

METROPOLIS DAY

Virtual Talk "Metropolitan Governance"

Metropolitan governance challenges in Latin America

The current urban growth pattern in Latin America and the Caribbean (LAC) is observed in intermediate cities where demographic growth is concentrated - predominantly in poverty conditions- and characterized by disorderly territorial expansion that generally exceeds population growth (OECD, 2015). This phenomenon has derived in the emergence of cities that are formed of more than one administrative entity. This carries an inter-municipal governance challenge for hybrid territories (urban-rural) within unequal municipalities in terms of capabilities and resources.

Metropolitan governance not only involves coordination between different state actors (e.g., municipalities, states, federal government) and non-state actors (e.g., society, private sector, academy, etc.) but consultation and planning as well - taking decisions and projecting towards the future - on the evolution of territories and their systems at different scales –. For example: rural-urban interface and functional relationship between cities' agglomerations, culture and well-being.

In this context, the following stand out as some of the main metropolitan governance challenges for the region (Housing Laboratory -LAV- Metropolitan Governance Synthesis UHPH, 2018):

- (i) Reduce power asymmetries between various actors that affect metropolitan territories (public sector, private sector, and society) through methodologies and institutional agreements that promote plurality, collaboration, and inclusion. Technical and regulatory tools (e.g. laws) by themselves do not create metropolitan coordination and consensus.
- (ii) Promote linkage between housing policies, urban and regional development, and different sectorial public agendas.
- (iii) Develop, strengthen, and intersect various tools (technological, regulatory, financial, fiscal, information and data, etc.) that promote co-responsibility and collaboration among diverse actors in metropolitan governance. These tools are not empowered without legitimate spaces where metropolitan actors agree to build common solutions and reach win-win agreements.
- (iv) Improve municipalities' technical and political capabilities as well as develop functions/roles that contribute to the construction of a coordinated public agenda among various actors, capacities distribution, and co-responsibility between central/federal and local governments.

There is no linear and normative model and/or route to move towards metropolitan modes of governance, given that these depend on, and are gradually built on, the territories' and political actors' specificities (conflicts, alliances and negotiations). In Latin America, metropolitan governance models have been developed through a variety of formal and informal agreements, supra-municipal or inter-municipal agreements, and strategic, sectorial, and territorial planning projects.

Metropolitan governance status in Mexico

The latest CONAPO/INEGI/SEDATU zoning identifies 74 metropolitan areas within the national territory that concentrate 63% of the country's population. With highly variable characteristics and populations ranging from 21 million inhabitants (Metropolitan Area of the Valley of Mexico) to 115 thousand inhabitants (Moroleón Uriangato Area), the Mexican context is no exception and follows the world's metropolization trend.

With the recent Reform to the General Law of Human Settlements, Territorial Planning and Urban Development (LGAHOT and DU for its acronym in Spanish), in November 2016 the Sixth chapter on Metropolitan Governance inclusion stands out. In this chapter Article 36 establishes, unlike previous laws, an obligation for metropolitan coordination mechanisms "ensuring the coordinated institutional action of the three government levels and society's participation, and establishing metropolitan coordination instances", including the Metropolitan Planning Commission (COM for its acronym in Spanish) and the Advisory Council (CC for its acronym in Spanish).

However, despite the existence of this regulatory framework, there is little implementation and activity of governance mechanisms in most metropolitan areas. With some exceptions, instances promoted at the metropolitan levels do not have participation in decision-making processes that include all three government levels, society or the private sector. This reflects, for example, in the almost non-existent or outdated Metropolitan Planning Programs. Of the country's 74 Metropolitan Areas only 18 have a planning program and only two of them are subsequent to the LGAHOT and DU enactment.

Therefore, one of the main challenges Mexico faces in metropolitan governance process development is the activation and implementation of spaces for dialogue, consultation, planning and coordination, such as Commissions or Councils mentioned in the regulatory framework. Without leaving aside that the presence of metropolitan governance instances is not a synonym of collaborative dynamics between the different government levels. It is additionally necessary to develop parallel initiatives, processes, instruments and spaces for dialogue that promotes a multilevel and inclusive metropolitan vision that impacts the territory.

Objective and key questions for the talk

Within the framework of the "World Metropolitan Day", this conversation aims to contribute to the implementation of the 2030 agenda and in particular Sustainable Development Goal 11

“make cities and human settlements inclusive, safe, resilient and sustainable”. Fostering alliances to achieve the objectives (SDG 17)

So the discussion’s objective is to explore different patterns’ successes and challenges for metropolitan governance in different territorial contexts in Mexico and other places of Latin America.

The virtual talk will be guided by the following key questions:

1. How to encourage concertation, planning and coordination between the different state and non-state actors to move towards participatory and inclusive metropolitan governance modes?
2. How to increase actors’ capabilities (e.g. municipalities) with fewer resources and potentials?
3. What can be construction phases/processes for metropolitan governance patterns? What formal or informal spaces, and which actors are crucial?
4. How can we promote the existing coordination initiatives in the territories (often in terms of public services or mobility) to move towards concertation and metropolitan planning processes?
5. How can metropolitan governance patterns contribute to sustainable and climate-resilient urban development? What features would be necessary?

Monterrey Case

The Monterrey Metropolitan Area has a population of 4,364,384, that is 91% the entire state of Nuevo León’s population, making it the third largest metropolitan area in the country after the MA of the Valley of Mexico and the Guadalajara MA. According to the 2018 CONAPO/INEGI/SEDATU zoning, the metropolitan area is made up of a total of 18 municipalities. The zoning applied includes the 9 central municipalities of the Monterrey Metropolitan Area (Escobedo, Guadalupe, Monterrey, San Nicolás, San Pedro, Santa Catarina, Apodaca, García and Juárez). The federation, the State of Nuevo León and the 9 central municipalities make up the Metropolitan Urban Development Commission created to coordinate metropolitan development, and metropolitan programs formulation and approval.

Created under the 2017 Law of Human Settlements, Territorial Planning and Urban Development for the state of Nuevo León, the Commission is permanent, it is made up of actors from the Federation, the state of Nuevo León, municipalities and other dependencies and entities of the federal, state or municipal public administration.

The Commission was created in order to be the responsible entity for the coordination between member municipalities of the Metropolitan Area and the State, as well as for the formulation and approval of their respective metropolitan area programs, its management, evaluation and compliance, as well as monitoring and evaluating the reached agreements. The Monterrey Metropolitan Area is currently working in the Monterrey Metropolitan 2040 Program.

Guadalajara Case

The Guadalajara Metropolitan Area (GMA) has a population of 5 million, the most populous of the three areas identified within the state of Jalisco (two metropolitan areas and one interstate area) and the second most populous in all of Mexico. Established in 2009, it was until 2014 that the Guadalajara MA created the Institute of Planning and Development Management of the Guadalajara Metropolitan Area (IMEPLAN for its acronym in Spanish) as one of the metropolitan coordination instances. The IMEPLAN aims to coordinate planning and manage the AMG sustainable development (Art.30 of the Metropolitan Coordination Law), composed of 9 municipalities: Guadalajara, Zapopan, Tlaquepaque, Tonalá, Tlajomulco de Zúñiga, El Salto, Juanacatlán, Ixtlahuacán de los Membrillos and Zaplotanejo.

The decision-making process for metropolitan action is carried out through the Metropolitan Coordination Board, composed of the 9 mayors and the state governor. This Board must approve, in lieu of the municipalities, all matters referring to the metropolitan land use plan, the metropolitan development program and specific projects that derived from it, the metropolitan risk map, any other planning and programming instruments from the areas that are subject to metropolitan coordination and other metropolitan planning instruments that refer to the Urban Code for the state of Jalisco and other applicable laws. The agreements reached by the Board must be undertaken unanimously. The Comprehensive Metropolitan Development system is also made up of the Metropolitan Citizen Council, a citizen participation body conformed of two representatives from each municipality.

Metropolitan Network

The Metropolitan Network was integrated in 2014 aiming on establishing a space for coordination and exchange of good practices at the metropolitan level between the three government levels. Although this first network had sporadic activity, the 2016 LGAHOTDU gave the Federation the power to create and encourage a Metropolitan network that *“promotes methodologies and good practices transfer, information professionalization and exchange, as well as joint strategic projects development with the participation of academic institutions and private and social sectors”*.

Intending for the Metropolitan Areas to be in coordination with the Secretariat of Agrarian, Territorial and Urban Development (SEDATU) and other entities of the Federal Public Administration to fight their territorial and environmental problems, it is expected for the Metropolitan Network to serve as a space to exchange ideas. It is expected that an exchange of methodologies, studies and good practices will be achieved at the metropolitan level, as well as the possibility of consulting and displaying information on Metropolitan Areas territorial, economic and environmental dynamics. Therefore, the Metropolitan Network is conceived as an instrument to promote a shared metropolitan vision among the different metropolitan

commissions, local governments, government agencies and the social sector. All in order to attain a better knowledge and understanding of the MA through the identification of shared problems and successful experiences so that collaborative, participatory and inclusive processes that trigger the creation of metropolitan projects from a multidimensional perspective and coordinated between the three government levels.

Annexes

Montréal Declaration on Metropolitan Areas (link to be included)

http://cmm.qc.ca/fileadmin/user_upload/documents/20151007_habitat_declarationMontreal-es.pdf

Law on Metropolitan Coordination of the State of Jalisco

https://info.jalisco.gob.mx/sites/default/files/leyes/ley_de_coordinacion_metropolitana_d_el_estado_de_jalisco_2.pdf