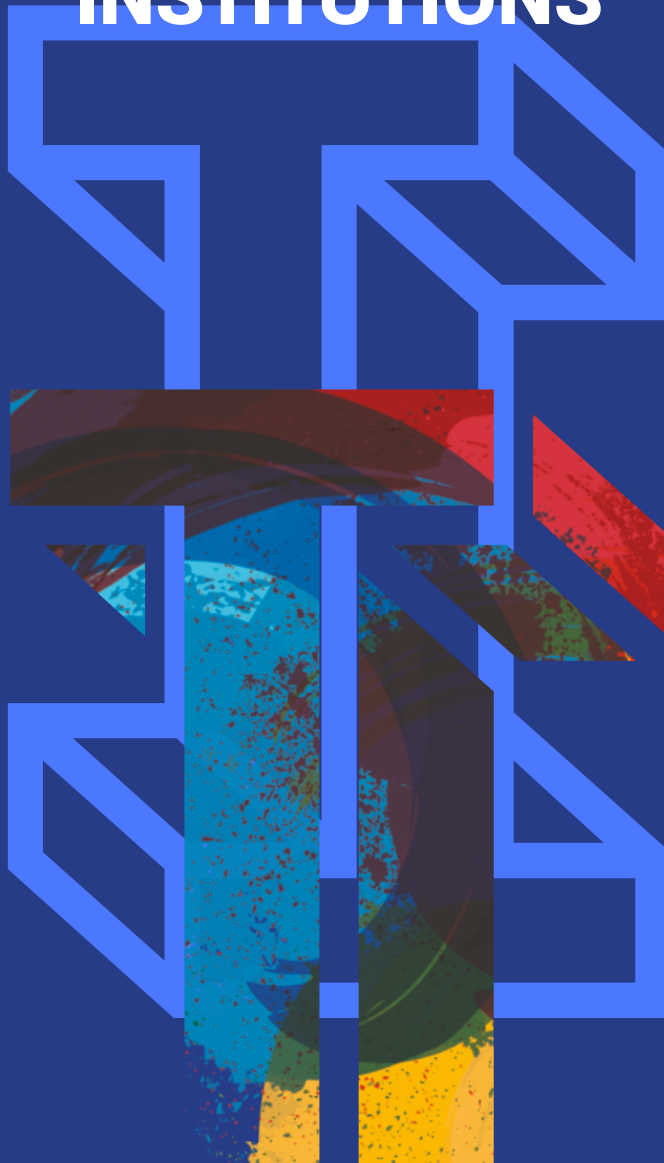


METROPOLITAN INSTITUTIONS



**Guidelines for designing and managing
the metropolitan authority**

METROPOLITAN INSTITUTIONS

Guidelines for designing and managing
the metropolitan authority

Metr**HUB**



UN-HABITAT



METROHUB TOOLS: METROPOLITAN INSTITUTIONS GUIDELINES FOR DESIGNING AND MANAGING THE METROPOLITAN AUTHORITY

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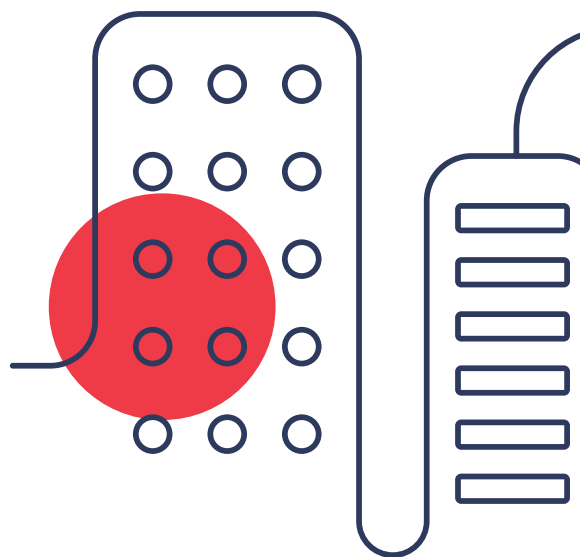
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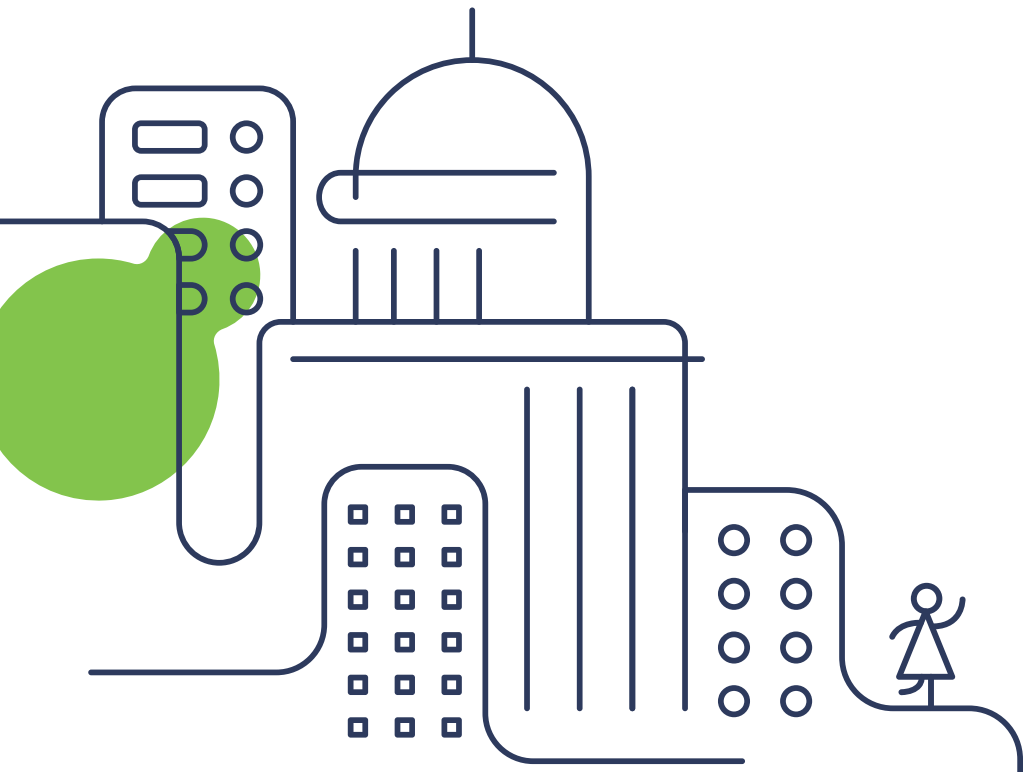
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EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Metropolises are a territorial scheme that require coordinated management of the territory, necessitating intermunicipal and intersectoral policies. Owing to the complexity of the problems, these cannot be tackled from the local or merely sectoral level, but rather require comprehensive and integrated actions.

The sustainable development of metropolitan areas depends on the capacity of the actors to organise themselves and to change the way of managing the territory, making it more functional within an urban system, optimising the use of local resources and conditions to make it competitive.

Metropolitan institutions allow for a more efficient management of the interjurisdictional and intersectoral complexity of the territorial affairs of the metropolises. These organisations, specialised in having an integrated vision of the territory, facilitate metropolitan management through strategies that coordinate sectoral interests, levels of government, and the design and execution of projects with a metropolitan impact.

UN-Habitat, through its MetroHUB initiative, presents this document on Metropolitan Institutions with the aim of offering a guide for their structuring and implementation, highlighting the role of metropolitan institutions in improving the urbanisation process at a global level within the framework of its vision for “A better quality of life for all in an urbanising world”.

The Metropolitan Institutions are public, shared entities that promote interjurisdictional coordination and strategic and technical management for comprehensive, integrated territorial development. They are classified according to the management they carry out and the composition of their highest governing body.

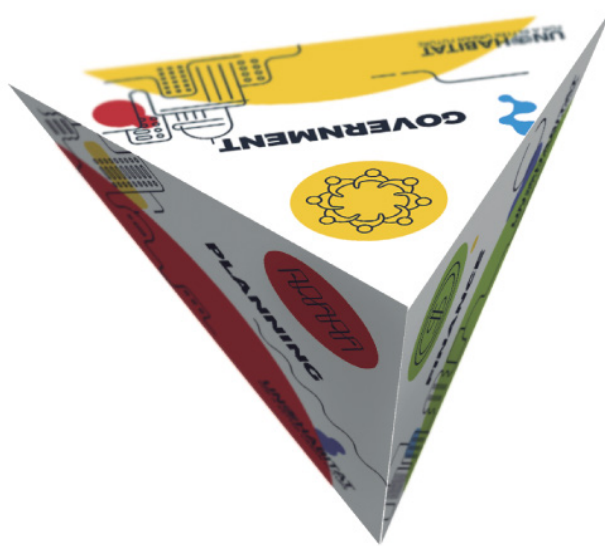
Their objective is to promote and coordinate the integration of the sustainable development of the territorial jurisdictions that make up the metropolis, to improve territorial competitiveness and the quality of life of their inhabitants, through coordinated and efficient management of the relevant matters of the territorial dynamics and optimisation of the benefits of urban development.

They have governance, planning and financing functions and are also responsible for relevant matters that directly affect the sustainable development of the metropolitan territory and which are common to the cities that make up the metropolitan area.

The administrative structure of the metropolitan institutions will depend on the political will to establish its organisational complexity and their general or sectoral profile.

Basically, their structure consists of a collegiate political component, a technical and financial component and a participatory component.

The management model of the metropolitan institutions is a reference framework for orderly, planned, sustainable and efficient administration on which to develop their policies and actions, in order to achieve their objective and function of promoting and coordinating the integration of the sustainable development of the territorial jurisdictions that make up the metropolis.



MetroHUB, through the “Metropolitan Management Pyramid”, presents a methodology that allows the key actors in the metropolis to define this metropolitan management framework and to guide the process of structuring, redesigning and implementing metropolitan institutions.

The pyramid includes the concept and scope of the metropolitan management model, based on the integration of governance, planning and financing, and identifies 12 matters for “Leaving no one and no place behind in metropolitan management”:



GOVERNANCE



Management Agency

Relevant Matters



Legal Framework
and Regulations



Collegiate Management Body



FINANCING



Budget

Resources



Accountability



Pooled Fund



PLANNING



Projects

Monitoring and Evaluation



Instruments



Territorial Vision and Brand



Integrating management to respond to the integration of the territory offers a new way of addressing territorial challenges, with impacts on different dynamics of urban development, through the integration of governance, planning and financing. The bases of this integration are:

- Knowledge
- Collaborative Culture
- Political Will

Integrating Governance

To coordinate and articulate the territorial management and administration capacities and competencies of the local governments of the cities within the metropolis in order to identify and regulate the sustainable development matters that unite them in terms of their management, with the aim of strengthening, reducing, or eliminating them.

Integrating Planning

Once the matters that unite the territories have been identified; that is, the metropolitan matters or facts, they must be planned on a metropolitan scale with a harmonisation and integrated approach, with short, medium, and long-term goals. The metropolitan plans must be coordinated with other levels of planning, regional and national, and with sectoral plans, and policies, programmes and projects must be designed for their implementation.

Integrating Finance

To build financial capacity it is necessary to integrate local capacities and budgetary efforts. This involves making budgetary transfers and alliances to achieve financial capacity that makes the management of metropolitan matters or facts

viable, and developing projects with a metropolitan impact, through efficient resource investment and optimisation of the benefits of urban development.

The main benefit of integrated metropolitan management is a more efficient administration of the territory's strategic resources, generating impact at a lower cost on the territorial scope, on economic, financial and technical capacity, and on the quality of life of citizens.

Finally, for the implementation of a metropolitan institution, it is recommended to complete four phases:

Phase 1. Metropolitan Consciousness

The phase encourages dialogue, exchange of opinions, and discussion of metropolitan problems as part of the public debate, and a metropolitan political agenda is defined. That is, the metropolitan topic is made public and put on the agenda of political, technical, private, academic and social actors, and society in general.

Phase 2. Metropolitan Agenda

This phase is aimed at giving political legitimacy to the process. Once the metropolitan matters have been identified, it is necessary to capture the interest of the governments and strategic actors of the cities in seeking more efficient solutions to resolve the problems identified.

Phase 3. Metropolitan Institutional

Here the focus is on making the metropolitan agenda operational by shaping the institutional framework and designing projects to find solutions to address metropolitan matters.

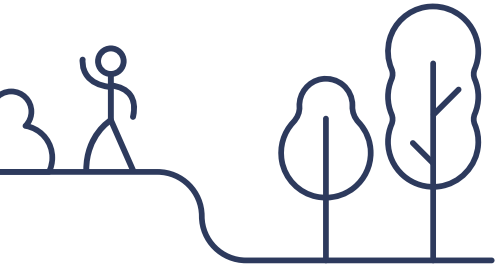
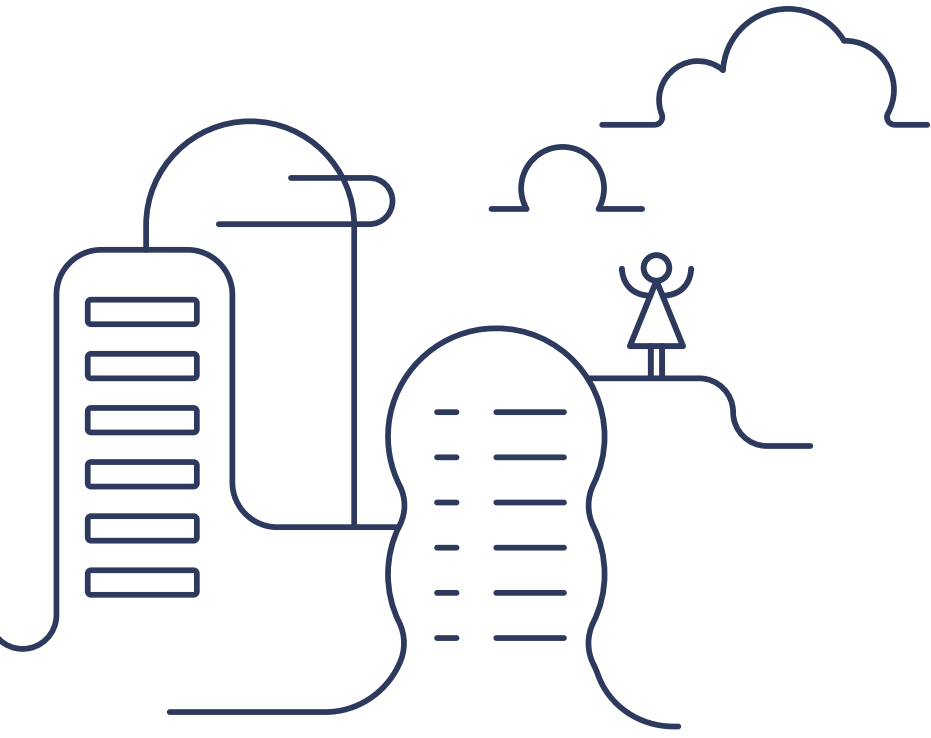
Phase 4. Institutional Functionality

The is the phase of implementation of the institution. It is when the powers and functions of the metropolitan institution are exercised. Metropolitan institutions facilitate territorial management by identifying the vision of integrated

development, setting objectives and developing strategies to meet these objectives, creating policies that respond to the intersectoral nature of the problems, coordinating the different levels of government and implementing projects.



INTRODUCTION



INTRODUCTION

UN-Habitat, through its MetroHUB initiative, presents this document on Metropolitan Institutions with the aim of offering a guide for the structuring and implementation of institutions at a supramunicipal level, responsible for managing the territory's metropolitan matters and sectoral matters with a metropolitan impact. It highlights the importance of metropolitan institutions for effective territorial management and competitiveness, describes their typology, characteristics, objectives, functions and structure, and proposes a metropolitan management methodology and recommendations for its implementation.

MetroHUB¹

MetroHUB is a multi-level initiative that aims to enhance the capacity of key players in metropolitan development to better plan, govern, finance and administrate metropolitan areas. To complement UN-Habitat's three-pronged approach, the initiative combines capacity-building, planning, governance and financing with socio-environmental considerations, and promotes the design (and implementation) of strategic "acupuncture" projects in the specific local context of a metropolitan area to bring about visible and tangible changes for the population.

Through the MetroHUB initiative, UN-Habitat supports the main metropolitan actors in developing strategies for their metropolitan areas (or city systems) according to their specific local contexts, values, assets, and priorities.

The document is a technical support tool offered by MetroHUB to the metropolises within its service portfolio, for strengthening metropolitan management and development capacities. It is also a tool for improving the urbanisation process at a global level within the framework of UN-Habitat's vision of "A better quality of life for all in an urbanising world".

It also promotes partnerships between cities, between rural and urban areas, between different stakeholders, and between different levels of government authorities.

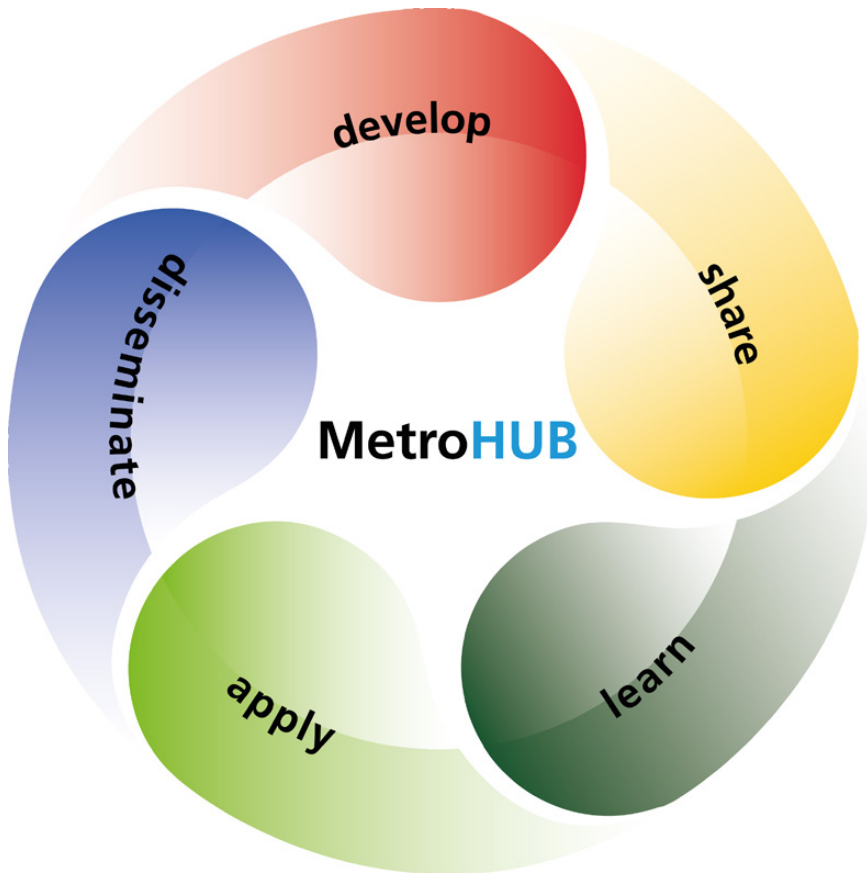
Although customised for metropolitan areas, MetroHUB's approach can also be applied to city systems with more than two municipalities that face common challenges that can be better addressed in a concerted (metropolitan) manner, in order to provide efficient services and ensure effective management.

The MetroHUB initiative was designed to enhance the capacity of key actors to address the challenges facing metropolitan areas.

1 MetroHUB – Supporting Metropolitan Development: <http://urbanpolicyplatform.org/metrohub/#>

It also offers a wide range of services and activities, including technical advisory services, review of policies, plans and strategies, metropolitan profiles, support for communication and branding strategies, and capacity evaluations, among others.

MetroHUB was conceived for “learning, sharing, developing, applying and disseminating” information, strategies, plans and tools for sustainable metropolitan development.



UN-Habitat Strategic Plan 2020 – 2023²

Based on its vision of “A better quality of life for all in an urbanising world”, UN-Habitat focuses all its institutional actions and those of its partners on improving national and international efforts aimed at addressing the challenges of urbanisation.

In this regard, UN-Habitat sees urbanisation as a process that can transform territories, the connection between human settlements throughout the urban-rural continuum, including small market towns, small and medium-sized cities and major urban centres, and that can guarantee access for all to adequate and affordable housing, basic services, and facilities.

UN-Habitat promotes urbanisation as a positive transforming force for individuals and communities and for reducing inequality, discrimination, and poverty.

Accordingly, the overall objective of the strategic draft plan is to advance sustainable urbanisation as a driver of development and peace, to improve the living conditions of all through four domains of change:

- (A)** Reduced spatial inequality and poverty in communities throughout the urban-rural continuum
- (B)** Increase in shared prosperity of cities and regions
- (C)** Strengthening of climate action and improvement of the urban environment
- (D)** Effective urban crisis prevention and response

These domains are supported by the social inclusion aspects of human rights in terms of gender, disability, children, young people, and the elderly.

² Plan Estratégico ONU-Habitat 2020-2023: www.unhabitat.org

UN-Habitat, as a centre of excellence and innovation for sustainable urban development, through this guide to structuring and implementing MetroHUB Metropolitan Institutions, contributes to achieving greater shared prosperity in cities and regions (domain of change B), providing guidelines for the constitution of institutions that are facilitators of equity and territorial complementarity in cities that are part of a metropolitan area or urban agglomeration not yet managed as a metropolis.

This guide serves as a tool for integrating territorial management, as a technical support for decision makers and key actors in metropolitan areas and city systems for fostering collaborative work

for sustainable development beyond political-administrative limits, mutual benefit for the small and medium-sized cities that comprise them, reducing pressure on primary or core cities, increasing territorial equity, improving spatial connectivity, increasing productivity, strengthening institutional coordination at all levels, greater and more efficient sharing of financial resources from the different levels of government, implementing projects with the greatest impact at a lower cost, innovating processes by unlocking undeveloped potential, and making full use of local resources and assets.

A new focus for UN-Habitat

UN-Habitat promotes transformative change in cities and human settlements through knowledge, policy advice, technical assistance and collaborative action to leave no one and no place behind.



Reduced spatial inequality and poverty in communities across the urban-rural continuum



Enhanced shared prosperity for cities and regions



Strengthened climate action and improved urban environment

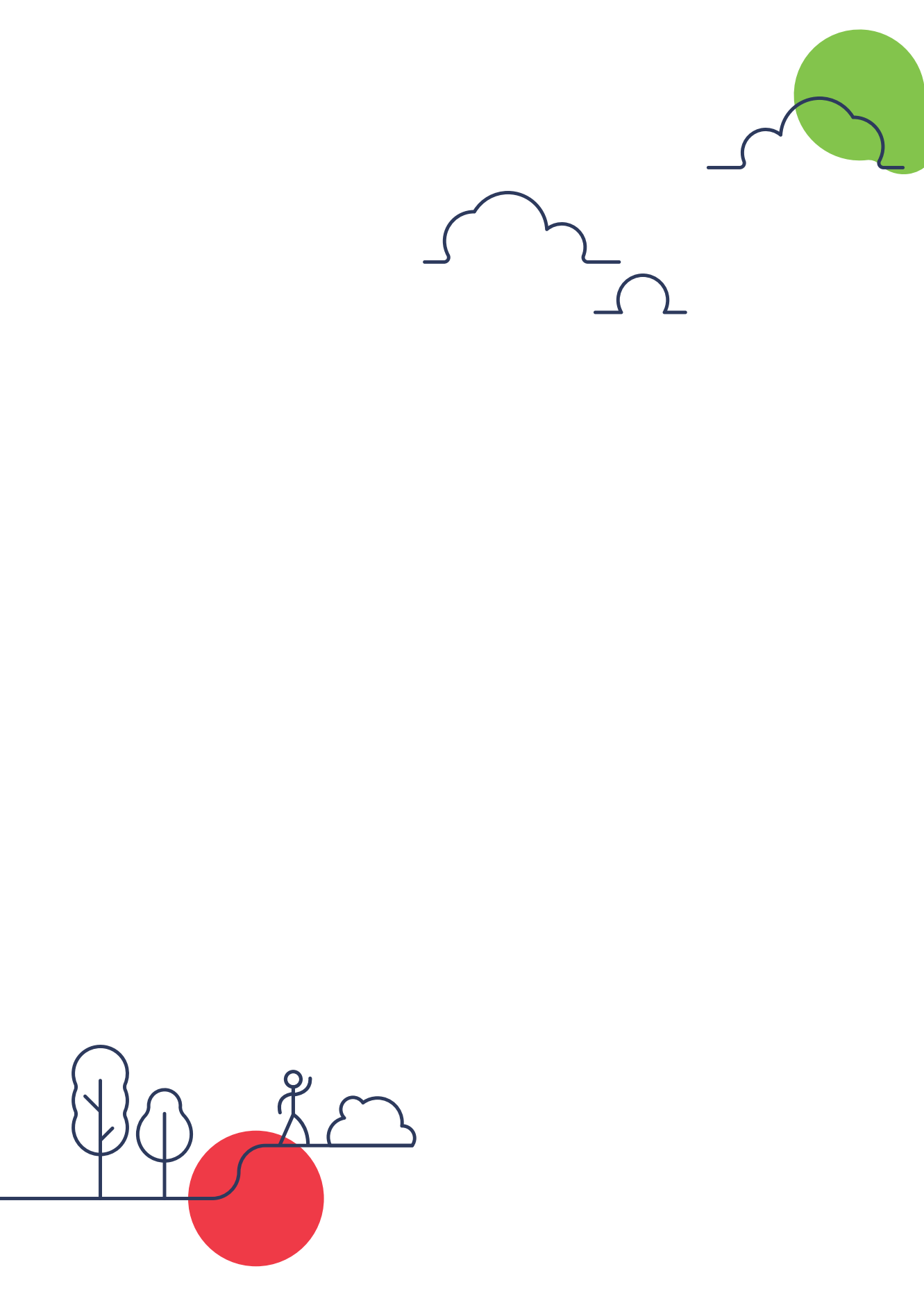


Effective urban crises prevention and response

+ GET TO KNOW OUR STRATEGY



CONTEXT



METROPOLITAN INSTITUTIONS AND TERRITORIAL MANAGEMENT

The phenomenon of population concentration in cities has given special importance to the territory, and the fate of cities depends on the capacity of urban subjects to organise themselves and change the way of managing the territory to make it more functional within an urban system, optimising the use of local resources and conditions to make it competitive.

Today's metropolises are a territorial scheme that facilitates land-use planning with a more efficient use of resources through territorial coordination and complementarity.

Metropolitan areas are attractive due to the wealth they create, technological innovation, and the offer of urban services, which encourages population migration. This leads to a concentration of social problems and difficulties in the citizens' daily lives, mainly with regard to the housing/transport relationship, and it generates social inequalities. Metropolitan areas also have a higher level of environmental degradation, due to the concentration of economic activity. These territories, therefore, present great challenges for both governments and citizens.

In this context, the way in which the territory is managed is fundamental to meeting the challenges of metropolitan development, responding in a timely and efficient manner to problems so as not to affect competitiveness and territorial development.

A coordinated management of the territory is essential in this kind of territorial scheme. It requires intermunicipal and intersectoral policies, since the complexity of the problems cannot be addressed from the local or merely sectoral level. Comprehensive and integrated actions are required. As an example, environmental problems cannot be solved through environmental policies alone; they require actions in the areas of land-use planning, transport and economic development. Moreover, these problems are not confined to the local level, they go beyond borders, so local policies do not solve the problems. Supramunicipal policies are required.

The question then is: who is addressing these challenges, who is conceptualising and planning the solutions and, above all, implementing the solutions to these territorial challenges? Local institutions have their own set of challenges, and their competence has jurisdictional limits.

Tackling the interjurisdictional and intersectoral complexity of territorial matters in the metropolis requires institutions dedicated to achieving the strategic integration of the territory, to conceptualising, designing and planning solutions, and to implementing projects that transform the realities of the territory, resulting in more sustainable, inclusive, resilient and safe territories.

Metropolitan institutions facilitate territorial management by identifying the vision of integrated development, setting objectives and developing strategies to meet these objectives, creating policies that respond to the intersectoral nature of the problems, coordinating the different levels of government and implementing projects.

The 2023 Agenda and Sustainable Development Goals³



The 2030 Agenda sets out 17 Sustainable Development Goals (SDGs) to call for actions to achieve a new vision of sustainable development by countries and regions.

SDGs are also a planning tool for countries, at both the national and local levels. Their long-term vision supports each country on its path towards sustainable, inclusive and environmentally-friendly development through public policies and budgeting, monitoring and evaluation instruments and by putting the dignity and equality of people at the forefront.

The Metropolitan Institutions are those called upon to carry out actions to achieve the sustainable development of the metropolis. Therefore, the SDGs serve as a guide for the formulation of metropolitan actions and also as a mechanism for mediating and evaluating progress in achieving sustainable development targets. Specifically, the targets of Goal 11, Sustainable Cities and Communities, guide the management of the metropolitan institutions.

³ Agenda 2030 - Objetivos de Desarrollo Sostenible: <https://www.un.org/sustainabledevelopment/>



Make cities and human settlements inclusive, safe, resilient and sustainable

GOAL 11 TARGETS⁴

11.1 By 2030, ensure access for all to adequate, safe, and affordable housing and basic services, and upgrade slums

11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons

11.3 By 2030, enhance inclusive and sustainable urbanisation and capacity for participatory, integrated and sustainable human settlement planning and management in all countries

11.4 Strengthen efforts to protect and safeguard the world's cultural and natural heritage

11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations

11.6 By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management

11.7 By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities

11.a Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning

11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change and resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels

11.c Provide support to lesser-developed countries, including financial and technical assistance, so that they can construct sustainable and resilient buildings using local materials

The Goal 11 targets place matters related to housing, transport systems, sustainable urbanisation, protection of cultural heritage, territorial resilience, air quality, waste management, access to public space, urban-rural coordination and integrated planning on the agenda of the metropolitan institutions.

⁴ Ciudades y Comunidades Sostenibles: <https://www.un.org/sustainabledevelopment/cities/>

THE MONTRÉAL DECLARATION ON METROPOLITAN AREAS⁵



This declaration on metropolitan areas, with the main objective of fostering metropolitan cooperation for sustainable urban development, established a series of actions to transform the metropolises, which are guidelines for the development of a work agenda for metropolitan areas, such as integrated planning, an integrated and inclusive approach, sustainable development policies, formalisation of metropolitan areas, sustainable mobility, urban compact and mixed-use development, waste management, disaster risk, combating climate change, rural-urban balance, eradication of poverty, protection of natural and cultural heritage and landscapes, citizen participation, right to the city, and metropolitan financing.

Together with these actions to transform the metropolises, it defined the implementation of metropolitan mechanisms, such as governance, financing and metropolitan planning, with the following requirements that governments must consider when formalising metropolitan areas and creating metropolitan institutions:

Requirements

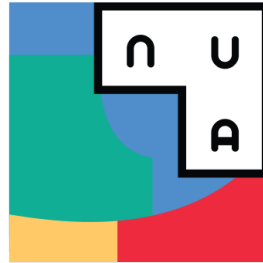
- A clear legal and institutional framework
- Respect for local autonomy and subsidiarity
- Financing
- Coordination mechanisms and sectoral policies (equipment and infrastructure, economic development and environmental, social and cultural policies)
- Cooperation on a metropolitan scale based on the representation of all citizens and stakeholders

Benefits

- Favours planning and structuring
- Reduces inequalities
- Helps manage urban growth
- Facilitates the coordination of land use, transport infrastructure and the protection and enhancement of natural environments.

⁵ Declaración de Montreal sobre Áreas Metropolitanas - 2015: http://cmm.qc.ca/fileadmin/user_upload/documents/20151007_habitat_declarationMontreal-es.pdf

New Urban Agenda⁶



IMPLEMENTING THE NEW URBAN AGENDA

Its objective is to create cities and human settlements that are fair, safe, healthy, accessible, affordable, resilient and sustainable, promoting prosperity and quality of life for all.

It proposes challenges for urban development that serve as guidelines for metropolitan management:

- Readdress the way we plan, finance, develop, govern and manage cities and human settlements to achieve sustainable development and prosperity for all
- Definition and implementation of inclusive and effective urban policies and laws for sustainable urban development by national governments, with the collaboration of subnational governments and civil society
- Adopt integrated, people-centred approaches to urban and territorial development based on drivers of change that include:
 - Developing and implementing urban policies at the appropriate level with integrated systems of cities and human settlements and cooperation among all levels of government
 - Strengthening urban governance
 - Reinvigorating integrated and long-term urban and territorial planning and design
 - Supporting effective, innovative and sustainable financing frameworks and instruments.

⁶ Nueva Agenda Urbana: <http://habitat3.org/wp-content/uploads/NUA-Spanish.pdf>

The MetroHUB guide for structuring and implementing Metropolitan Institutions is a tool for addressing these challenges in an efficient,

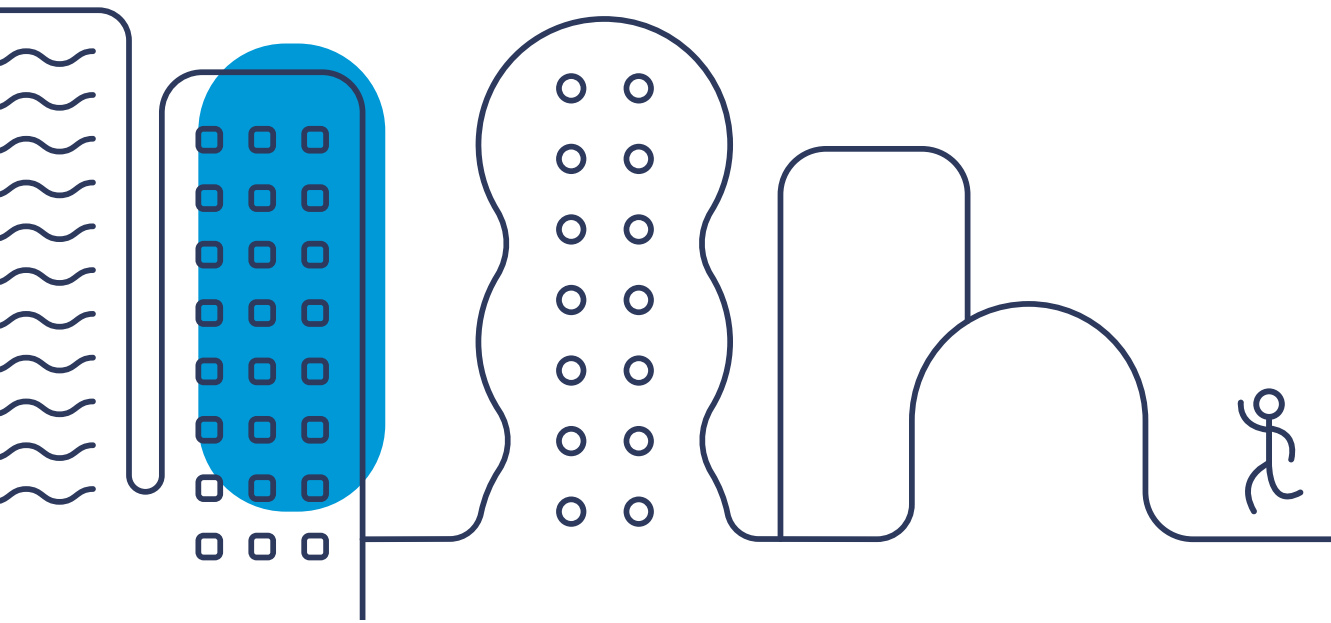
balanced and inclusive manner and for fulfilling the commitments set out in paragraphs 90, 91 and 96 of the New Urban Agenda.

With respect to Metropolitan Governance, it defines **characteristics such as:**

- Effective at different levels
- Based on functional territories
- Subnational governments with authority and resources
- Legal frameworks
- Financing mechanisms
- Addresses key urban, metropolitan, and territorial matters



THE METROPOLITAN INSTITUTIONS



The following is a presentation of the conceptual foundations of the Metropolitan Institutions, what they are, why they are created, what their characteristics are, what functions they perform

and what their administrative structure might be. These concepts help guide the actors in the elements to consider when creating or redesigning institutions at a metropolitan level.

Concept

The Metropolitan Institutions are public, shared entities responsible for interjurisdictional coordination and the strategic and technical management of comprehensive and integrated territorial development.

Classification

We can classify two types of Metropolitan Institution according to the matters they manage and the composition of the collegiate, political body.

BY MANAGEMENT

General

These are metropolitan institutions responsible for the strategic and technical management of all the relevant matters of metropolitan development. They are MULTISECTORIAL.

Specialised

These are metropolitan institutions responsible for the strategic and technical management of a specific relevant matter of metropolitan development. They are UNISECTORIAL.

BY COMPOSITION

Public

These are institutions whose political body is made up solely of representatives of the different levels of government, local, regional and national.

Mixed

These are institutions whose collegiate, political body is made up of government representatives and representatives of the private, social and academic sectors.

Therefore, metropolitan institutions may be general/public, general/mixed, specialised/mixed, or specialised/public. In any case, they will always be of a public nature.

Characteristics

The metropolitan institutions have special characteristics that enable them to address the urban development challenges more efficiently for the cities that make up the metropolis:

- **Shared:** A single entity created to address the territorial development challenges that are common to the cities that make up the metropolis.
- **Interjurisdiccional:** The competences and functions it exercises have scope and application throughout the territory of the cities that make up the metropolitan area.
- **Public:** Its purpose is to manage matters of general interest and to guarantee human rights.
- **Strategic:** It is responsible for relevant matters that directly affect the sustainable development of the metropolitan territory, and which are common to the cities that make up the metropolitan area.

Relevant Matters

These are matters that imply an opportunity or a threat for the sustainable development of the metropolis and which are uniformly present in more than two cities that make up the metropolis.

They are an opportunity in that they create a positive situation that produces an income for the metropolis and there is a large amount of control over their development. They are a threat in that they create a negative situation that causes an imbalance in metropolitan development, over which there is no direct control because of the involvement of many factors and actors with individual interests.

They are referred to as metropolitan matters, metropolitan challenges, metropolitan facts or metropolitan agenda topics.

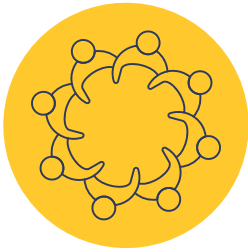
Metropolitan institutions are strategic, since they manage both the opportunities and the problems of the metropolitan territory. They carry out more efficient and innovative actions, simplifying and optimising resources to enhance development opportunities or reduce or eliminate the problems that threaten the sustainable development and competitiveness of the metropolis.

- **Technical:** Executes the decisions of the political body. Its actions are based on knowledge and expertise, it conceives and plans the strategy for implementing the projects that put into practice the metropolitan development model defined by the decision makers. It gives operational legitimacy to the decisions of the metropolitan political body.
- **Articulating:** It has a holistic approach to managing relevant matters, with a comprehensive perspective of all sectoral factors, and is integrating, with scope throughout the metropolitan territory.
- **Relational:** Facilitates interaction between local governments and sectoral actors and attracts external partnerships and new actors with a shared vision, to ensure the viability of the metropolitan strategy. It promotes pacts, agreements and transfers.
- **Driving force:** Promotes and stimulates action by the actors in the territory, through decision-making, definition of policies, regulations and plans, execution of programmes and projects, and through participation.
- **Forward looking:** Analyses current relevant matters and trends and their possible scenarios, identifies foreseeable and unforeseeable future challenges in order to anticipate situations and innovate solutions.
- **Regulated:** It has a regulatory framework that defines its administrative structure, management bodies, competences and functions, decision-making documents, and assets and revenue.
- **Mixed:** Its composition may be formed of different levels of government -local, regional and national- and the public and private sectors.

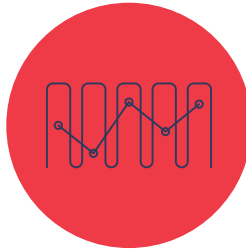
Objective

To promote and coordinate the integration of the sustainable development of the territorial jurisdictions that make up the metropolis, for territorial competitiveness and the quality of life of its inhabitants, through coordinated and efficient management of the relevant matters of the territorial dynamics and optimisation of the benefits of urban development.

Functions



Governance



Planning



Financing

GOVERNANCE

In terms of governance, the metropolitan institutions mainly fulfil the following functions:

- Facilitate interaction between local administrations, cooperation between the agents of the metropolis and agreement on integrated action
- Promote institutional coordination for decision-making on the integration of policies, plans, programmes and projects with a metropolitan scope
- Foster interaction between the public/public and public/private sectors, and citizen participation, by identifying needs and opportunities among the agents in order to establish a contributory relationship to simplify actions
- Provide technical support for the different aspects of decision-making and effective metropolitan strategic planning, taking advantage of collective intelligence in the metropolitan territory, for conducting prospective analysis that allows the anticipation of situations and provision of innovative, efficient and timely solutions
- Act as a consulting body for decision-making in territorial development matters
- Manage and generate metropolitan knowledge by organising and processing relevant information for the metropolitan strategy, research of territorial phenomena and identification and analysis of urban problems, their trends and possible scenarios in the short, medium and long-term
- Develop regulatory frameworks for the management of metropolitan affairs in accordance with the decisions and guidelines of the metropolitan political body

PLANNING

In terms of planning, the metropolitan institutions mainly fulfil the following functions:

- Develop regulations, directives and instruments for rethinking the territory of the cities within the metropolis with regard to integration, generating future visions of the metropolitan territory
- Formulate territorial and/or sectoral plans with a metropolitan scope to generate equitable, balanced and sustainable development in the metropolitan area
- Plan, develop and promote policies, instruments and methodologies for metropolitan management, defining sectoral dimensions of interest to several cities in the metropolis
- Develop guidelines and directives for the harmonisation of land-use planning among the cities that make up the metropolitan area
- Define and regulate relevant matters or metropolitan facts
- Implement the decisions of the metropolitan political body. It is a tool for action, through providing more efficient services at a lower cost and implementing projects in an efficient way through the innovative and effective use of resources to achieve the objectives of metropolitan development
- Implement policies, plans and programmes to address the metropolitan development phenomena
- Develop projects with a metropolitan impact
- Rationalise the provision of public and urban services through planning, coordination, provision, and/or control
- Manage land by means of real estate banks, the cadastre, and special protection areas, for the preservation of areas of environmental importance, carrying out works of metropolitan interest, or land value capture proportional to urban development
- Develop and implement instruments for measuring and evaluating metropolitan management.

FINANCING

In terms of financing, the metropolitan institutions mainly fulfil the following functions:

- Administer and manage the metropolitan fund
- Present, administer and control the income and expenditure budget
- Collect metropolitan resources from the various financing sources
- Develop accountability mechanisms

Structure

The administrative structure of the metropolitan institutions depends first of all on the political will to become more specialised, and on its general profile (deals with all the relevant matters of the metropolis) or sectoral profile (deals with only one relevant matter of the metropolis).

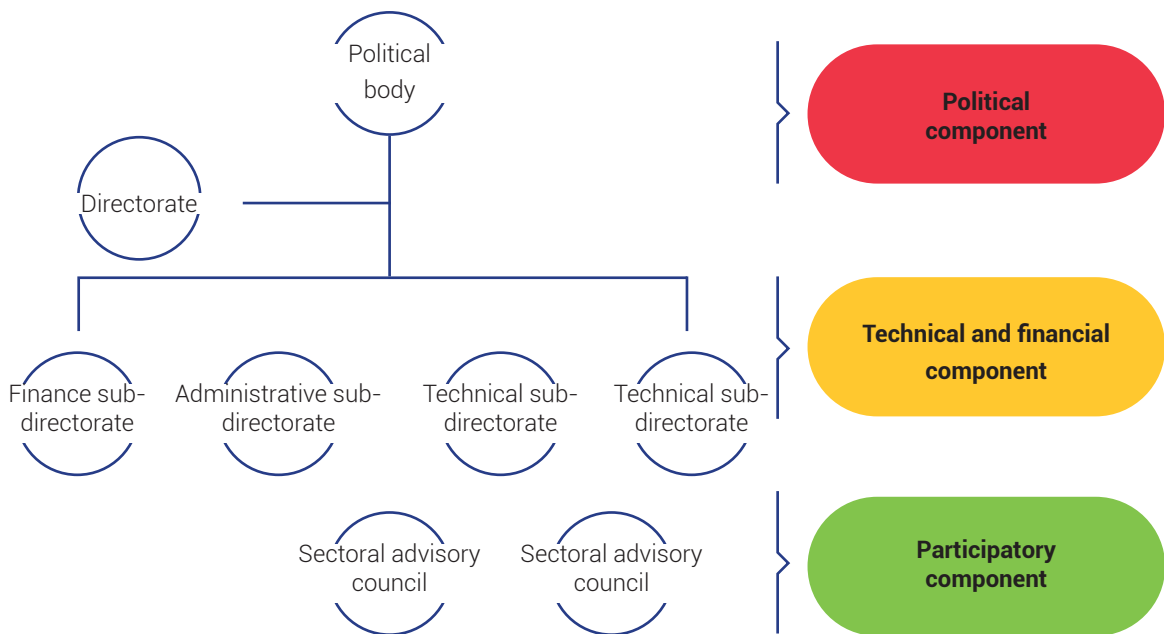
Their structure, therefore, is not homogeneous, but flexible according to the needs of the metropolitan area. The following is a basic structure model that includes the minimum components for its formation:



Collegial and Political Component: Fulfills the decision-making function and involves the participation of government agents.

Technical and Financial Component: Carries out administrative actions to manage and mobilise the financial resources that support institutional activity and the development of metropolitan programmes and projects. It also fulfils a technical function, for implementing the decisions of the political body, and involves the participation of the technical agents responsible for metropolitan management.

Participatory Component: For articulating visions, approaches and interests, with the participation of key actors in the territory from the public, private, social and academic sectors with specialised technical capacity.



Metropolitan Political Body: This is the highest metropolitan authority and is of a collegiate nature owing to the plurality of its composition which includes representatives of the governments of the cities within the metropolitan area and, in some cases, the participation of representatives of private and civil sectors, who are responsible for deliberating and adopting decisions related to the integrated and sustainable development of the metropolitan territory.

They are generally referred to as metropolitan councils, committees, or boards.

Institutional Directorate: This is the highest technical and administrative metropolitan authority.

It is generally responsible for maintaining institutional integrity and fulfilling the assigned competencies and functions in relation to the management, coordination and provision of technical advice regarding the challenges and opportunities of metropolitan development. Specifically, it is directly responsible for the intermediation function.

Financial Sub-directorate: This office is responsible for collecting, receiving, administering, registering and controlling the resources of the metropolitan fund, budgeting the finances for carrying out institutional functions and developing metropolitan projects, and establishing transparency and accountability mechanisms for metropolitan finances.

Administrative Sub-directorate: This is a technical office responsible mainly for supporting the administrative functions, managing human talent, document management and administration of physical resources, among others.

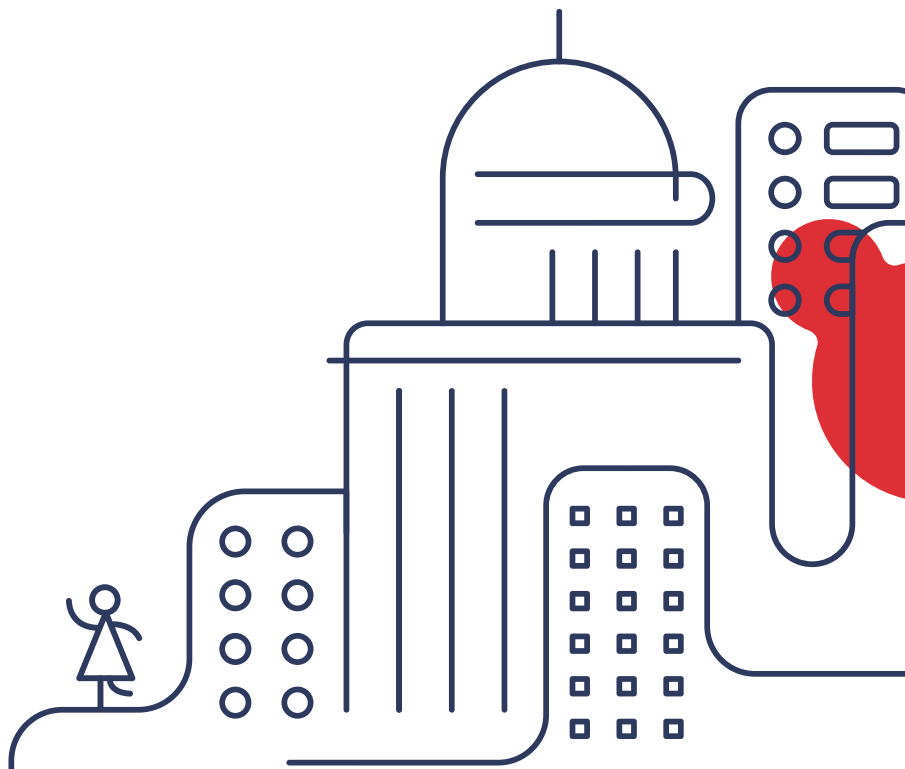
Technical Sub-directorate: Responsible for advisory, planning and implementation functions. Their specific nature depends on the relevant matters of the metropolitan areas, but they generally form part of the administrative structure of metropolitan institutions, in planning and projects, but may also be involved in other areas such as transport, mobility, environment, and public space. If the metropolitan institution is sectoral, such as the metropolitan mobility and transport institution or the metropolitan public services institution, these technical sub-directorates will be linked to the challenges and opportunities of the sector to which they belong.

Sectoral Advisory Council: These are inter-institutional committees or working groups whose main function is to advise the technical sub-directorates in specialised matters related to the relevant matters of the metropolis. They provide a space for sharing collective intelligence, expertise, for participation, and public/public and public/private articulation centred around the same metropolitan aim.

They are not part of the institution's administrative structure, but ensure participation, articulation and technical knowledge. They are created according to the needs and priorities of the metropolitan areas to address relevant matters in a timely, articulated and technical manner.



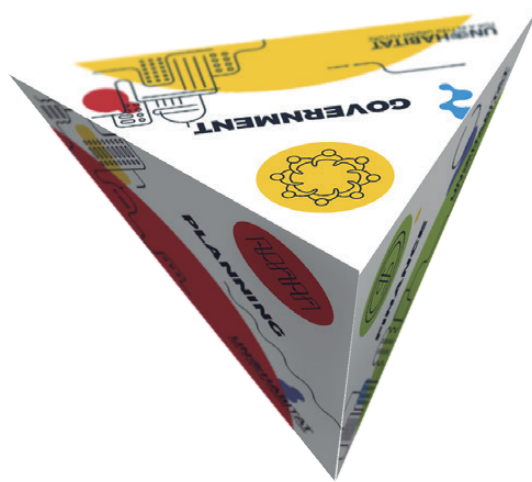
METROPOLITAN MANAGEMENT PYRAMID



To fulfil their objective and function of promoting and coordinating the integration of the sustainable development of the territorial jurisdictions that make up the metropolis, metropolitan institutions must have a scheme, a reference framework; that is, a management and administration model that is ordered, planned, sustainable and efficient on which to base the development of their policies and actions.

MetroHUB, through the "Metropolitan Management Pyramid", presents a methodology that allows the key actors in the metropolis to define this metropolitan management framework and to guide the process of structuring, redesigning and implementing metropolitan institutions.

METROPOLITAN MANAGEMENT PYRAMID



The pyramid shows the concept and scope of the metropolitan management model, based on the integration of governance, planning and financing, and identifies 12 matters for "Leaving no one and no place behind in metropolitan management".

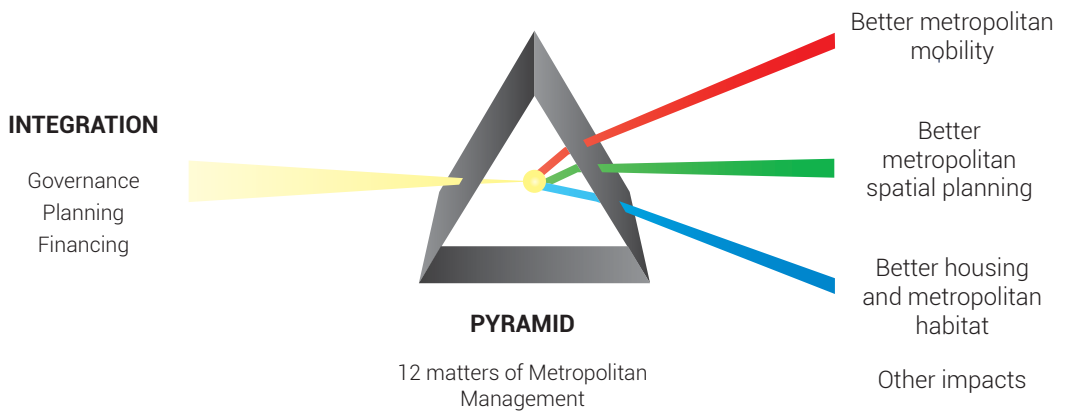
It defines the key matters to be considered when structuring legal frameworks and institutions for metropolitan coordination and is a guiding tool for organising, achieving objectives and developing the competencies and functions of metropolitan institutions.

THE MODEL

The integration of management to respond to the integration of the territory gives us a new way of addressing territorial challenges with impacts on different dynamics of urban development.

This new form of integrated management can be compared to the effect of white light passed through a triangular prism, which disperses the light into different colours (Newton's Prism Theory). In the case of metropolitan management, the white light is the integration of management (governance, planning and financing), and the coloured lights the effects of integration on

different metropolitan dynamics, such as mobility, environmental management, housing, public space, etc. The effect of the white light (integration) gives added value (efficiency, opportunity, lower cost) on passing through the prism (joint actions) generating coloured lights, which represent more efficient urban services, through quality, coverage, accessibility and inclusion.



FUNDAMENTAL PILLARS

Integrating management through the integration of governance, planning and financing requires the creation of conditions in the metropolitan territory that support the need to work together based on recognising the similarity of the challenges and

opportunities of territorial development and the importance of collaboration for more efficient and timely management of sustainable development.

These conditions are the fundamental pillars of metropolitan management. Knowledge of the



advantages, challenges and responsibilities of managing and living in a metropolis, the culture of contributing to its development and the will of those who govern to work together towards a shared vision of development are necessary for a metropolitan

development approach to managing the territory with an environment of union, collaboration, equity, transformation, efficiency and strategy.

FUNDAMENTAL PILLARS KNOWLEDGE

Generating quality data on urban dynamics, democratising information and analysing phenomena using a territorial approach.

Generation and management of metropolitan knowledge through the production of data on comparative urban dynamics between the cities that make up the metropolis, determining their common challenges and opportunities, for the identification of metropolitan matters or facts, the scope of the cities' institutional, administrative, financial and technical capacities for addressing these, the benefits of integration for joint management, and the need for specialisation and

focus in management to structurally address the metropolitan phenomena and their impact on the quality of life of citizens.

Through instruments such as observatories, urban laboratories, research centres and urban information networks which centralise information, analyse it and socialise it for the development of applied research and to improve citizen's participatory skills, creating spaces of collective intelligence.

Metropolitan knowledge is generated from information on territorial dynamics.

Actions for generating metropolitan knowledge:

- Data and geographic information system
- Research on metropolitan dynamics
- Socialisation and massification of knowledge regarding the causes and consequences of the dynamics of urban development.

COLLABORATIVE CULTURE

Incorporating into the culture of governors and citizens the importance of pacts, alliances, and transfers to achieve equitable territorial development.

Generating a metropolitan culture facilitates metropolitan management, as the understanding by citizens and governors of the opportunities and obligations generated by the metropolisation of cities enables them to interact with the territory

from a different perspective of participation, allowing both citizens and governors to contribute to finding effective solutions to metropolitan challenges, with the awareness of the importance of working together to strengthen capacities, reduce costs and efforts and improve the quality of life of metropolitan inhabitants.

Collaborative culture is generated from metropolitan knowledge.

Actions for generating a collaborative culture:

- Collaborative Governance: Alliances and transfers in decision-making and the development of territorial development projects
- Contributory Citizen Participation: Citizens with a new approach to the use and enjoyment of urban services, in which they contribute to solutions by relinquishing individual rights for the general good.

Political Will

This is the commitment of all to achieve a more sustainable, equitable, resilient and safe territory.

Metropolitan political will should not be understood merely as the will of politicians, but also as the will of leaders of sectors such as the private sector, professionals, trade unions, NGOs, academics and other civil society groups, who are not just passive recipients of the outcomes of metropolisation, but defenders and guardians of an ordered and planned process of metropolitan development.

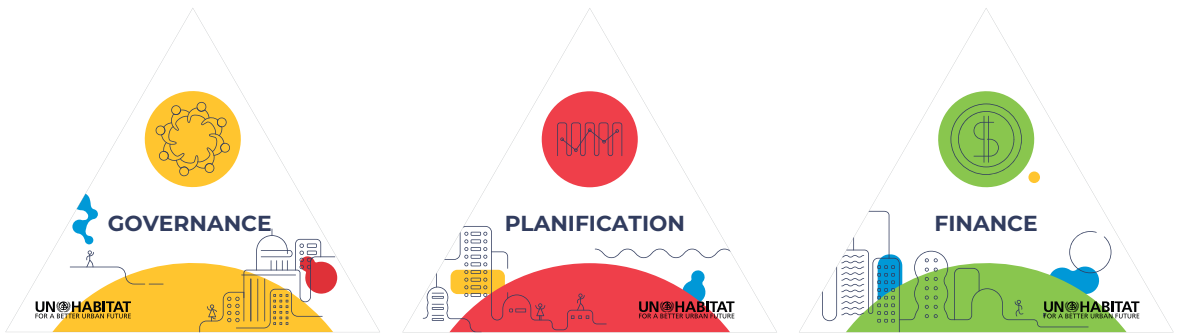
The political will for a metropolitan management of the territory does not necessarily begin with those who govern it. Other sectors must also promote and set out metropolitan development objectives based on articulated management, conveying clear messages through a knowledge of urban dynamics, with its challenges and opportunities, to those responsible for administering and making decisions for integrated metropolitan management.

Metropolitan political will is generated from a collaborative culture and based on metropolitan knowledge.

Actions for generating metropolitan political will:

- Active mobilisation of the key sectors and actors of the cities for metropolitan management of the territory
- Create spaces in which city governors can discuss common challenges and opportunities.

COMPONENTS



For territorial management, it is important to take into account the way in which the territory is managed and administered, the competences and functions of the governors, the way in which citizens participate in its development, the identification of challenges and opportunities in order to establish a line of action within a given time, and the financial resources that support the implementation of the development projects.

Thus, the components of metropolitan management correspond to the components of territorial management based on an integrated management approach to both.

Metropolitan management entails integrating governance, planning and financing.

Components of Territorial Management	Components of Metropolitan Management
Government	Collegial government
Planning	Articulated planning
Financing	Joint financing
Citizen participation	Collaborative citizen participation
Knowledge	Knowledge of territorial integration

INTEGRATING GOVERNANCE

Coordinate and articulate the territorial management and administration capacities and competencies of the local governments of the cities within the metropolis in order to identify and regulate the cross-cutting sustainable development matters under their management, with the aim of strengthening, reducing, or eliminating them.

Through metropolitan governance, management of the metropolis is carried out by means of pacts formed by the local governors for decision-making

on the equitable development of the territory, with the equal participation of the actors, equity in decision-making, clear legal frameworks, and competences and functions assigned to a metropolitan entity responsible for implementing the decisions taken in metropolitan policies, programmes and projects.

Metropolitan institutions are the instrument by means of which metropolitan governance decisions are implemented.

The principles of metropolitan governance are:

- **Coordination:** Metropolitan management actions begin with coordinating the decision-making actors in order to address the challenges and opportunities of urban development, achieving a combined will based on the coordination of competences and capacities.
- **Municipal or local autonomy:** Metropolitan management actions are subsidiary to local actions; that is, only that which cannot be resolved at local level due to being beyond the jurisdiction or institutional and budgetary capacities, is a metropolitan matter.

Matters for integrating governance



1. Collegial Management Body: Decision-making on the structural matters of metropolitan management related to the vision and development model of the metropolis is carried out through a collective body that expresses its combined will with respect to the shared interest in sustainable metropolitan development.

It is formed mainly of the governors of the cities within the metropolis.

It may also include representatives of regional and national levels of government, as well as those of other sectors within the territory, provided that they have an impact on the sustainable development of the metropolitan area.

Decisions are taken democratically - by consensus, unanimity or majority. The participation of local governments in decision-making must have equal value in order to ensure equity in territorial development. Participation in the metropolitan board, committee or council must be direct and non-delegable, to ensure that the member of the collegial body has the political authority and competence to make decisions.

2. Legal framework and regulations: The decisions of the collegial body must be legally binding. Therefore, decisions must be communicated through documents with legal force, to guarantee the applicability and implementation of the decisions.

They must be based on the regional or national legal regulatory frameworks that make territorial associativity viable or, specifically, metropolitan areas. In the absence of this regulatory framework, it is important to establish the legal viability of forming the metropolitan area through a formal document in compliance with the applicable legal regulations. They will define the type of documents that will be issued, such as agreements, guidelines, metropolitan directives and the supremacy of these over local or municipal documents.

The legal framework and regulations enable the orderly and formal process of metropolitanisation of the territory and the promotion and viability

of metropolitan management. They represent a qualitative leap in the development process of metropolitan areas and their institutionality.

3. Metropolitan Facts: These are the relevant matters of metropolitan development, the urban phenomena that call for interest in the management of two or more cities within the metropolis that have an impact on the sustainable development of the metropolitan area.

They may be environmental, economic, social, territorial, technological, cultural, political or administrative matters, among others, provided that they have a simultaneous impact, a territorial scope equal to or greater than two cities in the metropolis, their regulation generates economic efficiency, the financial capacity to invest in projects that exceed the budgetary capacity of the localities, technical capacity for efficient management and operation, and have a social impact on the entire population of the metropolitan area.

4. Management Agency: To shape and give administrative, technical and financial capacity to the metropolitan entity, assigning it the responsibility of conceptualising, planning, managing and implementing the decisions regarding metropolitan policies, plans, programmes and projects taken by the metropolitan collegial body.

These four matters allow for the development of integrated governance. In the case of metropolitan institutions, they give them a governing body, legal framework and decision-making documents with legal force, and a definition of the metropolitan facts for developing and focusing their functions and competencies.

INTEGRATING PLANNING

Having identified the matters that unite the territories; that is, the metropolitan matters or facts, they must be planned at a metropolitan level, with a harmonised and integrated approach, with short, medium, and long-term goals. The metropolitan plans must be coordinated with other levels of planning, regional and national, and with sectoral plans, and policies, programmes and projects must be designed for their implementation.

Metropolitan planning is about innovating new forms of territorial planning, it involves articulating and harmonising land management and the

approach to territorial development, and creating a unique metropolitan identity, through measurable planning instruments that help define projects for generating social cohesion and economies of scale.

Metropolitan planning only addresses the strategic matters that unite the cities that make up the metropolitan areas; that is, it addresses the Metropolitan Matters or Facts. Any matters not shared by the cities come under local or municipal level planning.

The principles of metropolitan planning are:

- **Citizen participation** in the formulation, implementation and monitoring of metropolitan plans. This is participatory metropolitan planning which not only involves the citizens but also incorporates their vision of the territory, thus ensuring the legitimacy of the planning instrument since it is approved and adopted by the metropolitan community.
- **Supremacy of metropolitan plans** as guidelines for local planning. This condition must be granted through the adoption of the plan by the collegial management body by means of a formal, legally-binding document, to guarantee the integrative and guiding nature of the metropolitan plan for the development of legal planning.

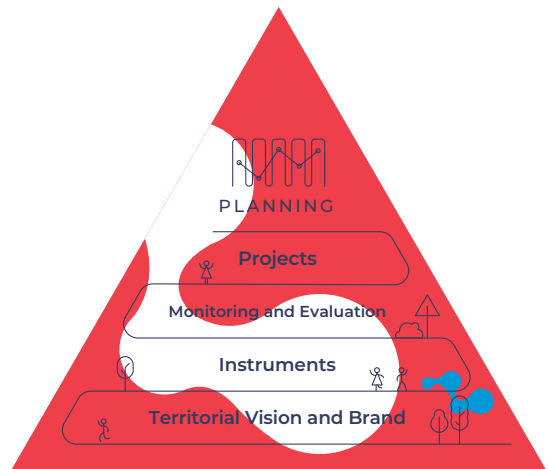
Matters for integrating planning

5. Territorial Vision and Brand: The metropolitan vision is not merely a description of the outcome, of how we want to see the metropolis in the future, but rather an understanding of how the metropolis will develop and how it will generate growth and quality of life for its inhabitants. It is rather an idea of the development process that has favourable consequences for the integrated organisation of the territory. Therefore, it is essential that the metropolitan vision defines how we want the metropolis to grow and what urban services and values and attributes it should have.

To establish the growth model and the values and attributes of the metropolitan area, we need to rethink the current Territorial Brand, which is the perception of the metropolitan territory held by the citizens themselves and by external agents, at a regional, national and international level.

Innovation of the territorial brand allows us to define the vision of the development of the metropolis; that is, its growth model and the values and attributes desired for the metropolis. For this purpose, we need to identify the territorial benefits of the metropolis, its history, culture, values, environmental attributes, productive speciality, etc., in order to define the strategic objectives to be achieved, that is, how and why the metropolis will be recognised, to identify and have an in-depth knowledge of the target audience we want to maintain and attract.

Being clear about the territorial brand we want to position among the target audience -national and regional sector, investors, tourists, technology developers, etc.- enables us to define how the metropolis should grow and what urban services



it should provide, and this will be the vision of the metropolitan territory.

6. Planning Instruments: By managing metropolitan planning, the following strategic plans can be developed:

Metropolitan development plan: This addresses the development model of the metropolis and the potentials of the territory in order to take advantage of them and strengthen them, to identify threats to them so that they can be minimised or eliminated, with the aim of achieving a competitive and environmentally sustainable metropolitan territory.

Metropolitan land-management plan: Its objective is to curtail disproportionate urban expansion that increases the cost of public service provision, deteriorates the quality of life of citizens, puts an end to special environmental protection areas and causes a rural-urban imbalance in terms of environmental

services and food security. It also establishes guidelines for sustainable urbanisation and harmonises development within the intra-urban jurisdictional boundaries.

Metropolitan sectoral plans: According to the Metropolitan Matters or Facts (mobility, waste management, housing, public spaces, employment, productive development, protection of environmental service areas, etc.)

7. Monitoring and Evaluation: With metropolitan management it is important to measure the progress towards sustainable development of the metropolis. To this end, mechanisms must be established to monitor the implementation of metropolitan policies, plans, programmes and projects.

Defining baselines for development, implementing measurement indicators or monitoring mechanisms for metropolitan development, and indicators that incorporate several measurement variables, allow the evaluation of achievements in metropolitan development, the goals reached, or delays in the implementation of policies and project plans developed to address the metropolitan matters or facts.

Development monitoring and evaluation facilitates:

- Reorientation of planning
- Design and evaluation of metropolitan policies
- Decision-making and informed citizen participation

Metropolitan observatories are mechanisms for monitoring and evaluating the sustainable development of the metropolis.

8. Projects: Metropolitan planning cannot be limited to a mere exercise of reflection on the integrated model of the territory to be achieved within a given time frame. This reflection must be translated into reality, it must materialise in actions capable of achieving this model. These actions are the metropolitan projects, which must be categorised as strategic projects, that is, they are projects aimed at achieving territorial transformation more quickly and efficiently in accordance with the metropolitan vision and brand. A project is considered metropolitan if it is aligned with the development model of the metropolis and contributes to the provision of urban services of the metropolitan matters or facts, with a significant impact on the transformation of the metropolis, and to achieving sustainable development and improving the quality of life of metropolitan citizens.

The characteristics of metropolitan projects are:

- They have a specific purpose related to the vision and brand of the metropolitan territory, they have direct outcomes in the territorial transformation of the metropolis.
- They have a specific duration, clearly determining a beginning and end time frame, corresponding to the short, medium and long term planning of the metropolis.
- They are part of a wider structure, that is, the programmatic component of the metropolitan plan, i.e. a strategy or a programme.
- They are a unique process. Each project forms an independent unit with certain dynamics associated with metropolitan matters or facts.

- They are more efficient financially and administratively in terms of cost-benefit for metropolitan development. They have allocated resources and costs for their implementation.
- A specific unit is responsible for their execution, with technical capacity and knowledge of the metropolitan development vision.

The metropolitan institutions are called upon to identify and execute the metropolitan projects.

INTEGRATING FINANCING

Metropolitan management is supported by financial management, which enables the exercise of the powers and functions of the metropolitan institution and the promotion and execution of metropolitan projects to make strategic territorial integration a reality by providing efficient and timely urban services through the implementation of metropolitan planning.

To build financial capacity it is necessary to integrate local capacities and budgetary efforts.

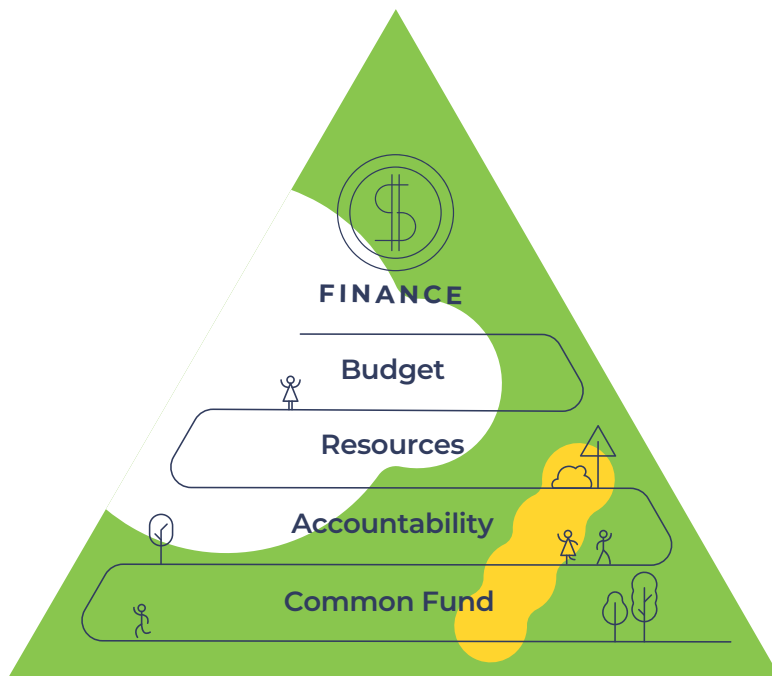
Metropolitan financing begins with the contribution of resources by the cities that make up the metropolis, under the principle of equity and integration and destined specifically for fulfilling the institutional powers and functions of metropolitan management and the implementation of the metropolitan planning projects. After this initial step, resources can be incorporated from other sources through the provision of services, from the banking sector, and contributions from other levels of government and international cooperation, among others.

It involves making budgetary transfers and alliances to build financial capacity to ensure the viability of managing metropolitan matters or facts and the development of projects with a metropolitan impact through efficiency in resource investment and optimisation of the benefits of urban development.

Principles of metropolitan financing:

- **Equity in contributions and investment:** Equity in contributions and investment: The budgetary contributions made by the cities that make up the metropolitan area must be proportional to their financial capacity and development, and the investment of these resources must be aimed at reducing the development gaps in the metropolitan territory, regardless of the percentage of contribution made by the cities. In other words, the resources must be invested in metropolitan projects regardless of which metropolitan city they will be implemented in.
- **Citizen oversight:** This is a mechanism whereby citizens or the various organisations within the metropolitan territory can exercise oversight over metropolitan management and the allocation of resources. Information verifying that resources are used in accordance with metropolitan policies, plans, programmes and projects must be socialised.

Matters for integrating financing



9. Common Fund: A mechanism for gathering the resources of the metropolitan institution derived from the various sources of financing. It is a common pool of resources.

Characteristics:

- It is public
- Administered by the metropolitan institution under the supervision of the metropolitan collegial body
- The resources are for the development of metropolitan management in accordance with the regulations issued by the metropolitan collegial body.

10. Resources: These are budgetary contributions from different sources of financing for metropolitan management.

Sources of funding:

- **Local resources:** Budget allocations from the cities that make up the metropolis, for institutional metropolitan management and the development of strategic projects.
- **National resources:** Budget allocations from the national government for the development of metropolitan areas or for the implementation of metropolitan projects.
- **Regional resources:** Budget allocations from the regional government for the development of metropolitan areas or for the implementation of metropolitan projects.

- **Metropolitan resources:** From contributions, rates, fees, rights whose generating event is the use or exploitation of urban development.

- **Resources from service provision:** From contributions, charges and fees for carrying out the coordination, surveillance and control functions of urban services.

- **Bank resources:** From loans

- **International Cooperation Resources:** From agreements or loans

- **Resources from donations.**

- **Resources from financial investments or disposal of assets.**

11. Accountability: Create a social control and inspection mechanism to guarantee transparency in the management and investment of metropolitan resources in accordance with the development vision and metropolitan planning instruments. Making the information publicly available, providing explanations and carrying out an evaluation of management.

12. Budget: Establish a system for allocating the resources of the metropolitan common fund, that incorporates an estimate of revenue and authorisation of the investment by the metropolitan collective body.

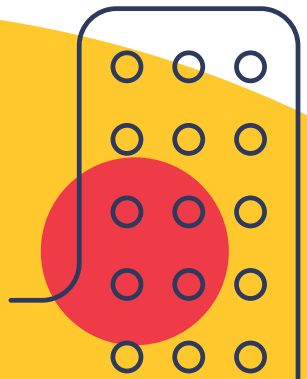
It is an economic and financial plan that must be linked to metropolitan planning and to the institutional action plan approved by the metropolitan collective body.

It serves as a key tool for metropolitan management, aiding the planning, programming, control, and monitoring and evaluation of metropolitan development. Generally annual.

BENEFIT

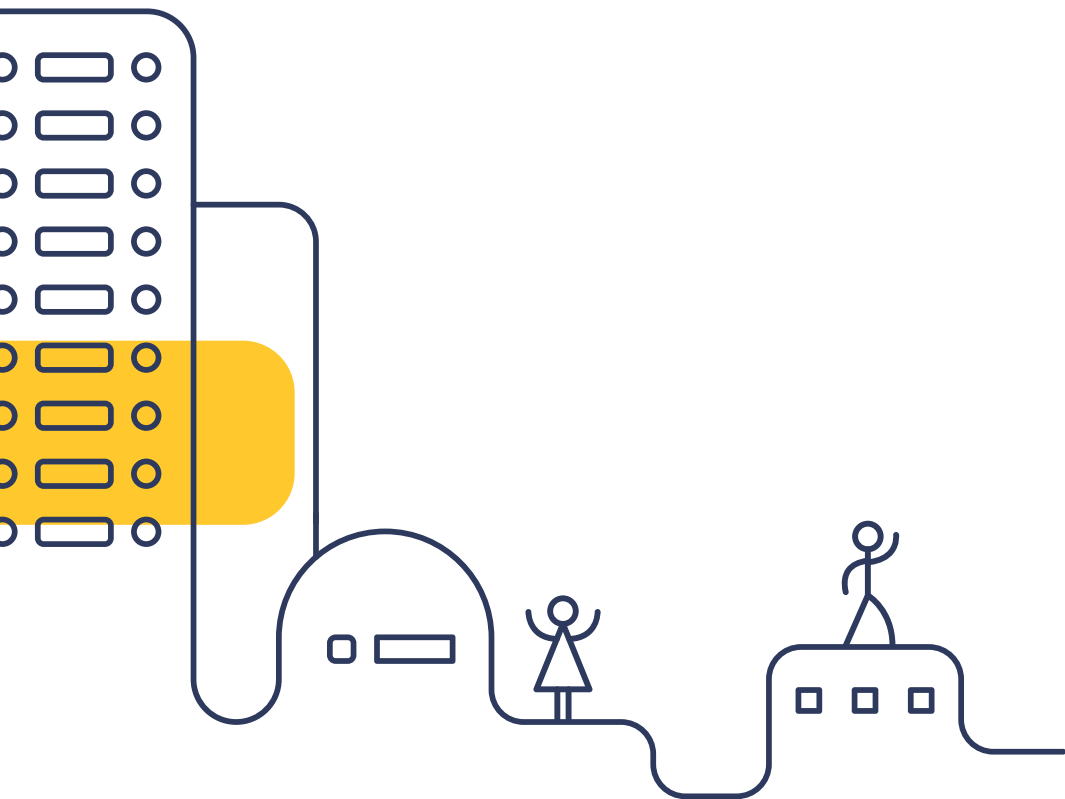
The main benefit of **integrated metropolitan management is the efficient administration of the territory's strategic resources**, generating impact at a lower cost within the territorial scope, together with economic, financial and technical capacity and the quality of life of citizens, insofar as possible::

- Focuses the strategy on optimising the benefits of urban development at a lower cost
- Combines the budgetary contributions of the cities for the development of mega projects
- Increases capacity for solving environmental, mobility and public service provision matters
- Harmonious and articulated planning of the strategic matters of the territory
- Promotes a common vision and territorial brand for metropolitan competitiveness
- Increases capacity for managing the resources of national governments and for cooperation
- Development equity through complementarity between the urban services provided by cities
- Increases capacity to capture the value of the land, recovery of capital gains from urbanisation
- Generates collective intelligence regarding the collaboration culture





**RECOMMENDATIONS FOR THE
IMPLEMENTATION OF METROPOLITAN
INSTITUTIONS**



In most cases, when the idea of creating a metropolitan institution arises it is because of the need to address a reality of difficulty in territorial management that requires supramunicipal coordination. In few cases is the problem of urban growth anticipated. Therefore, it begins with an initial situation of territorial disputes at the local level, since it goes beyond jurisdictional limits and their institutional capacities, making dialogue with neighbouring territories necessary in order to find the best way to address the difficulty in the common urban dynamics.

In this initial situation, there is a fragmentation of institutional efforts, with a lack of coordination, agreements, and solutions. Furthermore, there is little awareness, information, or knowledge about metropolitan problems, and even less about the opportunities offered by metropolitan management for taking advantage of urban growth.

Although chaotic, this reality offers the opportunity to think about supramunicipal coordination, and raises concerns about how to approach it, which also provides an opportunity to think about who could take responsibility for metropolitan coordination, with the technical knowledge and the ability to facilitate the articulation of the political sectors in order to achieve agreements and solutions to the conflicts of metropolitan development. From this reflection emerges the need to create metropolitan institutions, whether of a general or a specialised nature.

Below are recommended phases for the creation and implementation of metropolitan institutions:



AWARENESS



AGENDA



INSTITUTIONALITY



FUNCTIONALITY

PHASE 1: METROPOLITAN AWARENESS

The phase encourages discussion, dialogue and exchange of opinions, with the metropolitan problems forming part of the public debate. A metropolitan political agenda is then defined. In other words, the metropolitan matter is made public and put on the agenda of political, technical, private, academic and social actors and society in general.

Actions

1. Carry out a diagnostic of the territorial reality and the conflict matters of the municipalities within the metropolis, or a specific municipality in the case of a sectoral matter.

2. Carry out a study of the flows and interdependencies of the urban agglomeration. Perform an analysis of the types of connections between the cities within the metropolis; that is, the physical movement of people, goods, financial resources, information and material (including waste) that travel along the common infrastructures of the cities, such as roads, railways, waterways, air transport and telecommunications, establishing the interdependencies created and their level of influence, and identifying the services they provide each other with and the way in which some cities depend on others for these services.

3. Mobilise Strategic Actors in the Metropolitan Territory. Invite intersectoral actors to analyse diagnostics and studies via forums, workshops, and technical working groups.

4. Social Mobilisation: Socialise the results of the diagnostics and studies through the media and public hearings, to determine the citizens' perception of how they live and use the metropolitan territory.

Objective

To achieve the recognition and appropriation of metropolitan matters among political, strategic and metropolitan community actors.

PHASE 2: METROPOLITAN AGENDA

In this phase, the aim is to give political legitimacy to the process. Once the metropolitan matters have been identified, it is necessary to capture the interest of the governments and strategic actors of the cities in seeking more efficient solutions for resolving the problems identified.

Actions

1. Create a space for dialogue between actors with political influence on decision-making, governors, and actors from other sectors with impact.
2. Identify priorities for action among the metropolitan matters.
3. Establish agreements for implementing solutions and identify opportunities and local institutional deficiencies in order to implement solutions.
4. Establish agreements for designing a metropolitan institution.

Objective

To establish a metropolitan agenda for addressing the identified urban challenges, solutions, and institutionalism.

PHASE 3: METROPOLITAN INSTITUTIONALITY

This next step involves implementing the metropolitan agenda by shaping the institutional framework and designing projects to address solutions to metropolitan matters.

Actions

1. Define the Metropolitan Management Model: involves establishing the form of governance, planning and financing
2. Identify priority metropolitan projects
3. Establish the administrative and functional structure of the metropolitan institution: management body, competences, functions, and resources
4. Register the Metropolitan Institution: Legal framework and regulations

Objective

Formal creation of the Metropolitan Institution.

PHASE 4: INSTITUTIONAL FUNCTIONALITY

It is now time to implement the metropolitan institution, which can now exercise its powers and functions.

Actions

1. Define and obtain financial, technical, and human resources
2. Define the institutional budget
3. Define the institutional action plan
4. Action plan for implementing the priority metropolitan projects
5. Define monitoring and evaluation mechanisms

Objective

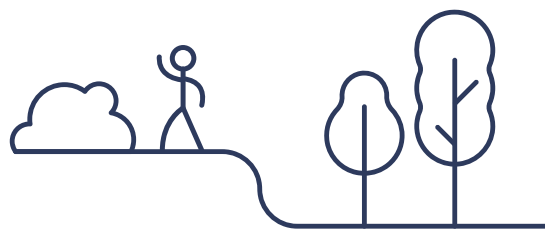
To achieve operational legitimacy for metropolitan institutions through secure and programmable resources

CONCLUSIONS

- Metropolitan Institutions are a driving force for the sustainable development of territories
- Metropolitan Institutions facilitate the integration and articulation of territorial management
- Metropolitan Institutions make territorial management and administration more efficient
- Metropolitan Institutions guarantee equity in territorial development
- Metropolitan Institutions promote the complementarity of cities
- Metropolitan institutions make it possible to carry out projects with greater social, economic and environmental impact at a lower cost.
- The Metropolitan Institutions think, plan and develop the strategy for territorial competitiveness and the improvement of the quality of life of the inhabitants of the metropolis.



**EXPERIENCE
METROPOLITAN INSTITUTIONS**



INSTITUTION METROPOLITAN AREA OF COLOMBIA⁷



In Colombia, the territories declared as metropolitan areas are managed by public institutions that have a legal framework at national level - Law 1635 of 2013.

The Metropolitan Areas are public-law, self-administrative entities with legal status, own assets, authority, and a special administrative and fiscal regime.

They are responsible for programming and coordinating sustainable development, human development, land management and the rational provision of public services of two or more municipalities integrated around a core municipality, linked to each other by territorial, environmental, economic, social, demographic, cultural and technological dynamics and interrelationships.

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⁷ Ley 1625 de 2013- Régimen Legal de Áreas Metropolitanas- Colombia.

Functions

Metropolitan institutions in Colombia have powers in the areas of territorial planning, environment, mobility, housing, public services and infrastructure

Planning:

- Identify and regulate the Metropolitan Facts
- Formulate and adopt the Comprehensive Metropolitan Development Plan
- Formulate and adopt the Metropolitan Strategic Plan for Land Use Planning

Housing

- Coordinate the National System of Social Housing in their respective territories
- Socialise and adopt policies for the development of metropolitan housing programmes
- Create and/or participate in the formation of real estate banks for land management in the municipalities of their jurisdiction

Public Services

- Coordinate, rationalise and manage metropolitan public services
- Participate in the creation of public, mixed or private entities aimed at providing public services

Infrastructure

- Undertake the required actions to make available the necessary land for the execution of works of metropolitan interest
- Execute metropolitan works

Environment

- Exercise the functions and competences of the environmental authority
- Formulate, adopt and implement plans for the location, preservation and adequate use of free spaces for parks and public green areas.

Mobility

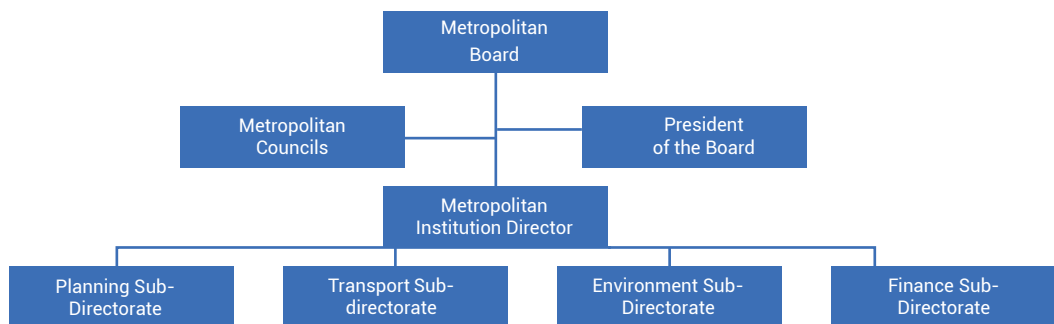
- Formulate the regional mobility policy
- Exercise the function of public transport authority
- Formulate and adopt instruments for the planning and development of metropolitan transport
- Plan the provision of urban public passenger transport

Structure

The management and administration of the Metropolitan Area is the responsibility of the Metropolitan Board, the President of the Metropolitan Board, the Director and the Technical Units which, according to its statutes, are essential for fulfilling their functions, in accordance with the administrative structure approved by the

Metropolitan Board. It may also be formed by metropolitan councils such as the Planning and Mobility Council, among others, who act as advisory bodies to the Metropolitan Board in relation to the challenges of the metropolis.

Metropolitan Board



Formed by the following members and chaired by the mayor of the core municipality or, in his/her absence, by the vice-president. The law establishes the functions and operation for meetings and decision-making.

- The mayors of each of the municipalities in the Metropolitan Area
- A representative of the Council of the Core Municipality
- A representative of the other Municipal Councils appointed from among the Presidents of the aforementioned corporations

- A permanent delegate of the National Government, who has the right to speak but not to vote
- One (1) representative of the non-profit bodies domiciled in their area of jurisdiction and whose main purpose is to protect the environment and renewable natural resources, elected by the bodies themselves.
- Un delegado permanente del Gobierno Nacional con derecho a voz pero sin voto.
- Un (1) representante de las entidades sin ánimo de lucro que tengan su domicilio en el área de su jurisdicción y cuyo objeto principal sea la protección del medio ambiente y los recursos naturales renovables, elegido por ellas mismas.

Director

The Director is a public employee of the Metropolitan Area and acts as legal representative. He/she is appointed by the Metropolitan Board from among three candidates put forward by the mayor of the core municipality in the metropolitan area.

Metropolitan Councils

Each Metropolitan Area will have advisory bodies for preparing, elaborating and evaluating the entity's plans, and for recommending any adjustments that need to be made. These bodies will be called Metropolitan Councils. As a minimum, a Metropolitan Planning Council should be formed. Other councils, such as mobility and transport, public services, and environment, may also be established, and any others deemed necessary depending on the metropolitan facts identified and the functions attributed by the law or delegated in accordance with the law.

Financing

The assets and revenue of the Metropolitan Areas will be constituted by:

- Proceeds from the surcharge of two by one thousand (2 x 1,000) levied on the cadastral value of properties located in the jurisdiction of the respective Metropolitan Area, to fulfil the environmental authority function
- Contributions made by the Municipalities to finance the functions of the Metropolitan Areas established by the municipal agreements
- Taxes, charges, fees, rates and fines in relation to the use and exploitation of renewable natural resources
- Sums collected through the 'contribución de valorización' (betterment charges) for carrying out metropolitan works

- Resources from charges, rates, fees, fines and permits received by the transport authority during the exercise of their functions, or by any other recognised authority assigned these functions
- Budgetary allocations destined for the Metropolitan Area in the national, departmental, district and municipal budgets or in those of the decentralised national, departmental, district or municipal entities
- Proceeds from return on equity or disposal of assets
- Resources as established by laws, ordinances and agreements
- Donations received from public or private entities
- Sums received for the provision of services
- Transfers from the electricity sector, where applicable
- Income received through project development and concession agreements
- Resources from participation in capital gains generated by the execution of works initiated by the Metropolitan Areas, in accordance with the comprehensive metropolitan development plans and the laws in force
- Other resources that may be allocated by law.

Metropolitan institutions in Colombia have a clear legal framework for exercising their management functions in terms of coordinating the sustainable development of the territory under their jurisdiction, harmonising territorial planning, rationalising the provision of public services and executing works of metropolitan interest. It establishes their management and administrative bodies, their functions, the way in which metropolitan facts are defined, their planning instruments and the legal effects of the decisions taken by the Metropolitan Board.

INSTITUTION METROPOLITAN AREA OF BARCELONA – AMB^{8 9}



The AMB is the public administration of the metropolitan area of Barcelona, a large urban conurbation comprised of a total of 36 municipalities. It was established on 21 July 2011, in accordance with Law 31/2010 passed by the Parliament of Catalonia. The AMB replaced the three metropolitan entities that had existed up to that time: the Mancomunitat de Municipis de l'Àrea Metropolitana

de Barcelona (Association of Municipalities of the Metropolitan Area of Barcelona), the Entidad del Medio Ambiente (Environmental Agency) and the Entidad Metropolitana del Transporte (Metropolitan Transport Agency), thus streamlining and simplifying metropolitan governance through the creation of a single administration.

⁸ <http://www.amb.cat/s/web/area-metropolitana/areametropolitana.html>

⁹ Ley 31 de 2010 - Ley del área Metropolitana de Barcelona

Functions

Territorial

Urban planning, metropolitan infrastructure, public spaces



Transport and mobility

Mobility infrastructures, public transport services, information, mobility studies



Environment and sustainability

Water, sanitation, waste, education for sustainability



Housing

IMPSOL, housing development, property management



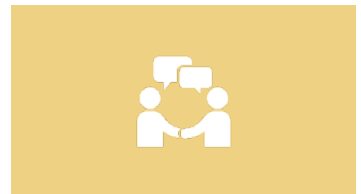
Economic development

Employment, industry, brand, economic promotion



Social cohesion

Programmes, support for town councils



Structure

Metropolitan Council	
Presidency	Governing Board
Executive Vice-Presidency	Management Technical office General Secretariat Treasury General Services Department Public Space Services Department President's Office Director, Transparency Agency
Vice-Presidency, Ecology	Director, Ecology Division
Vice-Presidency, Mobility, Transport and Sustainability	Director, Mobility, Transport and Sustainability
Vice-Presidency, Urban Development Policies	Director, Urban Development Policies
Vice-Presidency, Social and Economic Development	Director, Social and Economic Development
Vice-Presidency, International Cooperation	Director, International Cooperation
Vice-Presidency, Strategic Planning	Director, Strategic Planning

Metropolitan Council

The Metropolitan Council is the highest governing body of the AMB. Its powers include the appointment and removal of the President of the AMB; approval of the Metropolitan Action Plan, which includes the projects and services to be developed by the AMB during the mandate; approval of ordinances and regulations, and determining charges for metropolitan services.

The Metropolitan Council is currently made up of 90 metropolitan councillors. Each of the 36 municipalities has a number of councillors in proportion to its demographic weight. The mayors of the municipalities are ex officio members of the Council, in addition to the councillors appointed by the town councils, until the number stipulated for each municipality is reached.

Presidency

The presidency heads the metropolitan government and is accountable to the Metropolitan Council.

Executive Vice-presidency

The vice-presidency is a complementary and unipersonal governing body. Vice-presidents are appointed by the president from among the metropolitan councillors. Their function is to replace the presidency in the cases prescribed by law, such as vacancies, absences or impediments.

The vice-presidencies also manage metropolitan services and competences that have been delegated to them by the Presidency. There are currently seven vice-presidencies, in addition to the executive vice-presidency, with competence in the areas of environment, mobility and transport, strategic planning, urban planning, social and economic development, and international cooperation.

Governing Board

The Governing Board is the body that assists the presidency in the day-to-day administration of the metropolitan area. Its tasks are delegated by the Metropolitan Council and the President, with the aim of facilitating decision-making and the work of the metropolitan administration. It is comprised of 13 councillors, including the AMB's President, who are appointed by the President at the proposal of the Metropolitan Council.

Financing

Resources of the Barcelona Metropolitan Area (art. 40 Law 31 of 2010).

- Income from assets and other private-law income.
- The surcharge on property tax, established by local tax legislation for metropolitan areas.
- Other surcharges on the taxes of the municipalities or the Autonomous Government of Catalonia, created in accordance with local tax legislation.
- Public fees and prices for the provision of services and for carrying out activities within their competence.
- Fees and other rights in their favour for operating public services and for use of the metropolitan public domain.
- Urban planning fees and special contributions for carrying out works and for establishing, improving or expanding services.
- The proceeds of fines and penalties.
- Transfers from the Autonomous Government of Catalonia and other supramunicipal bodies with regard to the agreed delegation of powers.
- Participation in the taxes of the State and the Autonomous Government of Catalonia, under the terms established by local tax legislation.
- The contributions of member municipalities.
- Subsidies and other income from public law.
- The proceeds of credit operations.
- Funds from the European Union and Community programmes.
- Any other resource created to finance the Barcelona Metropolitan Area.

In addition to all the experience in integrated territorial development management offered by the Barcelona Metropolitan Area case, with the creation of the institution AMB at supramunicipal level, we have an example of rationalisation of administrative efforts in the areas of its competence, taking advantage of economies of scale, with the provision of efficient metropolitan services with regard to public space, mobility, and environment, among others, of homogenisation and planning of balanced and integrated urban growth among the different conurbations, the product of the political consensus of the territorial actors.

METROPOLITAN INSTITUTE FOR PLANNING AND DEVELOPMENT MANAGEMENT - GUADALAJARA METROPOLITAN AREA - MEXICO - IMEPLAN¹⁰



The Metropolitan Institute for Planning and Development Management of the Guadalajara Metropolitan Area¹¹, is, by legal provision, “a decentralised intermunicipal public body, with legal status, own assets and technical autonomy in the exercise of its powers, whose aim is to prepare and coordinate the planning of the corresponding metropolitan area or region and to manage metropolitan development. It is headed by a general director and will have the structure authorised by its Governing Board for the proper exercise of its powers” (art. 30 Ley de Coordinación Metropolitana del Estado de Jalisco 2011). It was established from the Metropolitan Coordination Agreement and the Organic Statute of the Metropolitan Coordination Bodies in 2014.

The 2011 Jalisco State Metropolitan Coordination Law, a regulation of the Political Constitution of the State of Jalisco, regulates the procedure for the constitution of metropolitan areas and regions, and sets out the fundamentals for the organisation and operation of metropolitan coordination bodies. It establishes as the metropolitan coordination bodies the Metropolitan Coordination Board, the Metropolitan Planning Institute, the Metropolitan Citizens' Council and the Metropolitan Agencies. IMEPLAN is one of the metropolitan coordination bodies of the Guadalajara Metropolitan Area.

¹⁰ Ley de Coordinación Metropolitana del Estado de Jalisco 2011

¹¹ <https://imeplan.mx/>

Integrated Metropolitan Development System⁶



Functions

IMEPLAN fulfils the following functions:

- I.** Prepare and propose to the Board, for its consideration, authorisation and subsequent sending to the city councils for approval:
 - a) The Metropolitan Development programme
 - b) The Metropolitan Land Use Plan
 - c) The Metropolitan Risk Map
 - d) The annual investment programme
 - e) Other planning and programming instruments from the areas subject to metropolitan coordination, under the terms of the respective agreement; and
 - f) Other metropolitan planning instruments referred to in the Código Urbano para el Estado de Jalisco (Urban Code for the State of Jalisco) and other applicable laws
- II.** Prepare, implement and propose to the Board for approval the Metropolitan Information and Management System
- III.** Evaluate metropolitan planning instruments

12 Presentación Alejandra Hernández Santillán, Titular de la Unidad Jurídica IMEPLAN – Área Metropolitana de Guadalajara - 2019

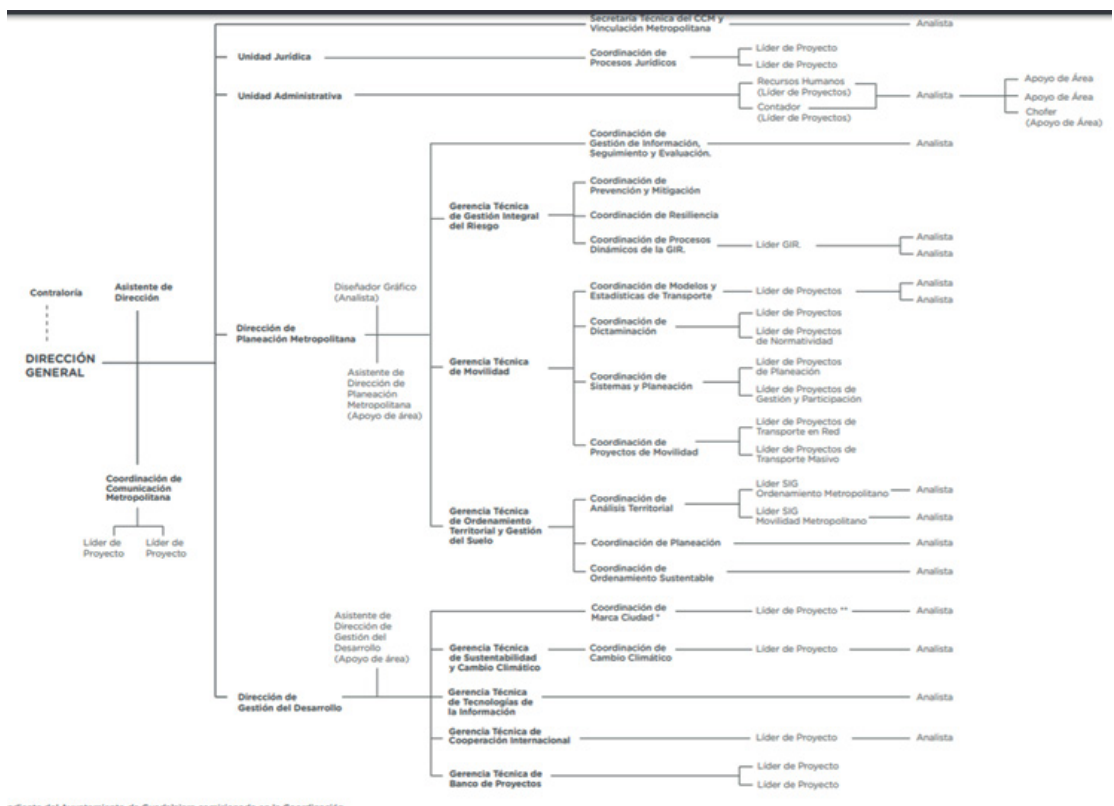
- IV.** Prepare the technical documents assigned by the Board, in the areas or regions subject to metropolitan coordination
- V.** Execute the agreements and resolutions of the Board, within the scope of its competence
- VI.** Coordinate and administer the Metropolitan Projects Bank through the technical management team
- VII.** Issue the metropolitan impact report and establish the methodology for its preparation
- VIII.** Evaluate the work or analysis carried out by the Management Committees, before being presented to the Metropolitan Coordination Board
- IX.** Make recommendations it deems appropriate as regards consistency between the programmes or plans of the municipalities in the corresponding metropolitan area or region and the metropolitan planning instruments
- X.** Issue the technical study report that justifies the need, or otherwise, to update the municipal planning instruments of the municipalities in the corresponding metropolitan area or region
- XI.** Provide a timely and mandatory response to the observations and proposals made by the Metropolitan Citizens' Council under the terms established in the Organic Statute
- XII.** Form part of, in the capacity of General Director, the Governing Board of the Metropolitan Agencies
- XIII.** Provide the technical opinion that supports, or otherwise, the creation of a management board
- XIV.** Agree with the State Executive, through the signing of the respective agreements, on the administration, operation or execution of State programmes, services or functions in a joint and coordinated manner, provided that there is no provision to the contrary
- XV.** Carry out studies, provide technical opinions and reports on the subjects and with the scope determined by the functions conferred upon it by the municipalities in the corresponding metropolitan area and by the State Executive, through the coordination agreement, specific agreements or the organic statute
- XVI.** Other functions conferred upon it by the municipalities in the area and the State Executive, through the coordination agreement, specific agreements, organic statute, and those that arise from the applicable legal provisions

Structure¹³

The Organic Statute of the Metropolitan Coordination Bodies establishes the organic structure of IMEPLAN, and it is composed of a Governing Board; General Director; Legal, Administrative and Financial

Unit; Metropolitan Information Unit; Planning and Programming Unit; Evaluation and Monitoring Unit; Social Dialogue Unit, and Control Body.

Organic structure of IMEPLAN in the Guadalajara Metropolitan Area¹⁴



fuente del Ayuntamiento de Guadalajara reunión en la Procuraduría

¹³ Estatuto Orgánico de las Instancias de Coordinación Metropolitana - 2014.

¹⁴ Presentación Alejandra Hernández Santillán, Titular de la Unidad Jurídica IMEPLAN – Área Metropolitana de Guadalajara – 2019

The Governing Board is the highest body of IMEPLAN, and is composed of the Municipal Presidents of the area, the State Governor, or those appointed by them, the General Director of the Institute, the head of the Legal, Administrative and Financial Unit, and the head of the Control Body. The Presidency of the board is held by the President of the Metropolitan Coordination Board, by rotation, or by whomever the latter designates, who shall be assisted by the head of the Institute's Legal, Administrative and Financial Unit, acting as Technical Secretary.

To guarantee the technical and management autonomy of IMEPLAN, a minimum fund is established by agreement for the operation of the Bodies through annual municipal contributions, the source of these amounts being the state and federal contributions corresponding to each member municipality of the Area.

Thus, the assets of IMEPLAN consist of:

Financing¹⁵

- The movable and immovable property, administrative archives, equipment, bibliographic and documentary assets, investments, securities, credits, cash, as well as other assets assigned to it, which it has acquired or will acquire by any legal means
- The contributions, subsidies and support it receives from federal, state and municipal governments, as well as from national or foreign social or private sector bodies, which jointly help it fulfil its function
- Bequests and donations granted in its favour, and trusts in which it is designated as trustee
- The interest, dividends, returns, profits and income that it obtains from the investment of its financial resources, assets, rights and securities
- The rights and obligations it acquires by any means
- Any other assets or rights received in the exercise of its powers

These are the metropolitan matters or facts on the metropolitan agenda:

La agenda metropolitana acordada por la Junta de Coordinación Metropolitana del Área Metropolitana de Guadalajara se integra por los temas que por su naturaleza, escala y complejidad han sido reconocidos como de urgente reconcepción y gobernanza a escala de ciudad completa:



¹⁵ Estatuto Orgánico de las Instancias de Coordinación Metropolitana - 2014.

¹⁶ <https://imeplan.mx/en/gobernanza>

At present, the IMEPLAN of the Guadalajara Metropolitan Area is a key metropolitan institution for the sustainable development of the territory based on integration processes in management and efficiency in the development of projects with a metropolitan impact.

PLANNING OFFICE OF THE SAN SALVADOR METROPOLITAN AREA – OPAMSS¹⁷



The OPAMSS, the Planning Office of the San Salvador Metropolitan Area, was created by the COAMSS through a municipal agreement on 29 October 1988, as an eminently technical, decentralised and autonomous entity. It began exercising its urban development control functions in 1990, when it was made official institutionally through the publication of the Creation Agreement in the Official Gazette of 3 February 1990. It is independent and financially self-sustainable through the collection of fees for services provided in various procedures and for obtaining permits.

Today, the IMEPLAN of the Guadalajara Metropolitan Area is a key metropolitan institution for the sustainable development of the territory based on integration processes in management and efficiency in the development of projects with a metropolitan impact.

Background to its creation

Following the devastation caused by the earthquake of 10 October 1986, which resulted in the loss of human life, buildings, infrastructure, health and education facilities, among others, the Council of Mayors of the San Salvador Metropolitan Area (COAMSS) was constituted on 3 July 1987, an initiative formed by 11 municipal councils (San Salvador, Delgado, Mejicanos, Soyapango, Cuscatancingo, San Marcos, Ilopango, Nejapa, Apopa, Ayutuxtepeque and Antigua Cuscatlán), in accordance with the powers established in the Constitution of the Republic and the Municipal Code.

One of the main reasons for its formation was the reconstruction of the city of San Salvador and the surrounding municipalities.

.....
17 Documento Gestión Estratégica Metropolitana
COAMSS/OPAMSS

The mission of COAMSS is to be a collegial body for: "formulating, regulating, coordinating and directing policies and programmes that promote the development of the San Salvador Metropolitan Area (SSMA) and its inhabitants". Its objectives are to:

- a. Plan and control the Metropolitan Area in order to make efficient use of resources for the development programmes in the area
- b. Facilitate the reconstruction of the San Salvador Metropolitan Area, plan and control its future growth
- c. Coordinate public investment in the area and the services provided to municipalities in the area
- d. Facilitate and foster community participation in the development of the metropolitan area
- e. Develop a financing strategy for the continuation of operations initiated as a result of the earthquake of 10 October 1986.
- f. Carry out any activity not mentioned in the previous paragraphs that is aimed at fulfilling the purposes established in this document, to coordinate actions between the municipal governments that form part of it in order to achieve a harmonious and sustained development of their municipalities, and to
- g. Exercise other functions and powers that correspond to it in accordance with the Municipal Code, statutes, and other applicable provisions.

In October 1988, a year after the creation of COAMSS, the mayors decided to create the Planning Office of the San Salvador Metropolitan Area (OPAMSS), to which they delegated the research and analysis of urban development problems, and the role of advisor to the COAMSS through strategic programmes and projects.

In December 1993, the Legislative Assembly approved the Law of Territorial Planning and Development of the San Salvador Metropolitan Area and its Surrounding Municipalities (LDOT-AMSS), which institutionally strengthened the COAMSS and, at the same time, defined the bodies and mechanisms for coordination and reciprocal collaboration between the Metropolitan Community and the different bodies and ministries of the Central Government to address the matters of public service provision, transport and social facilities and the other functions established in said law.

The Law also institutionalised the SSMA Planning Office (OPAMSS) as the Executive Secretariat of the Council of Mayors and the technical arm for fulfilling the powers granted by law with regard to territorial planning and control, and for providing technical assistance to member municipalities.

Over its 25 years of history, the COAMSS has become an archetype that is recognised both nationally and internationally, and its importance has been strengthened by the fact that it has managed to remain stable despite the changes in political orientation to which the SSMA has been subjected over the last two decades. In 2003, the COAMSS defined its Ten-Year Strategic Plan. In 2009, work was undertaken to adapt the Strategic Plan, with the aim of consolidating a more equitable, democratic, supportive, participatory, accessible, sustainable and competitive metropolitan area, with its fundamental base being the human person,

environmental sustainability, risk reduction, social cohesion and prevention of violence.

With the creation of the Law of Territorial Planning and Development of the San Salvador Metropolitan Area (LDOT-AMSS) in 1993, the actions of the OPAMSS and the COAMSS were strengthened by a legal framework made official by the Legislative Assembly.

Both the objectives and the functions of the OPAMSS are established in its Creation Agreement, which are detailed below:

Objectives

1. Research and analyse SSMC development matters
2. Provide advice to the COAMSS through strategic programmes and projects aimed at enabling the integrated development of the SSMA.

Functions

- a. Draw up urban and social metropolitan development policies
- b. Define the development models that will form the master plan for metropolitan planning
- c. Formulate the metropolitan development plan with its corresponding sectoral plans, programmes and investment projects, identifying planning areas as fields of action for their execution
- d. Determine rules and draw up regulations to ensure that the goals set out in the development plans are achieved
- e. Coordinate and control compliance with the master plan for metropolitan planning
- f. Carry out periodic reviews, evaluations and adjustments to the sectoral plans that form part of the development plan
- g. Coordinate and supervise the implementation by the project executing units of each of the municipalities of the programmes necessary for community betterment in the areas of organisation, social development and infrastructure, housing and public services Give priority to the needy population of the SSMA
- h. Support SSMA municipalities in emergency situations through special rehabilitation, improvement and reconstruction programmes in the affected areas
- i. Develop an administrative and financial strategy to ensure the functioning of the COAMSS
- j. Enforce compliance with the regulations of the ordinance on the control of urban development and construction
- k. Receive fees, contributions and fines derived from this ordinance and its regulations

LAGOS METROPOLITAN AREA TRANSPORT AUTHORITY (LAMATA) – NIGEIA¹⁸



The Lagos Metropolitan Area Transport Authority (LAMATA) is the metropolitan institution of the Lagos State Government responsible for the planning, implementation, regulation and franchising of public transport infrastructure and operations. It is established as a semi-autonomous corporate body with perpetual succession and an independent board responsible for the formulation, coordination and implementation of urban transport policies and programmes in the Lagos metropolitan area. It was created by a State Law (LAMATA Law) signed on 13 January 2002.

Background to its creation

Lagos is considered the sixth-largest city and one of the most urbanised metropolitan areas in the world. With a population estimated at between 15 and 18 million and an annual growth rate of almost 6%, it is also one of the world's megacities. Rapid and unplanned urbanisation has led to numerous transport problems in the Lagos metropolis, including increased traffic congestion, worsening condition of the roads, deterioration of the physical attractiveness and comfort of public road transport, high transport charges, lack of an effective public rail and water transport system, rising levels of road accidents, increased traffic charges, and air emissions and pollution.

Recognising the need to improve the transport sector in Lagos State, the Lagos Mass Transport and Transport Systems Management (LMTS) Programme study was developed in 1992 to identify the actions required to address the complex transport situation in Lagos.

¹⁸ <http://lamata-ng.com/>

One of the main recommendations of the study was the creation of the Lagos Metropolitan Area Transport Authority (LAMATA) to coordinate the transport policies, programmes and actions of all agencies at different levels of government.

In 1996 the detailed framework for the establishment of LAMATA was issued, setting out the roles and responsibilities of the agencies at different levels of government as ministries, departments and transport-related agencies of the Lagos State Government, and also defining for LAMATA its core functions, organisational structure, resource requirements and relationship with stakeholders.

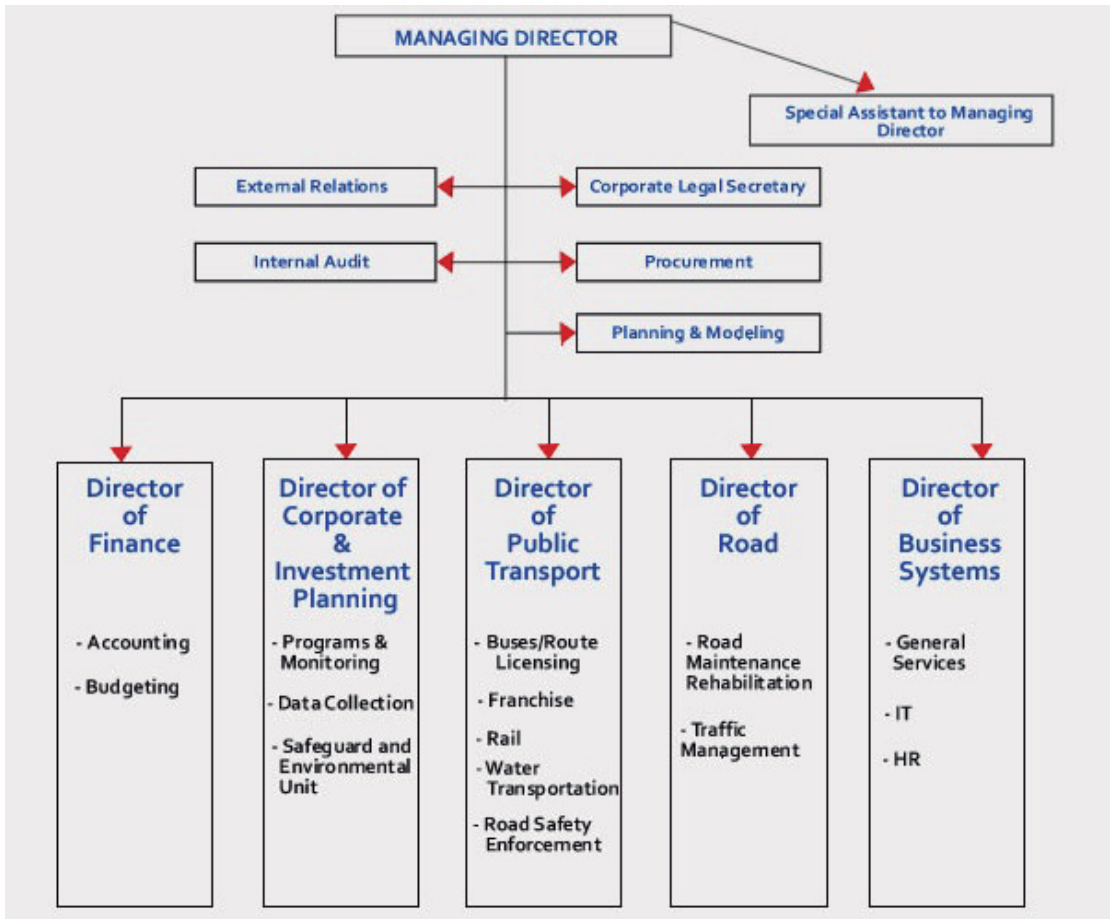
Functions

The Authority has overall responsibility for transport planning and coordination in the Lagos metropolitan area, with the main mandate to play a leading role in transport planning, assist in the formulation of transport policy, the coordination of the main decisions, and operational and investment implementation.

Under the amended LAMATA Act 2007, the Authority is empowered by law with the responsibility for carrying out the following key functions in the Lagos metropolitan area:

- Coordinate the transportation policies, programmes and actions of all agencies
- Maintain and administer the Declared Road Network (DRN), mainly public transport bus routes of approximately 632 km
- Plan, coordinate, manage and develop the provision of adequate and effective transport
- Recommend route planning and the general location of bus stops, pedestrian walkways and bridges
- Levy and collect road user charges and establish a Transport Fund (TF) as a user reform financing mechanism to increase the low level of cost recovery in the transport sector and to sustain the performance of LAMATA
- Collect 50% of the Motor Vehicle Administration's (MVA) net revenue (specific items), to be paid directly into the TF
- Regulate bus rapid transit (BRT) along priority corridors
- Coordinate the activities of the State Licensing Authority and all vehicle inspection units
- Make policy recommendations on public transport to the Governor, including implementation mechanisms
- Prepare plans for the development and management of an integrated multi-modal public transport system.

Structure



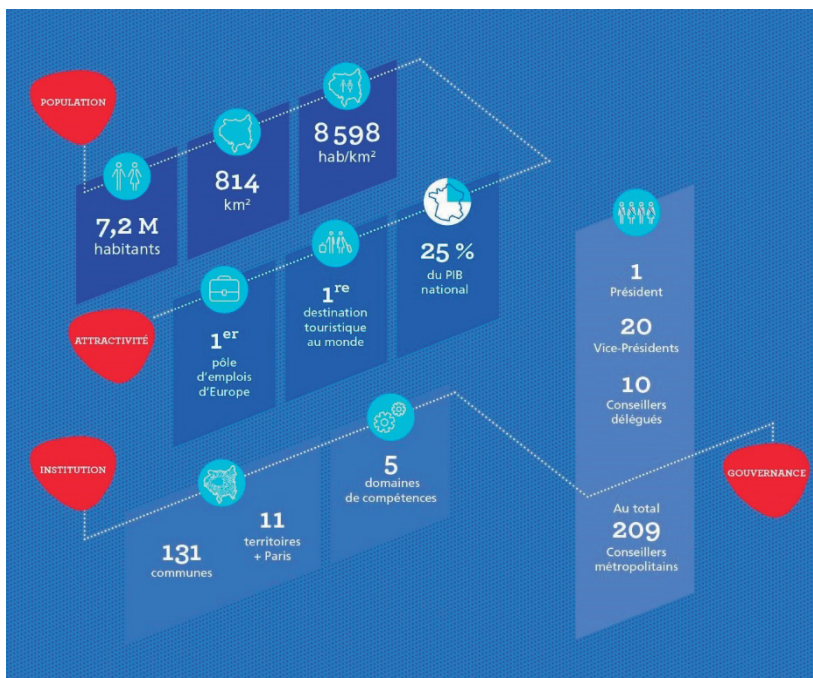
With the metropolitan institution of the transport authority, LAMATA, the government of Lagos has transformed the previously disorganised transport sector in the metropolis, generating a strategic planning platform to address the transport needs of the metropolis and to coordinate the activities of the various implementing agencies to provide a common and consistent basis for the implementation of the Strategic Transport Master Plan that details the transport infrastructure requirements for Lagos up to 2032.

METROPOLIS OF GRAND PARIS¹⁹



The Metropolis of Grand Paris (Métropole du Grand Paris), created on 1 January 2016, is a public institution for territorial cooperation, with administrative and financial autonomy and own taxation, which enjoys a special status. It is responsible for managing the strategic areas of

a dense intermunicipality that includes the city of Paris, 123 communes in the three departments of Hauts-de-Seine, Seine-Saint-Denis and Val-De-Marne, and 7 communes in Essonne and Val d'Oise.



¹⁹ <https://www.metropolegrandparis.fr>

Structure

The Metropolis of Grand Paris has several bodies, made up of elected officials who discuss, propose and deliberate on all metropolitan matters. It consists of:

1. A Council - formed of 209 representatives who represent 131 municipalities, proportionally elected using the highest-average method, with at least one representative per municipality.
2. A Board - formed of the president, 20 vice-presidents and 10 delegated representatives
3. A Development Council - which represents civil society. Its function is to propose a specific approach aimed at addressing the realities and problems.



President

Responsible for administration, the president represents the Metropolis of Grand Paris and embodies the executive power. The president is elected by the metropolitan councillors by absolute majority and secret ballot.

Metropolitan Office

The Office establishes the strategy and determines the main orientations of the metropolis. It is a deliberative body regarding matters delegated by the Council.

Chaired by the president of the Metropolis of Grand Paris and formed by 20 vice-presidents and 10 delegated representatives, representing all political groups, the Office studies the agenda and draft deliberations to be submitted to the vote of the Metropolitan Council.

Metropolitan Council

The Council is the deliberative body of the Metropolis of Grand Paris, it takes decisions on the affairs of the metropolis whose powers have been defined.

Thematic Committees

Formed of several councillors who represent the various political groups that make up the Council. The committees study the cases presented to them and which fall within their competence.

There are seven thematic committees:

- Finance
- Metropolitan project
- Economic development and attractiveness
- Sustainable development and environment
- Housing
- Digital planning, innovation, new technologies, research and development
- Metropolitan land planning

Functions

It has five strategic functions:

- Metropolitan area planning
- Economic, social, and cultural development and planning
- Local habitat policy
- Protection and improvement of the environment and living environment policy
- Management of aquatic environments and flood prevention (GEMAPI)

Financing

The revenue of the Metropolis of Grand Paris is derived mainly from two sources:

Taxes

In accordance with the law, the Metropolis of Grand Paris, receives the Business Value Added Contribution and the Land Investment Contribution.

It also receives the Commercial Premises Tax (TASCOM), the Fixed Charges of Network Companies (IFER) and the Additional Tax on Non-Built Land (TATFNB). In addition to this economic tax imposed on businesses, metropolitan France has also introduced the GEMAPI tax, paid by all metropolitan taxpayers for the implementation of specific flood-prevention measures.

State grants

The Metropolis of Grand Paris receives a General Operating Grant (DGF) from the State, which consists of two grants: an intercommunal grant and a compensation grant owing to the abolition of the former business tax.

The metropolitan governance institution of Paris, the Métropole du Grand Paris, is the result of the articulation of the municipalities' willingness to cooperate in policies, projects and strategic planning, of a commitment to territorial solidarity through the redistribution of investment and rebalancing, particularly in terms of the tax burden, and of the desire for administrative rationalisation through institutionalisation and the development of strategic projects for metropolitan transformation and modernisation.

MONTREAL METROPOLITAN COMMUNITY²⁰



Communauté métropolitaine de Montréal

The Montreal Metropolitan Community (Communauté Métropolitaine de Montréal), created by law on 1 January 2001, is a planning, coordination and financing organisation that carries out strategic management throughout Greater Montreal in the areas of land-use planning, transport, economic development, the environment, waste management, social housing and metropolitan facilities. The councillors are not directly elected by universal suffrage, but appointed

by the member municipalities from among their elected representatives. Under the terms of the law, the mayor of the central City of Montreal also acts as president of this metropolitan body (MMC), which is funded primarily by contributions from member municipalities, deducted from the real estate tax base²¹.

²⁰ <http://cmm.qc.ca/fr/accueil/>

²¹ Documento de Gobernanza Metropolitana- Informe de síntesis de la Comisión 1- 2005: <http://ville.montreal.qc.ca/pls/portal/url/ITEM/9D70CB63E1C680E2E0430A93013280E2>

Functions

Its main areas of intervention are:

- Spatial planning
- Economic development
- Environment
- Transport
- Social housing
- Metropolitan facilities

Structure Metropolitan Council

The affairs of the Community are conducted by a 28-member council which is chaired by the mayor of the city of Montreal who chairs the Community Council. Its internal management procedures and deliberations are prescribed by regulation. The quorum for board meetings is nine members. The Council exercises all the powers assigned to the CMM by law. The Council may delegate certain functions to the executive committee.

Executive Committee

The Community's constitutional law establishes the composition of an executive committee. Chaired by the mayor of the City of Montreal, the Community's executive committee is formed of eight members, including the mayors of Ville de Laval and Ville de Longueuil. The other five members are chosen by the Metropolitan Council from among its members.

It is responsible for the administration of the Community's affairs. The executive committee ensures that the law, regulations and resolutions, as well as contracts, are implemented. It establishes the technical team and is an advisory body to the Metropolitan Council.

Agricultural Advisory Committee and commissions

The Agricultural Advisory Committee and commissions play an important role in the Community's decision-making process. They receive mandates from the Community's executive committee on matters requiring consultation with municipalities and partners. Their reports contribute to the design of plans and the institution's positioning on matters such as transport, development and the environment.

The board has established five standing committees:

- Planning Committee
- Environment Committee
- Economic Development, Metropolitan Facilities and Finance Committee
- Social Housing Committee
- Transport Committee

Institutional Structure

- ☐ General Directorate
 - ∅ Communications
 - ∅ Geomatics and information technology
 - Project office for mapping local channels
 - Project office for flood risk management
 - ∅ Human resources
- ☐ Secretariat
- ☐ Finance
- ☐ Metropolitan Area Planning Department
 - ∅ Planning
 - ∅ Transport
 - TOD project office
- ☐ Policy, Intervention and Development Directorate
 - ∅ Economic development
 - ∅ Social development and monitoring

Financing

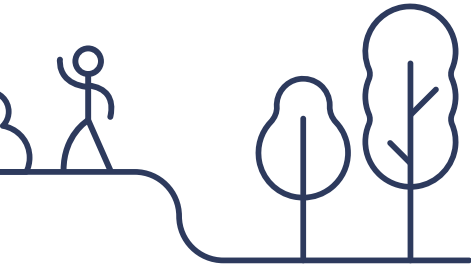
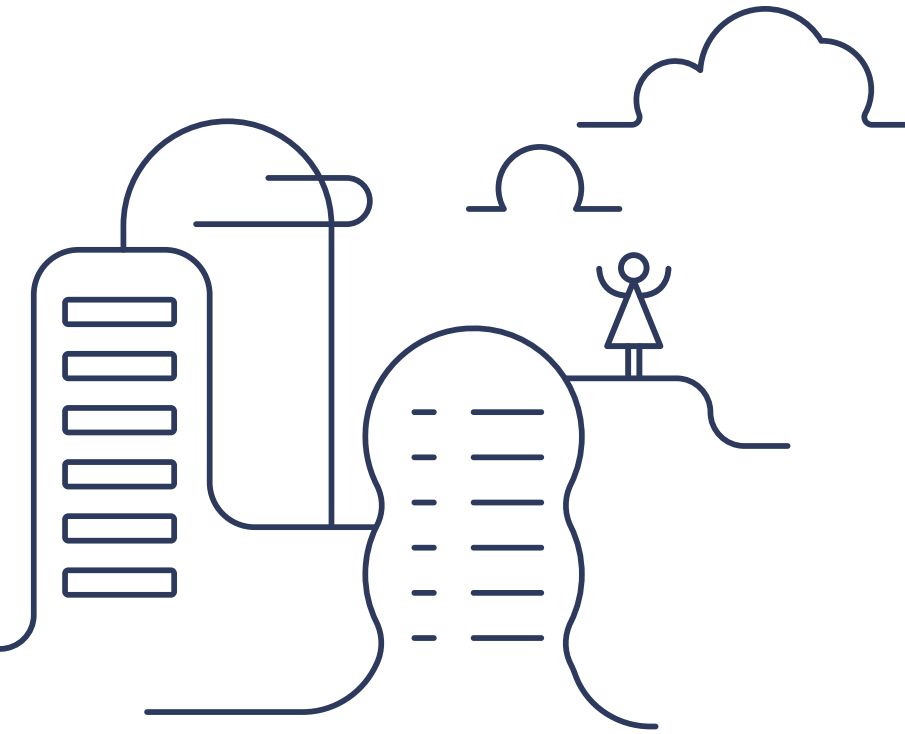
The Community derives most of its revenue from the fees it collects from the municipalities in its territory. Once the Community has adopted the annual budget, the contributions of the municipalities in the metropolitan area are allocated according to the fiscal potential of each one.

The contributions are paid in two instalments. To pay its share, each municipality may impose a general or special tax based on the assessment of taxable real estate in its territory.

Community of Montreal has become a centre for innovative solutions to the challenges of planning and sustainable development, establishing common goals and objectives for the Greater Montreal Region and strengthening each of its constituent municipalities. It has plans, programmes and strategies for land-use planning, economic development, environment, social housing and transport.



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METROPOLITAN INSTITUTIONS

Guidelines for structuring and managing the metropolitan authority

ARE METROPOLITAN INSTITUTIONS A MOTOR FOR SUSTAINABLE TERRITORIAL DEVELOPMENT?

UN-Habitat, through its MetroHUB initiative, presents this document on Metropolitan Institutions as a guide for structuring and implementing institutions at supramunicipal level, responsible for managing the metropolitan affairs of the territory or managing sectoral matters with a metropolitan impact. It highlights the importance of metropolitan institutions for effective territorial management and competitiveness, describes their typology, characteristics, objectives, functions and structure, and proposes a metropolitan management methodology and recommendations for its implementation.

Metropolitan areas are attractive due to the wealth they create, technological innovation, and the offer of urban services, which encourages population migration. This leads to a concentration of social problems and difficulties in the citizens' daily lives, mainly with regard to the housing/transport relationship, and it generates social inequalities. Metropolitan areas also have a higher level of environmental degradation, due to the concentration of economic activity. These territories, therefore, present great challenges for both governments and citizens.

The question then is: who is addressing these challenges, who is conceptualising and planning the solutions and, above all, implementing the solutions to these territorial challenges? Local institutions have their own set of challenges, and their competence has jurisdictional limits.

Metropolitan institutions facilitate territorial management by making the use of resources more efficient through territorial coordination and complementarity, identifying the vision of integrated development, creating policies that respond to the intersectoral nature of the problems, coordinating different levels of government and implementing projects.

The Metropolitan Institutions conceptualise, plan and develop the strategy for territorial competitiveness and improved quality of life of the inhabitants of the metropolis.

Generating metropolitan knowledge through the understanding of the urban phenomena that extend beyond local borders is, without a doubt, the best channel for taking advantage of the benefits of urbanisation and mitigating its negative externalities through decision-making and citizen participation, with knowledge transfer and innovative proposals for a sustainable, equitable and competitive metropolis.

MetroHUB

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