

Metropolis

Commission 3

2nd working meeting, Barcelona, 5 - 6 October 2010

**(The manual - an overview of contents - 6 October - 9:45 - 10:00)**

Ladies and gentlemen, dear friends,

Now that we have learnt something about a number of case studies either by presentation or by posters, it is time for us to direct our thoughts to the manual on "Integrated Urban Governance". In due course we will be dividing up into three working groups in order to discuss this draft version.

First of all may I give you a summary of the aims of the manual, how it is structured and the contents.

*(Folie 1 mit Gliederung Hauptkapitel)*

Who are we aiming to reach though this manual?

The manual is intended for municipalities, primarily for major cities, which are trying by means of integrated approaches to deal with in particular social and spatial problems or are already working using this type of approach. So this is a manual for practitioners who want to improve their work. In view of the problem situations in our cities which are becoming increasingly more complex, perhaps I ought to say: people who need to improve their day-to-day practice. The manual aims to provide you with suggestions and ideas on how problems - which cannot be solved using traditional, sectoral administrative action - may nevertheless be surmounted.

This manual is a very ambitious project. One reason for this is the very broad subject of "Integrated Urban Governance"- but I will come back to this later. The manual will also be based on local authority practice in cities all over the world. And this day-to-day practice is – due to framework conditions, administration systems and many other factors – very varied. For this reason we will be relying on your collaboration and your suggestions. The questions such as "Does this method or another one, does this instrument or tool work in your own context" will be discussed later during the working group sessions. Using your tips and ideas we will re-work the draft version of the manual.

One major challenge for the manual is the broad subject. What is "Integrated Governance"? I may reply to the question by quoting the definition used in the manual: " ...Integrated urban governance is a management approach in its core. It concerns management of cross-cutting issues in policy making that transcend the boundaries of established policy fields... Integrated governance refers to both horizontal integration between policy sectors ... and vertical inter-governmental integration ..., as well as beyond administrative boundaries in the double sense": cooperation between the city, the regional and the national government as well as inclusion of civil society. Interdisciplinary and inter-departmental cooperation are thus part of this approach, as is public participation. It would be possible to write a manual on each of these topics on their own.

The manual cannot therefore be a blueprint. It cannot deliver recipes to solve holistic urban problems. Neither can it replace specific handouts, for example, about public participation procedures. However, it can give indications on how to proceed when faced with problem

situations of this kind, what and who needs to be considered, what steps need to be taken in very specific projects.

And what is more, it provides ideas about what urban framework conditions can support integrated projects and implementing them successfully. Because one point is clear: Integrated Urban Governance does not only mean one or two integrated, holistic projects. It means a different administration situation, a different way of thinking and a different way of setting about the problem. And to bring this about, incentives need to be put in place. In this respect we as politicians in particular need to take action.

Let me now briefly outline the substance of the manual:

Like any other proper manual, it will of course have a summary and an introduction, in which the aims and the target groups for this publication are mentioned. A reader will thus be quite clear in his mind what he or she can expect - and what will not be there. These elements will make up chapters 1 and 2.

And like any other proper manual, these chapters will be written right at the end. That is why you haven't seen them yet.

This is also true of Chapter 4, in which we are planning to describe and evaluate practice in Metropolis cities. Additional case studies from non-Metropolis cities will – in addition to suggestions on further information – be provided in an appendix. In order to get information on the practical case studies, we sent out two questionnaires to you at the beginning of this year. Unfortunately, the returned questionnaires were rather – slow. Only in the last few days have a number of these replies to the second questionnaire found their way to us. But because of pressure of time it has not been possible to include them in the manual yet. However, it is not too late to complete this second form. If you would like your city to be included in the manual, please return the completed questionnaire to us in the next three weeks.

But now we can get on to the four chapters you have received in draft form:

*(Folie 2 - Gliederung Kap. 3)*

Chapter 3 "Why Integrated Urban Governance?" points to an increasing need, in view of globalisation, and new, complex challenges for municipalities, to use holistic planning and management approaches. In many of the problem situations, traditional, sectoral approaches are no longer sufficient. That kind of solution is often expensive and brings about only unsatisfactory results. This statement applies in particular to challenges which are linked to social and spatial fragmentation and disparities.

In addition, against the background of these new challenges, the definition of Integrated Urban Governance – the one I just now quoted - is elaborated and discussed. And points of view of international organisations – such as the UN – are examined. In conclusion, the "pros" and "cons" of integrated action are summarised. After all, what this is about is **not** about realising integrated approaches for their own sake – so to say, for reasons of "political correctness". On the contrary: what is important is to solve urban problems in an effective way.

*(Folie 3 - Gliederung Kap. 5)*

Chapter 5 gives pointers towards framework conditions which assist and support integrated action. This chapter is directed in particular to political decision makers.

The chapter reviews the "pros" and "cons", the benefits and costs given in Chapter 3, and goes into depth. There are indications on "Driving forces for Integrated Urban Governance", and organisation and structural changes in administrative bodies are addressed, which assist and support integrated ways of thinking and acting. A significant element for this includes steps and methods which are described in the section on "Capacity building and awareness raising".

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

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

*(Folie 4 - Gliederung Kap. 6)*

In this chapter, number 6, we are coming to what I feel is the most important chapter in the manual. The chapter deals with developing and implementing specific integrated projects. In this context, there are descriptions of tools and instruments, their strengths and weaknesses, which may be applied for the purpose.

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

However, public participation is only one component in integrated projects - even though an essential one. Administrative and organisation tools and instruments are therefore also described. This category includes "Benchmarking and monitoring" as central instruments. For this reason they are described in their own section. After all, it would be difficult to carry out project management and outcome control without these two aspects.

*(Folie 5 - Kapitel 7)*

The final Chapter 7 gives some indications on whether, and if so, how, experience and instruments, ideas and policies can be transferred to other situations. So, what is in question is how we – as representatives of municipalities from all parts of the world – can learn from one another, and can make our day-to-day practice better.

I am hoping for any number of ideas in supplementing and reworking this chapter. We will draw these ideas from your discussions in the working groups.

So, now, let us get started on these discussions.

Thank you all.