropolitan Governance in Stuttgart** with contributions from the Science Community, the European Commission, the OECD and European and US metropolitan areas. The more that 165 delegates supported the idea of a stronger *metropolitan* dimension in European policies.

As a consequence of the Stuttgart Conference, METREX and the German Metropolitan Areas organized a meeting in Brussels on "**The role of metropolitan regions in an enlarged Europe**" on **16 June 2003**. During the meeting, the Commission was asked to pay greater attention to metropolitan areas in the framework of structural and cohesion policies. This demand was also supported by **OECD** representatives.

At the conference "The future of EU structural funds" held by GD Regio on 8 July 2003, the "Cities for Cohesion" association submitted its position entitled "**A stronger EU intervention in large urban areas**". The paper states that large urban regions can make an important contribution both to the Lisbon process as well as the cohesion objective. As a result, future EU regional policies must continue to focus on structurally weak regions and inner-city problems but, at the same time, they must be geared towards meeting the needs of urban regions.

**Spatial planners** also support the demand for a consistent promotion of strategies to remedy deficits and harness the potential of urban and metropolitan areas. The French spatial planning body, DATAR, and the German *Akademie für Raumforschung und Landesplanung* (ARL; Academy of Spatial Research and Regional Planning) expressed this view.<sup>3</sup>

#### **4. Fields of action and instruments of support**

The German and European metropolitan areas support the demand for a stronger integration of the urban dimension into the future EU structural and cohesion policies. Furthermore, they plead for an ***metropolitan component in structural and cohesion policies***.

The primary objective of a metropolitan policy must be to guarantee that metropolises can live up to their **role as growth drivers**. The position of metropolitan areas must be strengthened so that they can meet the growing demands and tasks they are confronted with and can compete with metropolitan areas world-wide.

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<sup>3</sup> DATAR (2002): European regional policy after 2006. Preliminary observations, communication of the director of DATAR, the French spatial planning body, to the working group set up by Commissioner Barnier (manuscript); Akademie für Raumforschung und Landesplanung (2003): Regionale Strukturpolitik der EU nach 2006 (= position paper no. 53), Hanover.

Europe's economic and social prospects depend on the **future and role of its strong metropolises** as highly dense regions stretching far beyond the boundaries of a single city. Their competitiveness and innovative power (by international standards) and their internal effectiveness must be maintained and enhanced. This is not about a universal, one-fits-all promotion concept. The specific problems and opportunities of urban and metropolitan areas must be taken into account.

As a consequence, EU policies should increasingly take account of the needs of urban and metropolitan areas and support them with a view to minimising their weaknesses and using their strengths. The existing potentials of European metropolitan areas generate an added value which can support the Lisbon process, ESDP, cohesion and enlargement.

Measures aiming at the solution of problems and exploitation of existing potentials should primarily focus on the following areas:

#### **(1) External networking of metropolitan areas**

Support is sought for the development of **effective transnational and inter-regional polycentric metropolitan strategies** to promote and implement balanced competitiveness, complementarity, social cohesion and sustainable development, e.g. for

- Transport accessibility
- Internationalisation of economy, administration and infrastructures (e.g. system of international schools, consultation for employees in aspects of social security)
- Establishment of internal and external strategic alliances throughout Europe and beyond
- Exchange of experiences and joint learning process
- Intensification of transfer between current and future EU member states.

#### **(2) Internal networking within metropolitan areas**

Support is sought for the establishment of **appropriate mechanisms for effective metropolitan governance** to promote and implement integrated regional strategies for balanced competitiveness, complementarity, social cohesion and sustainable development, e.g.

- Integrative 'corporate governance' measures
- Strengthening of urban/rural relationships
- Strengthening the impetus function for the region as a whole
- Promoting regionalisation and process of raising regional awareness (identity) with the help of regional networks and regional management.

### **(3) Growth and employment**

Measures are sought to **provide integrated support for research and development and improved access to know how, start up funding and venture capital** to promote and sustain economic growth and development, e.g.

- Strengthening and harnessing innovative potential
- Promoting the transfer of knowledge and technology
- Intensifying applied research
- Promoting the set-up and development of SMEs (start-ups and spin-offs)
- Exchange of highly qualified staff.

### **(4) Social affairs and education**

Support is sought for **integrated economic, social, transportation and spatial planning action for better accessibility, education and training, security and housing** to improve social cohesion, e.g.

- Measures to fight segregation
- Equal opportunities for men and women
- Access to the labour market and education and training
- Investment in general vocational training
- Reintegration of deprived groups
- Investment in vocational training for immigrants and improvement of their language skills
- Relieving housing problems of socially vulnerable groups
- Fight against crime.

### **(5) Transport**

Support is sought **for integrated economic, transportation and spatial planning action to improve gateways and inter-modal connectivity, and public and freight transport networks and their coverage**, in order to improve competitiveness and cohesion, e.g.

- Enhancement of Trans-European Networks (TENs)
- Promotion of sustainable passenger and freight transport
- Connection of hinterland to public transport network
- Enhancement of local public transport network
- Shift of modal split towards local public transport
- Enhancement of inter-modal character of transport.

### **(6) Energy**

Integrated support is sought for the **development and use of renewable energy within metropolitan areas** to mitigate climate change, e.g.

- Promoting the production and use of renewable energies in metropolitan regions as the main areas of demand
- Promoting the use of "clean" energies in urban transport.

## **(7) Environment and health**

Support is sought for **integrated economic, social, transportation, environment and spatial planning action to address the related issues of deprivation, pollution, waste management and open space** in order to improve urban environmental quality, e.g.

- Revitalisation of deprived districts
- Reducing and remedying environmental pollution
- Improvement of air quality
- Preservation of cultural heritage
- Improving accessibility of open spaces in metropolitan areas as a direct compensation for highly dense areas
- Sustainable waste management.

## **(8) Land use and spatial planning**

Support is sought for **integrated economic, social, transportation, environmental and spatial planning action to minimise environmental impact and promote a more sustainable approach to development** in order to improve metropolitan well being and competitiveness, e.g.

- Reduction of soil sealing as a contribution to flood management
- Improving allocation of housing, commercial and infrastructure areas
- Maintaining open spaces for fresh-air supply, networking of biotopes and recreation
- Implementing sustainable spatial planning concepts on the basis of cross-regional approaches
- Maintenance of the vitality and viability of city and town centres
- Regional monitoring
- Enhancing spatial planning at the level of urban and metropolitan areas.

The European metropolitan areas represented by METREX and the German Metropolitan Areas represented by Verband Region Stuttgart ask the European Commission to support respective measures in metropolitan areas with appropriate instruments of their structural policies after 2006 by means of a **non-geographic objective 2+3 programme for all areas and citizens, the community initiative URBAN, developed in a metropolitan and not only municipal perspective, or a new initiative METROPOLITAN** as well as in the scope of **Innovative Actions**. In this respect, the actual proposals of the *Cities for Cohesion* on the tailoring and financing of the future EU-instruments of intervention form a good basis for further consideration.

The above-mentioned problems that urban and metropolitan areas are confronted with cannot be assessed on grounds of a GDP indicator alone. Another indicator (e.g. population density) or a combination of several indicators would be more appropriate.

The European metropolitan areas are open to discuss this Memorandum and its implications.

Torino, Stuttgart, 24-7-2003

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## Annex

METREX and the Network of German Metropolitan Areas represent the following metropolitan areas:

<b>METREX members</b>	
<b>Metropolitan Area</b>	<b>Member Authorities</b>
Amsterdam	Provincie Noord-Holland
	Stad Amsterdam
Athens	Prefecture of Western Attica
	Prefecture of Eastern Attica
	Prefecture of Piraeus
	Prefecture of Athens
	Organisation for the Planning & Environmental Protection of Athens
Barcelona	Generalitat de Catalunya
Bayonne - San Sebastián	Eurociuda Vasca Bayonne-San Sebastián
Bilbao	Gobierno del Pais Vasco
Bologna	Regione Emilia-Romagna
	Provincia di Bologna
Bradford	City of Bradford Metropolitan District Council
Brno	Municipality of Brno
Bruxelles	Région Bruxelles-Capitale
	Ville de Bruxelles
Budapest	Central Region of Hungary
Côte d'Azur	Conseil Général des Alpes-Maritimes
Genova	Provincia di Genova
Glasgow	Glasgow City Council
	Scottish Enterprise Glasgow
	Glasgow & Clyde Valley Structure Plan Joint Committee on behalf of 8 authorities
	The Scottish Greenbelt Company Limited
Granada	Ayuntamiento de Granada
Helsinki	Uusimaa Regional Council
	YTV Helsinki Metropolitan Area Council
Kraków	Municipality of Kraków
Lisboa	Área Metropolitana de Lisboa
London	Greater London Authority
Milano	Regione Lombardia
München	Regionaler Planungsverband München
Nürnberg	Regionaler Planungsverband Industrieregion Mittelfranken
	Verein Die Region Nürnberg e.V.
Øresund	The Øresund Committee on behalf of 13 authorities
Porto	Área Metropolitana do Porto
Prague	City Development Authority of Prague
Riga	City of Riga Council
Roma	Regione Lazio
	Provincia di Roma
Rotterdam	Rotterdam City Council

Szczecin	Municipality of Szczecin
Sevilla	Junta de Andalucía
	Ayuntamiento de Sevilla
South Coast Metropole	Borough of Bournemouth
	Borough of Poole
	City of Portsmouth
	City of Southampton
Stockholm	Stockholm County Council
	Stockholm City Council
Stuttgart	Verband Region Stuttgart
Thessaloniki	Prefectural Authority of Thessaloniki County
	Organisation for the Master Plan & Environmental Protection of Thessaloniki
Torino	Regione Piemonte
	Provincia di Torino
	Città di Torino
Venezia	Regione del Veneto
Wroclaw	Municipality of Wroclaw
Zaragoza	Diputación Provincial de Zaragoza

<b>Members of the Network of German Metropolitan Areas</b>	
<b>Metropolitan Area</b>	<b>Member Authorities</b>
Berlin-Brandenburg	Gemeinsame Landesplanungsabteilung der Länder Berlin und Brandenburg
Frankfurt/Rhein-Main	Planungsverband Ballungsraum Frankfurt/Rhein-Main
Halle/Leipzig-Sachsendreieck	Sächsisches Staatsministerium des Innern
Hamburg	Senatskanzlei der Freien und Hansestadt Hamburg
	Innenministerium des Landes Schleswig-Holstein
Hannover	Region Hannover
	Landeshauptstadt Hannover
München	Regionaler Planungsverband München
Rhein-Ruhr	Kommunalverband Ruhrgebiet
Stuttgart	Verband Region Stuttgart