
REPORT
2014

Integrated urban governance- successful policy transfer

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Integrated Urban Governance Successful Policy Transfer

Presidency: Berlin

Chair: Michael Müller, Mayor and Senator for Urban Development and the Environment, Berlin

Coordinator: Barbara Berninger, Senate Department for Urban Development and the Environment, Berlin, Head of Division for EU and International Affairs Berlin 2014

We would like to thank the speakers, participants and moderators, who participated in the dialogue meetings and the peer reviews as well as the host cities of these events for their contributions to the initiative.

INTRODUCTION

MAYOR MÜLLER AT THE BOARD OF DIRECTORS MEETING IN GUANGZHOU (2012)

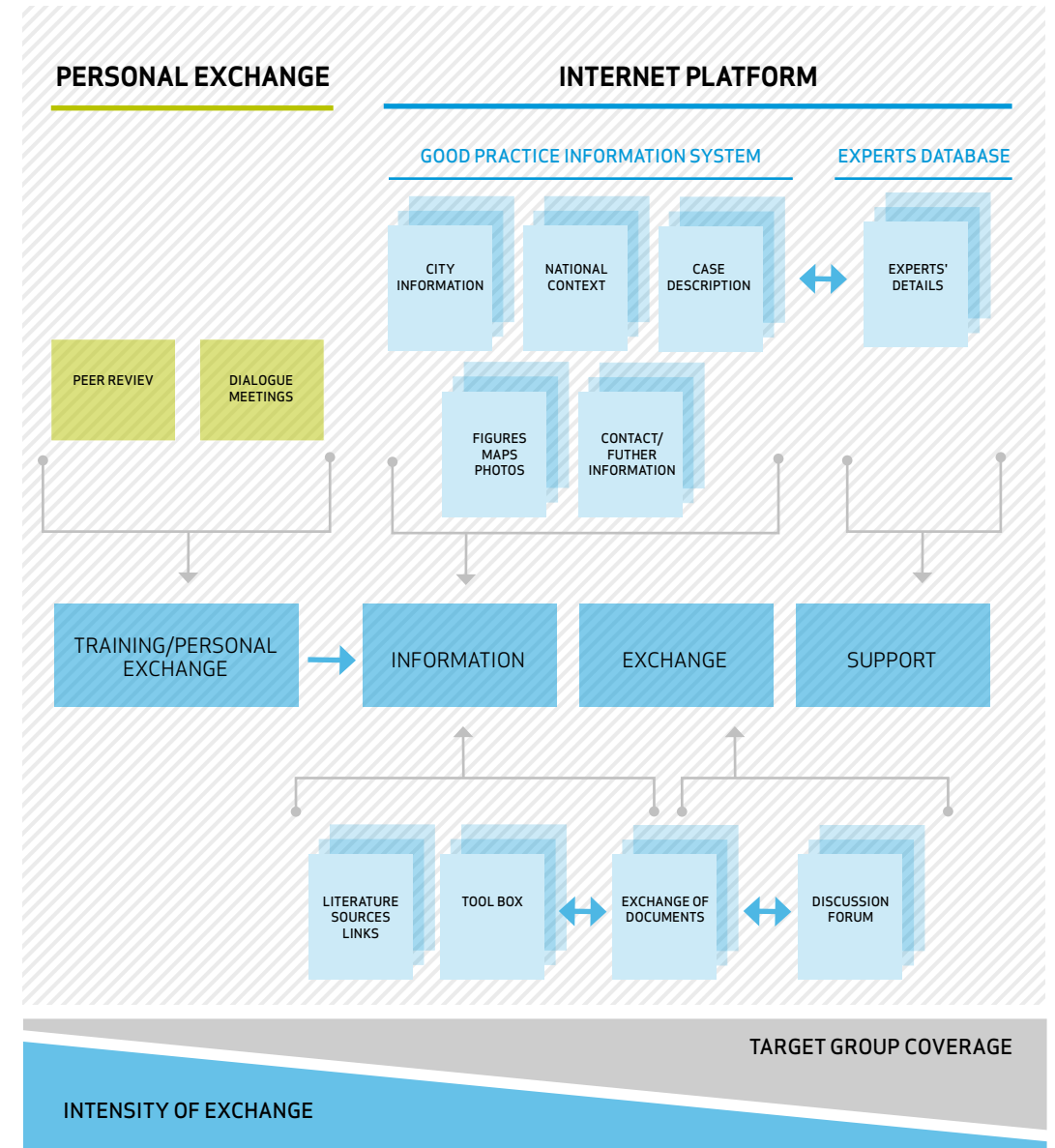


The Berlin Metropolis Initiative on Integrated Urban Governance contributed to rethinking the basis of how cities are best governed. The project evaluated case studies in good municipal practice, communicated these evaluations widely, organised exchange of experience between metropolises, and linked Berlin to the cities involved.

The Initiative worked by means of

- 01.** An internet platform,
- 02.** A peer review method, developed for Metropolis,
- 03.** A series of dialogue meetings.

These instruments provided the network with innovative ways to intensify exchange between member cities and to document lessons learnt about day-to-day practice in member cities, and to make these accessible to others.



01.

INTERNET PLATFORM ON INTEGRATED URBAN GOVERNANCE

<http://policytransfer.metropolis.org>

“The work of our initiative on Integrated Urban Governance made it quite clear that many challenges confronting cities nowadays can only be met by means of cross-disciplinary, integrated approaches. Unless civil society is included, these types of multi-nature problem situations can barely be managed effectively and efficiently”.

Mayor Michael Müller

Towns and cities are confronted with varied and complex challenges, which are becoming too complex for traditional, sectoral administrative approaches to handle. Problems include, for example, increasing socio-spatial disparities that are increasingly found in all metropolises, burgeoning spatial and population growth, and intensifying climate change. Cross-cutting problems require cross-cutting, integrated solutions. For many municipalities this presupposes a process of re-thinking and requires a shift towards more integrated urban policies.

Metropolis as a global city network is a source of knowledge and solutions to many challenges that cities are facing today. It is essential, however, that this manifold capacity is documented, distributed and discussed to the benefit of all member cities. Responding to this imperative, the Metropolis Initiative on Integrated Urban Governance, which Berlin led until October 2014, developed an online platform to foster good practice visibility and policy transfer. The goal is now to support member cities in their efforts to achieve more integrated policy-making and urban governance. The platform brings together case studies for good practice in the field of integrated urban development, such as social and spatial integration, urban growth and climate mitigation and adaptation. It includes a database of urban experts on specific urban issues and topics, experts who can register and directly contact each other.

GOOD PRACTICE CASE STUDIES



Unlike many urban databases who quickly turn outdated, the platform uses social mechanisms to inspire registered users to return frequently, thus keeping their contact and profile information up-to-date. An intuitive, user-friendly design interface and a powerful search engine allow for complex search queries by region, topic, aim and instrument. The database also contains profiles of all Metropolis member cities and presents case studies in a structured and unified fashion, allowing for quick comparison. Thus it also provides basis material for Metropolis training activities.

TOOLS AND INSTRUMENTS

In addition to case studies, the platform features articles describing instruments in integrated urban development – for example, elaborating framework strategies, procedures in public participation and so on. In this way, it provides users with a pool of knowledge and enables Metropolis member cities to share innovative practice.

EXPERTS' DATABASE

Experts can register on the internet platform and create their own profile in order to contact and be contacted by other users. The expert profiles include a variety of information, including language skills, reference projects and geographical and subject expertise. It can be used by municipalities for research and consultancy purposes or for Metropolis activities. For example, in relation to peer reviews it provides a means to identify suitable advisors, presenters or trainers. In addition, it offers an opportunity to record centrally the many and diverse specialised subject contact persons whom municipal administrative bodies may call upon.

EXCHANGE PLATFORM

The internet platform enables registered users also to exchange ideas and lessons learnt directly via the platform's messaging system.

THE WAY FORWARD

The internet platform provides cities and partners with a series of significant outcomes:

- a networking tool that supports and facilitates continuous contact, exchange and cooperation in between Metropolis congresses and events;
- a database system, which, by means of brief description texts and multimedia files, enables Metropolis member cities to document and promote good practice projects, processes and instruments for mutual learning and greater visibility,
- a single source for research, inspiration and points of contact to plan and benchmark integrated urban projects in a more targeted and time-efficient way



LEARNING FROM EACH OTHER IS NOT JUST WORK - BUT ALSO FUN

To ensure this, the content of the platform has to be maintained and developed further during the next Metropolis working period. To reach a “critical mass” of good practices and active experts, the platform will be mainstreamed across existing Metropolis activities and cities will be supported in using the platform. A particular emphasis will be put on tools and approaches towards climate adaptation in cities, which are described in the “No Regrets Charter”.

02.

DIALOGUE “NO REGRETS - PRE-ACTING AND ADAPTING TO CLIMATE CHANGE IN CITIES”

“Climate change is complex, its exact patterns and impacts are uncertain. ‘No regrets’ strategies are based on concepts and measures that can begin to be enacted now without being certain about all dimensions of future climate change. Measures are taken and strategies are thus adopted in a precautionary sense with the aim of responding to possible negative impacts before they intensify. Such measures are advisable for future generations, but also relevant to enhancing the living conditions of people in the present. With a ‘no regrets’ strategy, the benefit of these measures to society therefore continues even in the absence of climate change.”

Hanns-Uve Schwedler

The initiative on Integrated Urban Governance developed a new format for exchange and conferences, which brings together political decision makers, public administration personnel, representatives of business and of civil society. The aim of these dialogue meetings is not only to exchange experience and ideas but is also jointly to elaborate and agree upon a ‘policy paper’.

One of the most challenging questions that cities have to find answers to today is linked to climate change. How can cities best adapt to climate change and how can we make our cities more resilient to global warming? This topic has been chosen for the first two dialogue meetings as municipal climate adaptation is almost a textbook case of integrated urban governance.

The first dialogue meeting “No Regrets: Pre-acting and Adapting to Climate Change in Cities” was held in Berlin on 14 and 15 October 2013. The second meeting took place in Brussels on 9 and 10 February 2014.

On the basis of the first meeting, the Charter entitled “No Regrets Charter: Principles of climate change adaptation in cities” was drawn up. The draft document was discussed and amplified during the second meeting.



NO REGRETS CHARTER - PRINCIPLES FOR CLIMATE CHANGE ADAPTATION IN CITIES

THE CHARTER

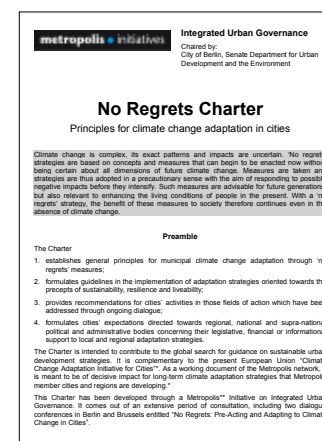
- specifies general principles within municipal climate change adaptation, in the centre of which are ‘no regret’ and integrated measures;
- formulates guidelines in implementing adaptation strategies oriented according to the sustainability precept;
- formulates demands addressed to higher-level regional administrative bodies to give advice and support for municipal adaptation strategies. In the European context these are demands addressed to the European Commission.

Besides overall guidelines and principles the Charter provides action recommendations in those fields of action which were addressed during the dialogue meetings:

- Public Dialogue and Participation
- Disaster risk-reduction
- Flood management
- Water supply and disposal
- Spatial planning and green areas
- Buildings and energetic rehabilitation

The Charter will be presented during the Metropolis World Congress in Hyderabad. On this occasion it is hoped to acquire as many member cities as possible to support the aims and principles put forward in the Charter and to encourage that the ‘no regret’ measures and similar concepts within integrated urban governance approaches in climate change adaptation. Some of these aims and principles are intended to be trialed, further developed and form the subject of exchange of mutual experience and lessons learnt.

The Charter additionally has been brought to bear in current discussions about climate change adaptation in the European Union. In its communication entitled ‘An EU Strategy on Adaptation to Climate Change’ (April 2013), the European Commission identified municipalities as central players and proposed – by analogy to the Covenant of Mayors and facilitated by this movement – a Climate Change Adaptation Initiative for Cities. At the time of writing, work is going on to produce this.



03.

PEER - REVIEW PROCESS

During the lifetime of the Initiative Berlin has conducted three peer-review forums in Paris Île-de-France, Johannesburg and Seoul. They covered diverse topics ranging from Urban Climate Plans, Bus Rapid Transfer systems and International Training Institutes.

The Peer-Review Process method has been shaped and developed during the previous working period of Berlin's Metropolis activities. It was developed out of the belief that actual exchange of knowledge most efficiently takes place on a practical level and if those who are exchanging their experiences meet on a basis of equal footing. This is the core idea behind this peer-review approach: experts with similar backgrounds of experience and field of work - the peers - adopt the role of "critical friends" when they review the project of the host city. Thus, the peer review aims to identify solutions, respond to difficulties in carrying out a specific programme or project, and to detect positive trends. This way it functions not only as a method to improve a local programme or project, but also to identify good examples for the practical guidance of the participating experts in their cities.

One key advantage of this method lies in the different geographical and cultural context of the peers. They are not necessarily familiar with the taken-for-granted concerns of the hosting city, and therefore are well placed to identify issues which local people frequently take as given. The Metropolis network builds an excellent framework for the application of this method. Another major advantage is that the method includes features aiming at creating a familiar atmosphere between hosts and peers. Both parties are introduced to each other in an informal meeting prior to the workshop and the number of participants of the workshop is limited to those who are essentially required to take part. Therefore, even critical issues can be brought to the fore and discussed without the usual restraints.

"The format of this peer review approach directly connects with the essence of Metropolis; real exchange of experiences in the respective institutions and local governments"

Participant of a Peer-Review Process



PARIS ÎLE-DE-FRANCE:



PRP 2012

Internal administrative steering processes in realizing the regions **local Agenda 21 and its interaction with the climate plan** could be improved for example by conducting regular meetings and continuing training activities. The peers from Johannesburg, Berlin, Vienna, Sydney and Hyderabad shared manifold experiences they made with implementing climate plans in their cities with Paris. They appreciated the enormous efforts Paris has undertaken already. Innovative heat and power plants and public buildings such as the visited 'green school' were taken as examples for their own cities.

JOHANNESBURG



PRP 2013

How can we make our **Bus Rapid transit system "Rea Vaya"** more sustainable and efficient? What do we need to bear in mind when we will expand the system? These were a couple of the questions that were discussed together with experts from Ahmedabad, Berlin, Lagos, Melbourne and Mexico City. They observed that the quality of the infrastructure of the Rea Vaya stations including the maintenance depot and the bus stops is already very high and thus offers great potentials for increasing the system's operational excellence. Various tools and methods were presented to increase patronage, to link the system more intensely to other sustainable means of transportation, to integrate land-use and transportation planning in further expansions or to more soundly anchor it in the city's political framework. For all participants it became evident how strongly a BRT system can influence the quality of life of a city's inhabitants – in Jo'burg it even contributes to overcome the social disparities which still are remaining as a legacy from the apartheid era.

SEOUL



PRP 2014

The Peer-Review Process in Seoul was a special one: Its subject was to review an activity of the Metropolis network, the **Metropolis International Training Institute (MITI)** with its headquarters in Seoul and with its regional centers in Cairo, Mashhad, Mexico City, and Paris Île-de-France. Peers were high rank representatives of other comparable international organizations: UN-Habitat Nairobi, ICLEI Bonn, GIZ-CDIA Manila, and the Carl Vinson Institute for Government in Atlanta USA. All were pleased to present their feedback deriving from their various training experiences. They were impressed by the high-quality training facilities and the commitment of the partners involved. MITI however, could benefit from structural adjustments addressing the formulation of strategic goals and the alignment of administrative roles and responsibilities. Further, curricula of the training partners could be optimized by pursuing a dual approach with general, global topics to be covered in the headquarters and locally important issues in regional training centers. Also, the range of training contents could be linked more intensely to other Metropolis activities, carried out in the Metropolis Initiatives or the women's network.

PEER REVIEW

PARTICIPANTS OF
PEER-REVIEW PROCESSES

“It is a great benefit that I learned a lot about sharing and generating knowledge in international contexts”

“The format was very useful. The outcome ever if unexpected moves the participants in the right direction. Aside from the main objective, the workshop is also an opportunity to support important networking.”

“Excellent peers! It was clear to me that they were sharing their own particular cases”

“It was really well organized and the atmosphere was sound and friendly”

“I mostly liked to have informal engagements with counterparts and share experiences/ ideas about challenges facing cities “

The Metropolis Peer-Review Processes were continuously evaluated. The feedback of the participants strongly contributed to modifications of the format over time so that it now can be seen as a learning tool that can be applied throughout the Metropolis network and beyond. However it turned out that there are features that require close attention:

- ▲ The 'Initial Report', which serves as the main briefing document for the peers should be prepared with enough time and should contain sufficient information on the project that will be discussed.
- ▲ During the workshops it is essential to facilitate a trustful atmosphere. This is the precondition for exchanging also critical issues.
- ▲ The number of participants of the workshops should be limited to the necessary minimum. This allows intense and open discussions.
- ▲ After the workshop the report should be drafted carefully. It should be proof-read and validated by the hosts and peers so that it can fulfill its function as a 'reminder' of the learning and suggested implementation tasks.

The Metropolis Peer-Review Processes proved to be an excellent tool for globally and inter-culturally working networks. Thus, Metropolis will continue to apply this method. Cities already suggested a range of projects and programmes to be addressed in future reviews by 'critical friends'. Topics mostly are addressing urban mobility, land-use planning, spatial planning, urban infrastructure, training, and the wide field of climate change.

The Peer-Review Process is an effective tool to exchange project-oriented and practical expertise in an international context. It contributes to a structural enhancement of a wide range of urban development projects. Therefore peer-review forums represent an important part of Metropolis activities.

Senate Department
for Urban Development
and the Environment



For more information on the
Berlin Metropolis Initiative Integrated Urban Governance -
Successful Policy Transfer, please visit:



<http://metropolis.org/initiatives/integrated-governance>

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First edition, october 2014

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