



MetroHUB

Supporting metropolitan development

UN-HABITAT METROHUB INITIATIVE 2018

First published in Nairobi in 2018 by UN-Habitat
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HS Number: HS/071/18E

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This document has been developed with (financial) support from the governments of Sweden, Norway, Colombia and Uganda

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MetroHUB

Supporting metropolitan development

Foreword

Metropolitan areas are a hub of economic, social, political and cultural activity, attracting people for the vast opportunities that they offer. On the other hand, metropolitan areas face a multitude of challenges, such as poverty, spatial inequality, inadequate or unequal provision of services, a lack of adequate and affordable housing, and environmental degradation. The negative impact of climate change is often also felt more profoundly in metropolitan areas due to the large number of people residing here. When we examine sustainable urbanization, we therefore have the dual mandate of continuing to increase opportunities for inhabitants and visitors, and simultaneously caring for the most vulnerable, for example by improving access to decent housing, urban and basic services, and providing the means for individuals to sustain their livelihoods in a dignified manner.

In 2016, United Nations Member States agreed to a new urban development framework – the New Urban Agenda – to create sustainable, equitable cities for all. Paragraph 90 of the New Urban Agenda specifically refers to “...strengthen[ing] the capacity of subnational and local governments to implement effective local and metropolitan multilevel governance, across administrative borders, and based on functional territories”. In facilitating the implementation of the New Urban Agenda, UN-Habitat engages with government at all levels, providing technical expertise on sustainable metropolitan development. Metropolitan areas have a key role to play in achieving the 2030 Agenda for



Sustainable Development and its seventeen Sustainable Development Goals. The fact that metropolitan regions are often the most populous, spatially spread and economically powerful regions in a country, means that they create heavier political and economic footprints. As hubs of innovation and prosperity, cities can contribute immensely to achieving the current global agendas. Simultaneously, innovative approaches and technologies can play an important role in enabling metropolitan decision makers to provide better services, and to ensure a safer and more secure living environment, contributing to making cities more inclusive, resilient and a better place to live.

Sustainable urban solutions for metropolitan areas need to be developed across administrative boundaries in a territorial manner, including in urban, peri-urban and rural areas. Metropolitan challenges can only be addressed through multi-sectoral approaches and with the support of all relevant actors. UN-Habitat's MetroHUB initiative strongly promotes inclusive

and integrated strategies that foster collaboration between different sectors and level of government, and includes relevant local stakeholders from civil society, public sector and academia. Sustainable urban development in metropolitan areas needs inclusive approaches. UN-Habitat and partners, within the MetroHUB initiative, provide a vital pool of resources, tools and expertise for developing

institutional and human capacity, directly contributing to our objective of leaving no-one and no place behind.



Mrs Maimunah Mohd Sharif,
United Nations Under-Secretary-General and
Executive Director UN-Habitat

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Executive Summary



Quito metropolitan area © UN-Habitat

Metropolitan areas consist of several, more or less independent local government jurisdictions, that are spatially and functionally interlinked. They comprise one or more cities or municipalities and the surrounding peri-urban, rural and agricultural areas. Due to their complex governance structures they are fundamentally different from (mega-) cities.

Metropolitan areas are often a country's economic, social and cultural centers, generating a high proportion of the Gross Domestic Product (GDP) and concentrating investments, capacities, services and innovations. But metropolitan areas, as large-scale urban agglomerations, also face major challenges including service provision (including transport, waste and water management, electricity, social

services, etc.), housing, inequality and spatial inequity, unemployment, security and safety, inadequate public space among many others.

To support metropolitan areas for developing sustainable strategies, UN-Habitat, in cooperation and collaboration with partners, has conceptualized an initiative that combines planning, governance, finance and environmental considerations with capacity building activities and “acupuncture” projects (tangible projects that show impact on the ground, improving the life of the population, but also trigger further, long-term development). Metropolitan areas need to develop a vision for their economic, social and environmental development, based on their territorial, but also cultural

and economic assets and human, financial as well as institutional capacities and resources.

The MetroHUB initiative includes knowledge management and dissemination of information, sharing of experiences (on successful policies, strategies and projects), learning (among peers but also capacity building for key players at different (government) levels, from different sectors and including civil society, private sectors and academia); developing tools, policies and mechanisms for metropolitan development and applying innovative and proven strategies.

The MetroHUB promotes collaboration across administrative boundaries, based on a territorial approach as many challenges within metropolitan areas can only be developed in cooperation of the different municipalities and in dialogue with regional and national actors. UN-Habitat strongly encourages peer-to-peer learning activities and a high level of communication and participation of change-agents contributing

different perspectives for ownership and sustainability of solutions.

The services provided by UN-Habitat and our partners within the MetroHUB initiative include policy reviews and technical advisory services, activities for developing a joint metropolitan vision, communication strategies and capacity development activities (including peer-to-peer learning, planning studios or advancing technical skills). All strategies and activities are tailored based on sound assessments and in collaboration with clients and partners, to suit the local context.

This publication lays out the main aspects of the MetroHUB initiative, showcases selected case studies and presents tools and activities for metropolitan development. The MetroHUB does not propose a “one-fits-all solution”, but advocates for decision making based on sound assessment of local contexts and assets and in applying collaborative processes, bringing together partners from all around the globe and with different background and perspectives.

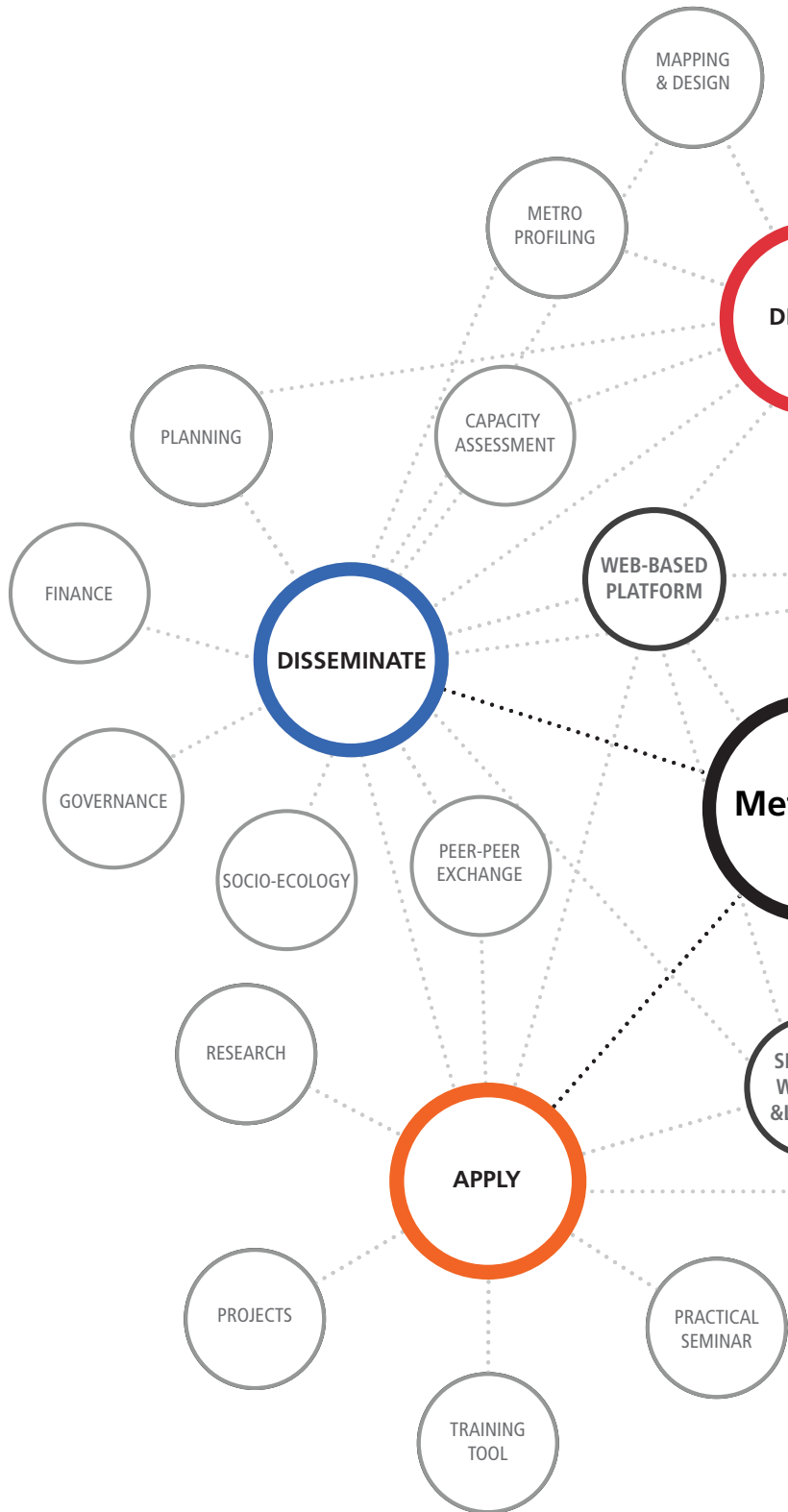
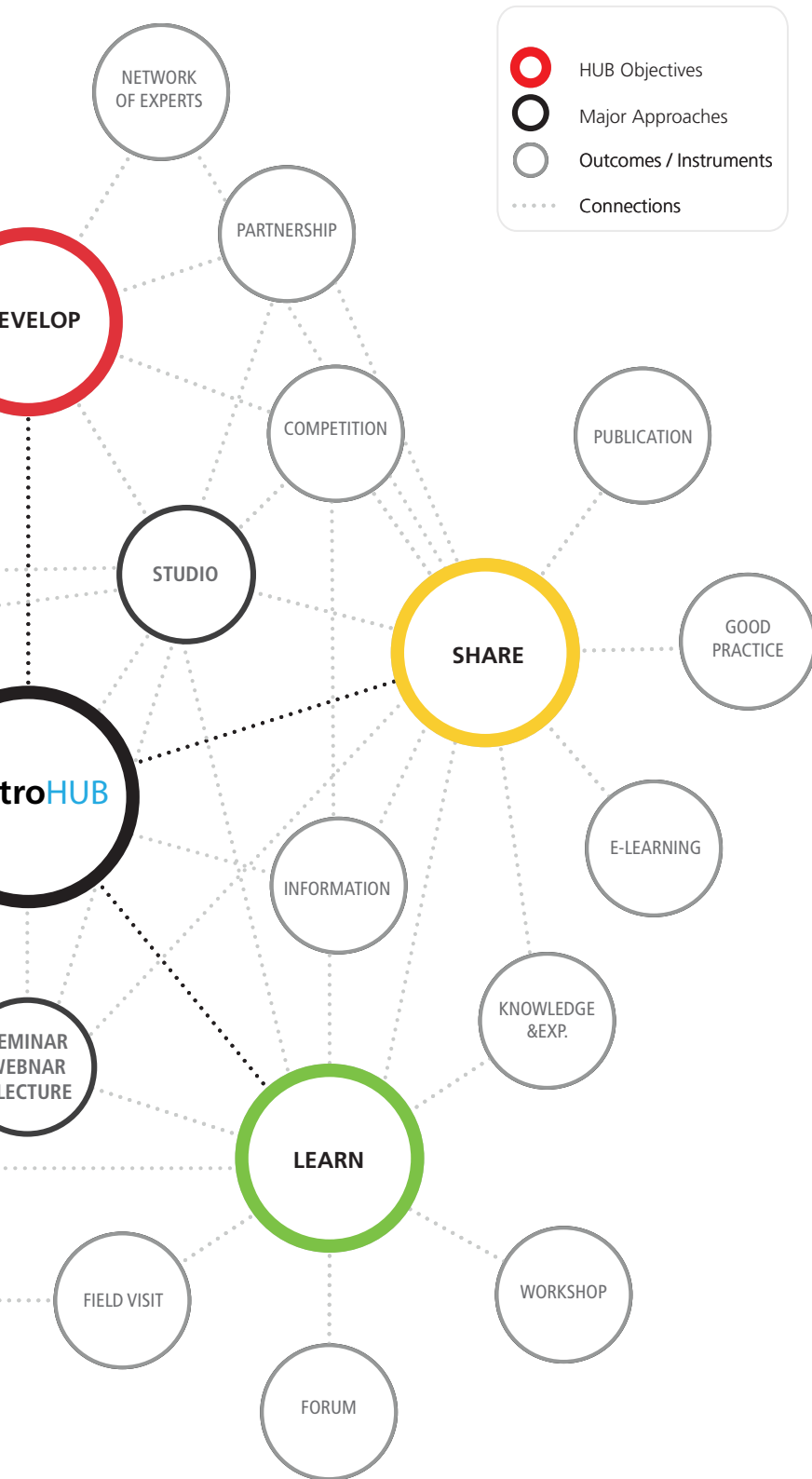


Figure 1 The MetroHUB Pillars: Learn, Share, Develop, Apply and Disseminate



I. INTRODUCTION AND BACKGROUND

Introduction

This publication has been conceptualized to introduce UN-Habitat's MetroHUB initiative. The MetroHUB is a comprehensive approach for supporting metropolitan areas and systems of cities for sustainable development. It has evolved over several years, based on prior work and in dialogue with experts from different teams within UN-Habitat, but also in communication with many external partners from all over the world and with different backgrounds.

This publication provides some background information such as UN-Habitat's mandate on the subject and selected global frameworks. It showcases projects, plans and strategies from different parts of the world and with specific thematic focuses and introduces the MetroHUB "initiative" with its central concept of combining planning, governance, finance and socio-environmental components with capacity development and tangible "acupuncture" projects.

Conceptualized with five pillars ("Learn, Share, Disseminate, Develop, and Apply"),

the MetroHUB offers a wide range of activities, and this publication outlines some of them. It highlights UN-Habitat's as well as partners' work and projects, and showcases pilot activities for applying the approach.

Chapters on planning, governance, finance and socio-environmental considerations outline selected concepts and underline the importance of "thinking out of the box" and the cooperation across different government levels, across sectors and across administrative boundaries for developing sustainable strategies for metropolitan areas.

The last chapter includes a "call for action" to join the MetroHUB initiative – to share experiences and lessons learnt, support peer-to-peer learning, develop tools and advocate for an integrative approach for metropolitan development. The MetroHUB is a "living initiative" and will advance over the coming years thanks to contributions, suggestions and experiences made in implementation phases. Be part of it!

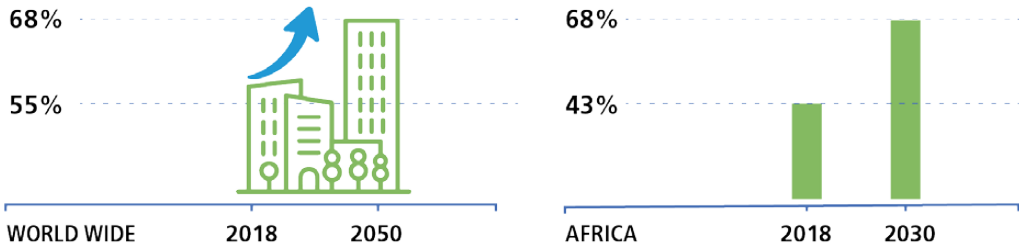
MetroHUB

URBANIZATION-THE CURRENT GLOBAL SITUATION

WORLD POPULATION GROWTH



URBANIZATION RATE



WORLD POPULATION DISTRIBUTION



50%
URBAN POPULATION
LIVES IN CITIES OF

Less
500,000
Inhabitants



12.5%
URBAN POPULATION
LIVES IN CITIES OF

More
10,000,000
Inhabitants



2/3
of "mega-cities"
are located in the Global South.

*World Urbanization Prospects: The 2018 Revision**

Figure 2 Urbanization- The current global situation

Background

1.1 Urbanization – The Current Global Situation

The world's population is growing. The United Nations estimated that in 2018 the global population would be 7.6 billion¹, and in 2050, there will be more than 9.8 billion² people on this planet. 60% of today's population lives in Asia, but Africa is the continent where the population will grow fastest in the coming years. By 2050, Africa is expected to have an additional 1.3 billion more people³ than today. Several African countries, including Angola, Burundi, Niger, Somalia, Tanzania, and Zambia are expected to have an increase of more than five times their current population.

The world is urbanizing. In 2018 more than 55% of the world's population is living in urban areas⁵, the projection for 2050 is that 68%⁶ of all people will be "urban". For Africa, the urbanization rate was low in recent years, (43% in 2018)⁷, but it is expected to rise to approximately 50% in 2030⁸. According to the "World Urbanization Prospects: The 2018 Revision"⁹, in 2018, nearly 50% of the urban population lived in rather small cities with under 500,000 inhabitants – and 12.5% of the global urban population lived in cities with more than 10 million people¹⁰, with more than two-thirds of those "megacities" located in the Global South.

In the "World's Cities in 2016" data booklet¹¹, UN-DESA estimated that there are 512 cities globally with more than 1 million inhabitants, 436 cities with between 1 and 5 million inhabitants, and an additional 551 cities with between 500,000 and 1 million inhabitants.

1.2 Beyond Urban: From Cities to Metropolises

Not only is urbanization an ongoing trend, the way urban areas grow has also changed drastically in recent years: cities expand across their administrative boundaries into their peri-urban areas, link up to surrounding cities and villages and spread out until they form metropolitan agglomerations. Those new, large urban agglomerations interdepend economically, socially and physically with surrounding settlements and rural areas – forming metropolitan areas, megacities or systems of cities.

The number of metropolitan areas with more than 500,000 people is increasing. It is projected that northern Europe and North America – which already have many well-established metropolitan areas – will have low metropolitan growth, Latin America will undergo medium growth, and Africa and Asia will experience rapid metropolitan growth.

The 21st century has often been referred to as the "metropolitan century" and many organizations have worked on understanding the challenges as well as the opportunities of metropolitan areas. The OECD¹² defines "functional urban areas" by three steps (identification of urban cores, connecting non-contiguous cores belonging to the same functional area and identifying the urban hinterlands). The US Census Bureau¹³ defines metropolitan areas as a "core area containing a large population nucleus, together with adjacent communities that have a high degree

of economic and social integration with that core.” Other definitions include not only functional aspects, but also spatial expansion.

In many countries, metropolitan areas bundle large proportions of the population. Nevertheless, even in the “World’s Cities in 2016” data booklet, UN-DESA states that “so far, no standardized international criteria exist for determining the boundaries of a city and often multiple different boundary definitions are available for any given city.” It is therefore difficult to find statistics, precise numbers, and data on metropolitan areas as spatial expansion and population are not the only criteria and definitions vary. UN-Habitat defines metropolitan areas by their (sometimes complex) governance structures, as well as territorial, geographical and physical, economic, cultural, and social characteristics.

In the context of the MetroHUB, “metropolitan area(s)” is used for urban agglomerations or systems of

cities (including urban, peri-urban and surrounding rural areas) that consist of more than one municipality and play a significant economic, social and/or administrative role, beyond administrative boundaries.

Apart from the definition of metropolitan areas per se, urban development in many regions needs to be understood and considered using a metropolitan, regional, or territorial perspective – instead of limiting solutions to the core city, based on administrative boundaries. To make sustainable strategies, policies and plans, an innovative approach for urban development and management practices should include urban, peri-urban and surrounding rural areas of a metropolitan area. Metropolitan areas consist of different, independent local government jurisdictions, being spatially and functionally interlinked and comprising one or more cities and the surrounding peri-urban, rural and agricultural areas. On the other hand, metropolitan areas might also be formed by small or intermediate cities



that have joined together and developed a regional strategy for a system of cities. The MetroHUB approach therefore includes considerations that go beyond the spatial limitations of “the core city” and beyond “classic urban themes” (such as housing and slum upgrading, or basic services), and combines urban with national and regional aspects of development and includes rural urbanization for an integrated territorial approach.

Due to enhanced mobility, the increase in built areas, and the social, environmental and economic links and interdependencies between the core city and the surrounding (rural, peri-urban and urban) areas, metropolitan areas should be perceived and planned for as “one”, despite spreading across defined administrative boundaries.

Within metropolitan areas, there are likely to be socio-spatial as well as socio-economic and environmental inequalities – not only between the core city and the periphery or surrounding rural areas, but also between the different municipalities that form the metropolitan area or within quarters.

To reduce those inequalities and enable governments to provide adequate (and equitable) services to the population, the UN-Habitat MetroHUB combines metropolitan planning, governance and finance considerations while also including social and environmental components and capacity development into innovative strategies and initiatives, and fosters the implementation of tangible, “acupuncture” projects at the metropolitan scale.

1.3 Opportunities and Challenges of Metropolitan Development

The transformative power of urbanization has been widely acknowledged and many metropolitan areas are centers of innovation, culture, and economic investments with high concentrations of social, financial and human capacity. This demonstrates that well-planned and managed urbanization processes can positively impact the lives of urban dwellers – both economically and socially.

Many metropolitan areas around the world today face challenges such as informal and inadequate housing; provision of water, electricity and basic services including sanitation and waste management; environmental degradation; food insecurity for urban poor; insufficient or inefficient public transport and infrastructure; congestion limiting economic growth; poverty, inequality, inequity and segregation; and the enhanced risk of cities to climate change impacts, among many others.

Metropolitan areas have more complex governance structures than cities, and their (often) important contributions to national GDPs along with many other factors are a result of their specific local context and economic, cultural and social heritage. Although metropolitan areas are a single ‘economic zone’, they often are comprised of different municipal jurisdictions without a coherent strategy for sustainable urban development or prioritizing investments. Metropolitan governance arrangements range from soft inter-municipal cooperation to more structured, integrated, and sometimes even elected forms of governance.

Box 1. Challenges of Fragmented Governance in Metropolitan Jakarta, Indonesia

60% of Indonesia's population currently lives in urban areas, with that figure expected to rise to 68% by 2030. The island of Java, which contains Jakarta, accounts for 59% of the country's population, and the Greater Jakarta Metropolitan Area (Jabodetabek) – including Jakarta, Bogor, Depok, and Tangerang – ranks among the largest urban areas in the world, with more than 30 million inhabitants as of the 2010 census. Jakarta's core city population increased by 7 million people between 2000 and 2010, representing the highest growth rate in East Asia outside of China. According to the Daerah Khusus Ibukota Jakarta (DKI Jakarta) Provincial Office, Jakarta is home to approximately 12 million people during daytime and 10 million people during nighttime. The region's rapid urban growth has created significant economic, social, and environmental challenges, including transportation and connectivity issues.

One of the key challenges the Greater Jakarta Metropolitan Area faces in responding to accelerating population growth is its fragmented governance structure. The city of Jakarta is officially a province with five municipalities, which are led by either a mayor or regent appointed by the governor. The surrounding provinces of West Java and Banten also fall within the Greater Jakarta Metropolitan Area, and are both under the jurisdiction of the governor. Administrative agencies are severely limited by structural constraints and lack of coordination between municipalities. The Government Cooperation Board (BKSP) was established by the central government of Indonesia to harmonize regional development planning and coordinate the patterns of settlements and employment opportunities. The DKI Jakarta Provincial Office has allocated funding to BKSP for flood management, developing health services, education, sanitation, waste management, and planning in the Jabodetabekjur region. However, BKSP is failing to properly address these issues due to structural constraints – it does not have the authority to coordinate with other municipal agencies in the region and does not have control of the Development Planning Agency at Subnational Level (BAPPEDA). Similar challenges are faced by BPTJ, the Transport Management Agency. This agency is attempting to increase the number of public transportation users to 60% of the population by 2029. Its strategies include enhancing integration between transportation modes, transit-oriented development (TOD), the introduction of electronic ticketing, constructing new public transportation infrastructure, and implementing the Jabodetabek Transport Master Plan (RITJ). As in the case of BKSP, BPTJ is ineffective due to a lack of clear regulations granting the agency authority over regional public transportation, and an inability to coordinate with other agencies.

To address the challenges facing the metropolitan area and Jakarta's fragmented governance structure, the office of the Deputy Governor of Jakarta for Spatial Planning and Environment, has started implementing a project to encourage collaborative governance and the breaking of silos. The project emphasizes convening stakeholders from across different levels of government, civil society, and the private sector to collectively create "grand design" documents for Jakarta to address specific policy problems and create a shared vision for collaborative solutions. So far, the DKI Jakarta Provincial Office has launched five "grand designs" – addressing green buildings (2016), solid waste management (2017), urban farming (2017), creating a child-friendly city (2017), and clean water and domestic waste (2018). The provincial government plans to use its experience in creating city-level "grand designs" to create "grand designs" for the Greater Jakarta Metropolitan Area, especially addressing fragmented governance and increasing resiliency in the metropolitan region.

Source: UN-Habitat, information provided by the Resilient Jakarta Secretariat



Jakarta © Brianna Laugher [Flickr], license CC BY 2.0

Most metropolitan governance reforms have triggered intense political debates and controversies. Barriers to further reform efforts exist, including strong local identities and antagonisms, the vested interests of municipalities and residents, opposition from higher levels of government, or constraints related to local public finance systems.¹⁴ National legislation or regulations might restrict the power and autonomy for decision-making financially and administratively at the local level.

Challenges in providing adequate services and managing metropolitan areas can be the result of different and diverse causes, such as rapid and unplanned growth due to migration or insufficient or inadequate planning (often resulting in a large percentage of the urban population living in informal settlements with poor or non-existing infrastructure and services including health facilities, education and basic services); missing horizontal and vertical coherence and collaboration across sectors and levels of governments;

processes that are not inclusive and do not consider all relevant stakeholders; inadequate policies, strategies or plans; missing or insufficient institutional, human, or financial capacity; among many others. Unclear land ownership; the dramatic impacts of climate change, natural hazards or man-made conflict; and water and food insecurity are additional challenges for metropolitan areas, especially in the Global South. Fragile political situations, armed conflicts, and corruption in some countries make the situation even more challenging.

Metropolitan areas need to address these challenges using an integrated approach and in line with international agreements and frameworks such as the Rio +20 outcome document¹⁶ (UN conference on Sustainable Development, 2009), the 2030 Global Agenda and Sustainable Development Goals¹⁷, the Sendai framework for Disaster Risk Reduction¹⁸, the Paris Agreement¹⁹, the Addis Ababa Action Agenda²⁰, and the New Urban Agenda²¹.

1.4 UN-Habitat's Mandate for supporting Metropolitan Areas

UN-Habitat has a long tradition and mandate for working on metropolitan issues, with the HABITAT II Agenda (1996) clearly including metropolitan areas as a level for action (paragraphs 44, 45, 185 and 186). The Heads of State or Government and the official delegations of countries assembled at Habitat II in Istanbul committed to the strategy of enabling all key actors in the public, private, and community sectors to play an effective role - at the national, state/provincial, metropolitan and local levels - in human settlements and shelter development (paragraph 44). Other paragraphs, such as 185 and 186, are even more specifically dedicated to the metropolitan scale, recognizing the specific problems of managing metropolitan areas and mega-cities, resulting from the size and complexity of tasks and responsibilities (paragraph 185). Paragraph 186 proposed a series of action-oriented recommendations.

Approved in 2009, the Rio+20 outcome document "The Future We Want" also explicitly recognizes the role of metropolitan planning for sustainable development in paragraph 136, with Member States of the UN stating that "We emphasize the importance of increasing the number of metropolitan regions, cities and towns that are implementing policies for sustainable urban planning and design in order to respond effectively to the expected growth of urban populations in the coming decades. We note that sustainable urban planning benefits from the involvement of multiple stakeholders as well as from full use of information and sex-disaggregated (gender-disaggregated) data, including on demographic trends, income distribution

and informal settlements. We recognize the important role of municipal governments in setting a vision for sustainable cities, from the initiation of city planning through to revitalization of older cities and neighborhoods, including by adopting energy efficiency programs in building management and developing sustainable, locally appropriate transport systems. We further recognize the importance of mixed-use planning and of encouraging non-motorized mobility, including by promoting pedestrian and cycling infrastructures."

In the same year, 2009, the "International Guidelines on Decentralization and Access to Basic Services for all"²² were published by UN-Habitat. The guidelines outline the main principles underlying the democratic, constitutional/legal and administrative aspects of local governance and decentralization. They do not provide a uniform and rigid blueprint applicable to all Member States of the United Nations but are subject to national adaptations. Their main objective, however, is to support and guide legislative reform where necessary and appropriate.

In April 2015, the UN-Habitat Governing Council approved the International Guidelines on Urban and Territorial Planning (IG-UTP)²³ (Resolution 25/L5). The Resolution calls upon "international financial institutions, development agencies, and UN-Habitat to assist interested member States in using and adapting the Guidelines to their territorial and national contexts, where appropriate, and further developing tools and monitoring indicators." The Guidelines provide national governments, local authorities, civil society organizations and planning professionals with a global reference framework that



promotes more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change. Due to their integrative approach, the Guidelines can be applied for better planning of metropolitan areas.

The Sustainable Development Goals (SDGs)

In September 2015, Member States approved the 2030 Agenda for Sustainable Development²⁴, introducing the 17 Sustainable Development Goals (SDGs). The 17 Sustainable Development Goals and 169 targets build upon the Millennium Development Goals and are “integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental”. Goal 11, the urban goal, aims to “Make cities and human settlements inclusive, safe, resilient and sustainable” and consists of 10 targets, addressing issues such as housing (11.1), transport (11.2), capacity for participatory, integrated and sustainable human settlement planning and management (11.3), cultural and natural heritage (11.4), disaster impacting peoples’ lives and economic losses (11.5), air pollution and waste management (11.6), and universal access to quality public space (11.7).

The targets are relevant for all sizes of human settlements, but target 11.a, “Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning,” can be seen to directly address metropolitan areas as they often include one or more core cities, peri-urban and rural areas, or are a system of cities. Target 11.b

promotes “adopting and implementing integrated policies and plans” that include the mitigation and adaptation of impacts of climate change and are in line with the Sendai Framework; and target 11.c supports “building sustainable and resilient buildings utilizing local materials”.

Metropolitan areas, due to their size and population density, are crucial to achieve the SDGs – without addressing challenges in cities and metropolitan areas the SDGs cannot be achieved. The SDGs also cannot be achieved using a silo approach, because there are strong inter-linkages between the individual goals and the “Localizing the SDGs²⁵” approach addressing all the SDGs. Implementing the 2030 Agenda requires multidisciplinary efforts and a multi-sectoral and multi-level approach.

The SDGs have targets directly related to the responsibilities of local, metropolitan and regional governments, particularly in their role for ensuring prosperity, social inclusion and environmental sustainability at sub-national levels. With competences on planning, legislation and decision-making, local and regional governments are thus best placed to ensure that the global agendas and national plans are informed by their respective needs and applicable to their local contexts, and that investments are guided by priorities defined at the level where they can have the most impact.

The inter-linkages between SDGs become very apparent in metropolitan contexts and metropolitan areas clearly must address them at local level and with metropolitan strategies and policies.

The local implementation of SDGs is a recent and ongoing process, but clearly,

Box 2. Selected SDG Targets Related to the Responsibilities of Local, Metropolitan and Regional Governments

SDG 2, Target 2.4: “By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality”

SDG 4, Target 4.1: “By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes”

SDG 6, Target 6.1: “By 2030, achieve universal and equitable access to safe and affordable drinking water for all

SDG 8, Target 8.1: “Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 percent gross domestic product growth per annum in the least developed countries”

SDG 9, Target 9.1: “Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all”

SDG 10, Target 10.2: “By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status”

Source: SDGs

metropolitan areas with their large proportion of national populations are among the key players for achieving the SDGs. The UN-Habitat MetroHUB initiative with its integrative approach can support metropolitan areas in their efforts to achieve the SDGs at metropolitan level.

Metropolitan Development in the New Urban Agenda (NUA)

United Nations Member States adopted the New Urban Agenda (NUA) at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), in Quito, Ecuador in 2016 – a framework that lays out how cities (and metropolitan areas) should be planned and managed to best promote sustainable

urbanization. UN-Habitat’s 2017 “Action Framework for Implementing the New Urban Agenda” (AFINUA) emphasizes that “the NUA itself broadly outlines more of the means of implementation for cities, critical for the achievement of SDG 11 and beyond.”

Prior to and during the preparation of the New Urban Agenda, it was widely acknowledged that metropolitan areas will be key for countries’ sustainable development. A Habitat III thematic meeting on intermediate cities took place in Cuenca, Ecuador on 9-11 November 2015. The outcome document, known as the “Cuenca Declaration for Habitat III: Intermediate Cities – Urban growth and renewal,” underlines the opportunities and challenges of (small

and) intermediate cities and systems of cities and emphasizes, “that the concept of intermediate cities stems from their role as intermediaries within a territorial system, interacting with bigger cities, towns and other human settlements and more effectively articulating urban-rural linkages.” The Declaration states that intermediate cities play an important role in “promoting a balanced regional sustainable development, through the integration of urban and rural functions into the regional and national spatial system, strengthening the linkages within the territory, alleviating poverty, providing a market for agricultural produce and extend basic services to the rural areas.”

For an integrated territorial approach, developing “systems of cities” is an important concept. These systems of cities at some stage might be forming metropolitan areas (including different municipalities and rural areas), they need to be governed in a multi-sectoral, multi-level and multi-stakeholder approach.

Member States agree that an “integrated and inclusive approach” is needed to address those challenges and the Cuenca Declaration clearly names the many different elements that need to be addressed. It mentions “metropolitan cooperation and governance”, “metropolitan policy and resource distribution” as well as “metropolitan financing”, “new partnerships for metropolitan governance mechanisms” (explicitly referring to an approach that includes different stakeholder including different levels of governments, but also private sector, civil society and academia – for planning, governance structures as well as financing processes).

At the third session of the Preparatory Committee of Habitat III, held in July 2016 in Surabaya Indonesia, the outcome document of the Habitat III thematic meeting on metropolitan areas, held in Montreal, Canada, in October 2015, the Montreal Declaration²⁶ was published. This Declaration highlights the opportunities for metropolitan areas (with metropolitan areas being the “hubs of the globalized economy and culture”, representing a “high share of Gross Domestic Product (GDP)” and exerting a “dominant influence on trends in human development”); but also the challenges such as socio-spatial and socioeconomic inequalities, challenges “in terms of urban planning, encompassing transportation, safety, urban revitalization, social inclusion and cohesion, environmental protection, water, air, energy, sanitation and climate change,” “economic, social and territorial disparities” and the “shortages of basic goods and services” that “accelerate degradation of the environment and health and entail significant cost increases” for the urban population. “Issues related to transportation and mobility, land-use,” and the “increasing precariousness of housing and slum conditions, as a result of the massive migration of people to urban centers,” are also identified as challenges. The Montreal Declaration also refers to the challenges faced in funding, inadequate investments in urban areas, and the need to “innovate in terms of democratic decision-making and supra-local governance and develop new inter-territorial coordination strategies and mechanisms.”

After this intensive preparatory process and based on the prior declarations, the New Urban Agenda (NUA) enhanced the

Box 3. Selected Paragraphs of the New Urban Agenda (NUA) for Metropolitan Development

Para 90: ...” support strengthening the capacity of subnational and local governments to implement effective local and metropolitan multilevel governance, across administrative borders, and based on functional territories, ensuring the involvement of subnational and local governments in decision-making, working to provide them with the necessary authority and resources to manage critical urban, metropolitan, and territorial concerns. We will promote metropolitan governance that is inclusive and encompasses legal frameworks and reliable financing mechanisms, including sustainable debt management, as applicable. We will take measures to promote women’s full and effective participation and equal rights in all fields and in leadership at all levels of decision-making, including in local governments”

Para 91: ...”will support local governments in determining their own administrative and management structures, in line with national legislation and policies, as appropriate, in order to adapt to local needs. We will encourage appropriate regulatory frameworks and support to local governments in partnering with communities, civil society and the private sector to develop and manage basic services and infrastructure, ensuring that the public interest is preserved, and concise goals, responsibilities and accountability mechanisms are clearly defined.”

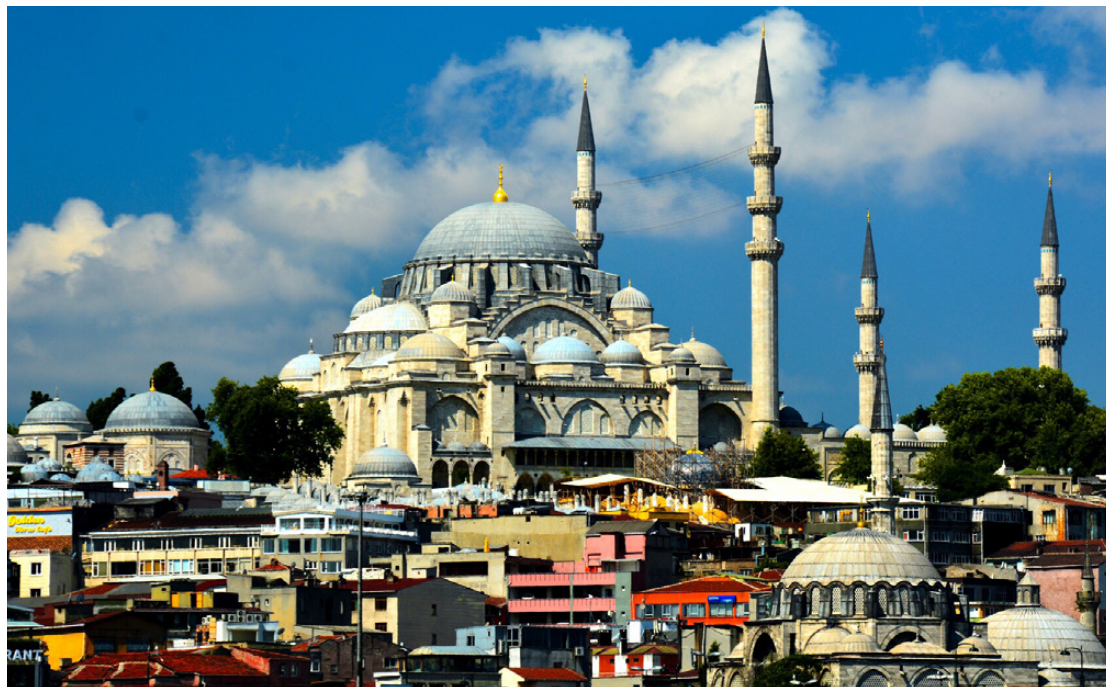
Para 96: ...”the implementation of sustainable urban and territorial planning, including city-region and metropolitan plans, to encourage synergies and interactions among urban areas of all sizes and their peri-urban and rural surroundings, including those that are cross-border, and we will support the development of sustainable regional infrastructure projects that stimulate sustainable economic productivity, promoting equitable growth of regions across the urban–rural continuum. In this regard, we will promote urban–rural partnerships and inter-municipal cooperation mechanisms based on functional territories and urban areas as effective instruments for performing municipal and metropolitan administrative tasks, delivering public services and promoting both local and regional development”

Source: New Urban Agenda (NUA)

mandate for UN-Habitat to intensify work on an integrative initiative as Member States (in line with countries’ national legislation) agreed to commit to “support strengthening the capacity of subnational and local governments to implement effective local and metropolitan multilevel governance, across administrative borders, and based on functional territories, ensuring the involvement of subnational and local governments in decision-making, working to provide them with the necessary authority and resources to manage critical

urban, metropolitan, and territorial concerns....” (para 90, please see Box 3).

Paragraph 91, without referring to metropolitan areas, also states that Member States “will support local governments in determining their own administrative and management structures, in line with national legislation and policies, as appropriate, in order to adapt to local needs.” The paragraph also highlights the importance to partner with relevant stakeholders such as civil society and private sector.



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Paragraph 96 emphasizes the importance of “the implementation of sustainable urban and territorial planning, including city-region and metropolitan plans, to encourage synergies and interactions among urban areas of all sizes and their peri-urban and rural surroundings, ...” and underlines urban-rural partnerships as well as solutions across administrative borders and a regional approach. This paragraph is a clear reference to SDG 11, target 11.a that aims to strengthen those links. The territorial approach is also strongly promoted by UN-Habitat’s work on urban-rural linkages.

Other Global Frameworks Relevant for Metropolitan Development

While the SDGs (September 2015) and the New Urban Agenda (October 2016) have been elaborated upon extensively above, there are other global frameworks that need

to be included in the context of sustainable metropolitan development. Among these are the “Addis Ababa Action Agenda of the Third International Conference on Financing for Development”²⁷ (July 2015), in which Member States “affirm our strong political commitment to address the challenge of financing and creating an enabling environment at all levels for sustainable development in the spirit of global partnership and solidarity”, with article 34 on subnational financing being crucial for metropolitan areas; the “Sendai Framework for Disaster Risk Reduction 2015–2030”,²⁸ which was adopted in June 2015 and with which Member States “declare our determination to enhance our efforts to strengthen disaster risk reduction to reduce losses of lives and assets from disasters worldwide” and the “Paris Agreement”²⁹ (the Framework Convention on Climate Change, December 2015).

Box 4. Networks and Partners for Metropolitan Development

Urban growth (resulting from demographic changes and migration) and improved transportation have transformed many cities and systems of cities in the world into metropolitan areas. The need to collaborate across administrative boundaries, develop different governance structures, collect joint revenue, initiate metropolitan projects, and learn from successful practices from all around the world has been acknowledged widely.

Many networks for metropolitan issues have been initiated, either regionally or thematically. Among them are Metropolis (the world association of the major metropolises); RESAUD (Resaud d'échange stratégique pour une Afrique urbaine); RAMA (Pan American Network for Metropolitan Areas: Red de áreas metropolitanas de las Americas); MTPA (Réseau mondial des agences d'urbanisme); ICLEI (a global network for local governments), Cities Alliance and UCLG (United Cities and Local Governments), as well as many others.

Development partners such as the Organisation for Economic Co-operation and Development (OECD), Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Agora métropolitaine, Centro de Implementación de Políticas Públicas para la Equidad y el Crecimiento (CIPPEC,) the Global Fund for Cities Development (FMDV), the C40 Cities Climate Leadership Group, La Federación Latinoamericana de Ciudades, Municipios y Asociaciones Municipalistas (FLACMA), Vivre en ville, the city of Montreal and the Fondation du Grand Montreal among many others have joined forces in advocacy for metropolitan areas, advancing the metropolitan agenda at local and global scale and developing tools for finding metropolitan solutions. A more inclusive list of local government networks can be found with the "Global Taskforce of Local and Regional Governments", facilitated by The Global Network of Cities, Local and Regional Governments (UCLG). The World Bank, the Inter-American Development Bank (IDB), the African Development Bank (AfDB) and many other institutions are also strongly supporting metropolitan development.

Universities have started programs to build up capacities of future decision makers to be better prepared for and manage the complexity of metropolitan areas, among them the "Université de Montréal", the Politecnico di Milano, the London School of Economics and Political Science (LSE) and the Massachusetts Institute of Technology (MIT), to name just a few. They have engaged in developing courses on the complexity of managing, planning, governing and financing metropolitan areas – enabling metropolitan key players to provide better services to their population.

Many of the above institutions and urban experts have also contributed to conceptualizing the MetroHUB by bringing in their experiences, suggestions and commenting on concept notes at different occasions including a working session at the Habitat III conference, side events at global conferences such as the "metropolis world congress" or the World Urban Forum.

Source: UN-Habitat



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1.5. Towards Integrated Metropolitan Development – The MetroHUB

Based on the above-mentioned declarations and recommendations made during the Habitat III preparation process, UN-Habitat, together with partners, began to develop an integrated approach that supports metropolitan areas in better managing their urban areas.

The approach is based on the concept of ensuring that planning, governance, finance and socio-environmental considerations go hand in hand with capacity development and the design and implementation of strategic and tangible “acupuncture” projects as described in the further chapters. The initiative proposes integrated solutions for metropolitan development, addressing challenges based

on the priorities in specific local contexts and harnessing the opportunities of urbanization processes in general. It also provides support for developing a tailored strategy that takes specific local assets into account.

To achieve this, a shift towards coherently and concomitantly embracing metropolitan governance, planning, financing, socio-environmental issues, and capacity enhancement is required. Relevant stakeholders – coming from different levels of government, different sectors, civil society organizations, the private sector, academia and research organizations need to be included in developing a strategy. Breaking the silos is an important step for finding sustainable solutions for metropolitan areas.

II. THE METROHUB

2. The MetroHUB initiative

The MetroHUB is a multilayered initiative aiming to strengthen the capacity of key players in metropolitan development to better plan, govern, finance and manage metropolitan areas. Complementary to UN-Habitat's three-pronged approach³⁰, the initiative combines capacity development, 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 make change visible and tangible for the population.

With the MetroHUB initiative, UN-Habitat supports metropolitan key players in developing strategies for their metropolitan areas (or systems of cities), based on their specific local context, values, assets and priorities. It also promotes partnerships – between cities, between rural and urban areas, and among the different stakeholders as well as between the different levels of government authorities.

Although it is customized for metropolitan areas, the MetroHUB approach is also applicable for systems of cities with more than two municipalities facing common overarching challenges that can best be dealt with in a concerted (metropolitan) manner; in order to provide efficient services and to ensure effective management.

The MetroHUB initiative was designed to enhance the capacity of key players to address challenges faced by metropolitan areas. It also includes a wide range of services and activities, ranging from technical advisory services, review of policies, plans and strategies, metropolitan profiling, support for communication and branding strategies, and capacity assessments, among others (please see "The MetroHUB Catalogue of Services" on page 58). The MetroHUB is conceptualized to "learn, share, develop, apply and disseminate" information, strategies, plans and tools for sustainable metropolitan development.



Figure 3 The pillars of the MetroHUB initiative

MetroHUB Partners

The MetroHUB initiative is based on previous work undertaken both within UN-Habitat and in collaboration with teams working on various thematic areas of urbanization in different regions. It has received strong support from long-term partners on metropolitan development including GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit), the Politecnico di Milano, and Pedro B. Ortiz, an urban expert and author of the book “The Art of Shaping the Metropolis.”³¹ Over the years, formal and informal partnerships have been established with other networks and organizations working on metropolitan development such as RESAUD (Réseau d’Échanges Stratégiques pour une Afrique Urbaine Durable), Metropolis, MTPA (Metropolitan and Territorial Planning Agencies network), and CIPPEC (Centro de Implementación de Políticas Públicas para la Equidad y el Crecimiento), to name just a few (please also see Box 3). Independent researchers and academia have also contributed to the initiative. The UN-Habitat MetroHUB initiative has convening power, but the collaboration with partners – for tailoring different activities, for different aspects of metropolitan development and in specific local contexts – has proven to be a successful way to support metropolitan areas in their efforts towards sustainable development.

Partners are working together to develop tools, capacity development activities, research and pilot projects; collect successful practises and case studies; and to promote metropolitan development within the Habitat III process and in the current implementation phase of the New Urban Agenda in joint events, campaigns, and publications.

The MetroHUB initiative is a tool to strengthen the metropolitan agenda as outlined in the SDGs and the NUA and promotes strategies that are tailored to a specific local context. It also aims to strengthen partnerships for metropolitan development – including different levels of government authorities, relevant stakeholders such as civil society, think tanks, academia and the private sector; urban, peri-urban and rural municipalities, with development partners, and city-to-city partnerships. Working with many different partners ensures not only being informed on the latest research on local and global developments, but is also important for tailoring strategies to local contexts and working with local key players and change managers for achieving a better livelihood for the people.

2.1 An Integrated Approach

The MetroHUB initiative combines planning, governance and finance components with socio-environmental considerations, capacity development and acupuncture projects. Aiming for sustainable development, the MetroHUB initiative promotes a participatory and inclusive approach that includes all relevant stakeholders throughout different stages of a process leading to a sustainable metropolitan area. The MetroHUB is designed to be people-oriented and promotes cross-cutting issues such as human rights, gender aspects and adaption to climate change, helping Member States and local government authorities to achieve the SDGs and implement the NUA in an integrated and inclusive way. The MetroHUB initiative therefore promotes vertical and horizontal cohesion and cross-sectoral collaboration.

UN-HABITAT MetroHUB



Figure 4 An integrated approach to Metropolitan Development: The MetroHUB

Box 5. Using Minecraft for Youth Participation in Designing Urban Public Spaces

Public space has often been overlooked and undervalued by urban authorities but is increasingly being considered the backbone of prosperous urban areas and sustainable living. Good public spaces enhance community cohesion and promote health, happiness, and well-being for all citizens. In 2012, UN-Habitat launched the specialized Global Programme on Public Space with the aim of improving the availability, accessibility, inclusiveness and quality of public spaces worldwide. As part of the development process, participatory planning workshops are held with members of local communities in which they can provide input into the design and eventual implementation and management of public spaces. The projects are usually implemented as a partnership between UN-Habitat and local development partners such as local authorities, non-governmental and community organizations.

Recognizing that digital technologies can offer new opportunities for citizens, particularly children and youth, to take part in decision making, governance and planning processes, UN-Habitat in 2012 entered into a partnership with Mojang, the designer of the popular computer game “Minecraft.” Supported by this partnership, which has been called ‘Block by Block’, UN-Habitat has started using Minecraft as a tool to ensure the participation and inclusion of citizens in public space work. Using five-day participatory design workshops, UN-Habitat and partners bring community members, including youth, together to visualize their urban design ideas using Minecraft, and present these design ideas to city authorities and local government officials. The Minecraft designs are then used as part of the process of implementing real public space improvement projects.

UN-Habitat and partners have been developing the initiative of using Minecraft for community participation since 2013. Observations from 64 projects in more than 30 countries (35 cities) indicate that using technology as a tool for participatory urban planning and design can be a powerful way to include nontraditional stakeholders in decision-making processes. The lessons and experiences from using Minecraft within the Block by Block projects show clearly how this approach can increase the participation of young women and girls in planning safe and accessible public spaces. The game has the potential to increase youth’s interest and engagement in urban planning and design, promote creativity, innovation and visual learning, help encourage dialogue between different groups and opinions and contribute to the development of important skills such as collaboration, public speaking and negotiation as well as giving young women a more powerful voice. Minecraft provides a platform to explore the merit of different design alternatives and visualize ideas, potentially resulting in better design and ownership by the local community and users during the final implementation.

In 2017, UN-Habitat tested the initiative in a refugee camp for the first time, at Kalobeyei Settlement in northwest Kenya. Participants from the local Turkana ethnic group and refugees from Rwanda, South Sudan, Democratic Republic of Congo, Burundi, and Uganda came together to collaboratively design four public spaces – three in the refugee camp and one in the host community settlement. The goal of the project was to establish a network of public spaces and a public space community management group, formed by both host community and refugees.



Kalobeyei © UN-Habitat



Kalobeyei © UN-Habitat

UN-Habitat has used the Minecraft initiative to lead participatory workshops across the globe, including in Wuhan, China; Gaza, Palestine; Hanoi, Vietnam; Pristina, Kosovo; and Querétaro, Mexico; among others. Approximately 18,000 citizens have participated in the design workshops (40% female and 60% male), and the implemented projects have supported improving the lives of more than 1 million people.

In 2017, through a collaboration with the technology company Ericsson, UN-Habitat began exploring how new technologies such as virtual and augmented reality can facilitate dialogue between professionals and non-professionals about urban design and encourage civic participation. The Ericsson Strategic Design Lab developed a 'mixed-reality' prototype that can visualize and project digital designs, including Minecraft designs, in existing physical public spaces. Mixed reality can be considered the blending of augmented and virtual reality, enabling digital objects to coexist and interact with the physical environment in real time. Through these kinds of platforms, people can experience three-dimensional architectural designs and models as if they were present in the physical space. Using the mixed reality platform adds additional steps to the Block by Block process. Citizens can produce rough three-dimensional sketches in Minecraft and then visualize them in the public space itself. Similarly, design professionals can present their designs to stakeholders in the space itself, thus making the designs more accessible and providing opportunities to consider them from different angles or perspectives. In September 2017, UN-Habitat, Ericsson, the City of Johannesburg and Wits University tested the mixed reality platform in a real public space upgrading project to great success.

Source: UN-Habitat

2.1.1 Planning

Metropolitan areas need to plan differently than cities as their governance structures are often more complex and they stretch across administrative borders, including urban, peri-urban and rural areas and different municipalities. There are many challenges faced by metropolitan areas that can only be planned for across these administrative borders, among them urban growth and extension, water and waste management, air pollution and environmental hazards, infrastructure and transportation, energy supply as well as the protection of environmental resources.

To ensure this protection and for more integrated territorial development, metropolitan areas and cities need to coordinate and cooperate with regional and national authorities. They need to plan at a regional scale, while also considering the local level and tangible smaller scale projects at the neighborhood level. Planning metropolitan projects, according to the MetroHUB, needs to align with the jointly developed vision for the respective metropolitan area. This vision should strengthen the specific local character - based on cultural and natural heritage and resources, values, social capacities and economic potential and take the physical components of the territory, including its specific assets such as biodiversity, landscapes or others into consideration. Defining this vision and helping to carve out those specialities – and defining strategic, tangible projects, are among the services offered by the MetroHUB initiative.

The MetroHUB initiative promotes communication across the different levels of government authorities for policy

development. As metropolitan areas play a key role in overarching challenges such as dealing with climate change or environmental degradation, there is a strong need to put in place policies for resilience to the impacts of global warming and for the protection of eco-systems and biodiversity. Metropolitan key players also should be involved in the formulation of national level policies such as National Urban Policies. Enhancing this constant dialogue and communication will help find strategies for cross-cutting issues such as environmental protection, as they need to be addressed at different levels: in national level policies, but also with metropolitan development policies. These regional or local policies and strategies can also be an effective tool for economic, social, cultural, and environmental sustainability.

The MetroHUB initiative promotes communication across the different levels of government authorities for policy development. As metropolitan areas play a key role for overarching challenges such as the fight against climate change or environmental degradation, there is a strong need to put in place of policies for resilience to the impacts of global warming or protection of eco-systems and biodiversity – and metropolitan key players should be involved in the formulation of national level policies such as National Urban Policies. Due to this constant dialogue and communication, cross-cutting issues such as environmental protection needs to be covered at different levels: in national level policies, but also with metropolitan development policies. Those regional or local policies and strategies can also an effective tool for economic, social, cultural and environmental sustainability.

Box 6. Collaborative Planning for the Gardens by the Bay in Singapore



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The republic of Singapore is an island country in Southeast Asia occupying 27 square kilometers and home to 5.6 million people. Singapore's territory consists of one main island and 62 additional inlets. The country has a high degree of development, ranking 5th on the United Nations human development index and 3rd in GDP per capita. Singapore's Prime Minister and National Parks Board developed a vision for improving the quality of life for residents by making Singapore a "garden city" with new green public spaces.

To make this vision a reality, Singapore worked collaboratively across both vertical and horizontal levels of governments and engaged stakeholders from the private sector and civil society in participatory decision-making, which are key components of the UN-Habitat MetroHUB initiative. In 2006, the National Parks Board launched an international design competition, and a jury of national and international experts helped the government and National Parks Board pick Grant Associates, a British landscape architecture firm, as the winning team. The master plan was exhibited for feedback at the Singapore Botanic Gardens, and received more than 10,000 visits and 700 comments from the public. 85% of those who participated in the survey liked the features in the proposed master plan and 97% said they would visit the gardens, indicating broad public approval. The subsequent construction was financed by both the government and the private sector and completed in 2012. The gardens today are today 54 hectares and include two architecturally innovative and energy efficient buildings which host conservatories with 220,000 plants from across the world. A board was created to develop and manage the gardens

The Garden by the Bay has improved the quality of life for residents of Singapore by creating more public green spaces and adding a variety of jobs for landscape designers, horticulturalists, arborists, engineers, and more. The city has also benefited from increased tourism, with 8.8 million people visiting the gardens between 2015 and 2016. Although Singapore has a unique geopolitical context, the Garden by the Bay demonstrates the potential successes of planning collaboratively across different levels of government and with different stakeholder groups, as advocated for in the MetroHUB initiative.

Source: UN-Habitat

The MetroHUB initiative is based on the concept of integrating planning, governance, finance and socio-environmental considerations, capacity development and acupuncture projects, and relates to several UN-Habitat tools and guides for planning. Those tools and guides cover different scales and aspects of urban (and territorial planning) and are promoted within the MetroHUB approach. Among these tools are the International Guidelines on Urban and Territorial Planning (IG-UTP)³², the series of quick-guides “Urban Patterns for a Green Economy,”³³ and, for small scale interventions, the “Global Public Space Toolkit: From Global Principles to Local Policies and Practice.”³⁴ The 2017 publication “Implementing the New Urban Agenda: Strengthening Urban-Rural Linkages”³⁵ and the “Guiding Principles for Urban-Rural Linkages” (www.urbanrurallinkages.wordpress.com) cover important aspects for strengthening synergies between urban, peri-urban and rural areas and advocate for an integrated territorial approach for sustainable development across the urban-rural continuum.

The “International Guidelines on Urban and Territorial Planning” (IG-UTPs) state that “Urban and territorial planning can be defined as a decision-making process aimed at realizing economic, social, cultural and environmental goals through the development of spatial visions, strategies and plans and the application of a set of policy principles, tools, institutional and participatory mechanisms and regulatory procedures.”

2.1.2 Governance

During the Habitat III preparation process, Issue Paper #6 on Urban Governance was published, co-led by the UN Development Programme (UNDP) and UN-Habitat with contributions from UN Department for Economic and Social Affairs (UNDESA), United Nations Population Fund (UNFPA), the Secretariat for the Convention on Biodiversity (CBD) and UN Women. It underlines that due to the “accelerated pace of urbanization” new governance frameworks to face new urban forms such as megacities, urban corridors, and metropolises are needed, and there is a necessity to “improve cities management particularly in developing countries, and enhance urban-rural collaboration.” Issue Paper #6 proposes that “effective urban governance requires a more sophisticated relationship with clearly assigned responsibilities, a stronger collaboration between different levels of government (multilevel governance), and regular and more creative means of interaction with civil society.”

The Habitat 3 Policy Paper #4 on “Urban Governance, Capacity and Institutional Development”³⁶ highlights that “weak metropolitan governance undermines development potentialities and the attractiveness of metropolitan areas as cornerstones of national development. Strong metropolitan governance is a key component of new urban governance. National governments should enable metropolitan governance, ensuring the involvement of both local and regional governments in the reform process.”

Box 7. International Guidelines on Urban and Territorial Planning

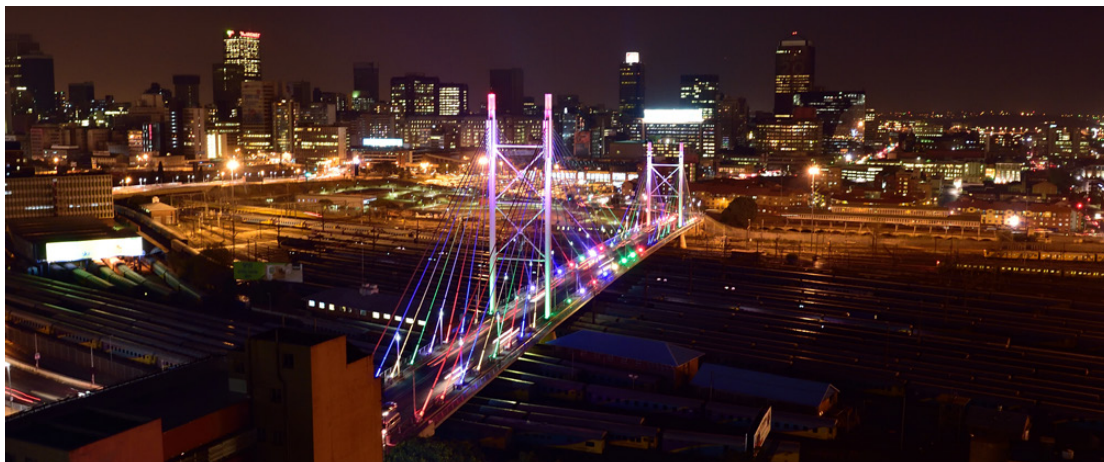
The International Guidelines on Urban and Territorial Planning (IG-UTP) were approved by UN-Habitat's Governing Council in 2015 as a global reference framework for improving policies, plans, designs and implementation processes that will lead to more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change. They consist of 12 key planning principles and 114 action-oriented recommendations targeted at four stakeholder groups: national governments, local authorities, planning professionals and their associations, and civil society and its organizations.

The Guidelines have brought forth a new approach to the planning paradigm by expanding the focus from urban areas to the territory, recognizing the need to work across the five scales of the spatial planning continuum: supranational and transboundary, national, regional and provincial, city-wide, and neighborhood. Moreover, the IG-UTP make it possible to use sectoral entry points for the improvement of planning practice by tackling cross-cutting issues such as urban health that can trigger systemic change, thus enabling the integration of the vertical (levels) with the horizontal (sectors) dimension of planning systems.

The IG-UTP underline that "at city-region and metropolitan level, subnational regional plans could foster economic development by promoting regional economies of scale and agglomeration, increasing productivity and prosperity, strengthening urban-rural linkages and adaptation to climate change impacts, reducing disaster risks and intensity in the use of energy, addressing social and spatial disparities and promoting territorial cohesion and complementarities in both growing and declining areas." As metropolitan areas with multiple jurisdictions and municipalities become 'the new normal' (UN-Habitat, 2018), the Guidelines are therefore an important tool for improving planning at the city-region and metropolitan level by opening opportunities for action beyond administrative boundaries.

Using public health as an entry point, UN-Habitat is working together with the World Health Organization on implementing the Guidelines to generate health benefits for citizens through the improvement of the built and natural environment. This will be achieved by enhancing knowledge and building technical capacities of actors and decision-makers in using urban and territorial planning as a tool to make cities centres for health and wellbeing. Urban and territorial planning plays a crucial role in ensuring the right to health – as food security, the quality of water and air, connectivity, and other cross-boundary sectors – are determined by decisions in city infrastructure and development.

Source: UN-Habitat



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As there is no one-size-fits-all solution, different models could be established within the same country in order to respond to the specific needs of different metropolitan regions. Most importantly, providing metropolitan regions with authority over critical metropolitan concerns (which may be context specific while tending to have a strong focus on spatial governance) requires democratic legitimacy, legal frameworks and reliable financing mechanisms for metropolitan governance.”

The Montreal Declaration³⁸ (see pages 24 and 71) clearly states that “Metropolitan governance requires a clear legal and institutional framework, based on principles of democracy, respect for local autonomy and subsidiarity.” It also links metropolitan governance to the provision of “appropriate funding, which involves coordination mechanisms and sectoral (infrastructure, economic development, environmental, social and cultural) policies” as well as the inclusion of stakeholders other than government authorities.

To be successful, metropolitan governance reforms require “buy-in” from all levels of government –

particularly from core and peripheral cities – and they need to be adapted to the different national/regional contexts. UN-Habitat, in cooperation with different partners, has developed tools and guides for metropolitan governance such as the “Good Urban Governance Principles (GUGP)” within the framework of the Global Campaign on Urban Governance.

The principles are:

- (i) sustainability; (ii) equity; (iii) efficiency;
- (iv) transparency and accountability; and
- (v) civic engagement and citizenship.

“Unpacking Metropolitan Governance for Sustainable Development³⁹”, a discussion paper which is the result of the close cooperation between GIZ and UN-Habitat on this area of work, gives insights into ways metropolitan regions are governed and introduces good urban governance principles.

As companion to this paper, GIZ and UN-Habitat have developed a “Metropolitan Capacity Assessment Initiative⁴⁰” as a modular toolbox to assess both existing capacity in a metropolitan setting and future needs, in order to identify options for change.

Box 8. Governance in the Gauteng City-Region

Gauteng Province is South Africa's smallest but most densely populated province – it accounts for 38% of South Africa's GDP and one quarter of the country's population – 13.2 million. The province includes South Africa's financial capital Johannesburg and the administrative capital Pretoria, as well as commercial, industrial and mining centres including Germiston, Springs, Alberton, Boksburg, Benoni, Vereeniging, Vanderbijlpark, Krugersdorp, Randfontein and Westonaria. As the economic heartland of the country, Gauteng attracts migrants from South Africa's rural areas and from other parts of the continent seeking opportunities. As of 2016, the Gauteng Provincial Government calculated that the province's population is growing at two percent annually and projected three million additional people by 2026 and a total of 19.6 million inhabitants by 2036. Despite its economic importance and cosmopolitan nature, the region suffers from high levels of poverty, unemployment, and social exclusion. South Africa is one of the most unequal countries in the world, and many of the spatial concentrations of different populations remain even post-apartheid.

There are a variety of governance structures within Gauteng Province, including the provincial government; three metropolitan municipalities; numerous district and local municipalities; state-owned entities and parastatals controlling water and power services; as well as additional provincial governments and municipalities in the wider peri-urban region. The provincial and municipal governance structures each have their own electoral base, internal politics, and bureaucracies, creating inefficiencies and limiting cooperation. To address the challenges associated with the expected population growth and to ensure that the region meets its full potential, the Provincial Government initiated the Gauteng City-Region Concept in 2006, with the goal of "improved intergovernmental co-operation, and greater collaboration between government, business and civil society, so that the cities and towns stretching across and beyond the boundaries of the Gauteng province can be made to work better as a more integrated, productive and sustainable whole." This is aligned with the MetroHUB initiative's emphasis on collaborative metropolitan governance across levels of government and across different sectors.

To implement the Gauteng City-Region Concept, the provincial government has created several new institutions, including the Gauteng Infrastructure Coordinating Committee (2014), which drafted a 2030 infrastructure development plan for the city-region and will spend 94 billion rand (approx. \$7 billion) on water, sanitation and transportation projects from 2015 to 2018; the Gauteng Transportation Commission (2013) to coordinate transportation projects; the Gauteng Growth and Development Agency (2012) to support economic growth; and the Gauteng City-Region Observatory (2008) to collect data on the region and provide policy recommendations.

Text: Ruven Boerger



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The MetroHUB initiative does not promote a specific governance structure, as many different governance approaches exist and “no one size fits all”. A governance structure must be tailored to the specific local context and needs to be in accordance with national legislation, frameworks and the respective culture. The MetroHUB initiative intends to foster collaboration and coordination across sectors and the different levels of government authorities. It also very much emphasizes the need to include other relevant stakeholders such as civil society organizations – including organizations that represent the most vulnerable population groups, the private sector, and academia.

Developing a governance structure should be a participatory, consultative process and pay close attention to multilevel dialogue. Governance frameworks can also be limited to specific sectors or projects such as land-use planning, including the construction and operation of public transit; reducing disparities in public service provision;

helping to manage urban growth; and protecting and enhancing natural assets as stated in the Montreal Declaration. Other examples of sectoral projects where a metropolitan (or regional) governance structure is widely common are water and energy provision, waste management, cultural and natural heritage protection, promotion of “metropolitan or regional produce” (for example within urban-rural partnerships), tourism, or economic growth strategies.

2.1.3 Finance

Metropolitan areas provide the majority of urban basic services for daily life: roads and sidewalks; environmental protection; electricity; public housing; police, fire, and ambulance services; parks; libraries; public health; education; and much more, which are all key to sustainable socio-economic development. One of the biggest barriers preventing metropolitan areas from delivering on sustainable development is the challenge of accessing stable financing for public

Box 9. Urban Infrastructure Investment in Shanghai, China

The Shanghai municipal area corresponds with its functional metropolitan area, and is one of four municipalities in China with provincial status, reporting directly to the national government. The metropolitan region includes nine districts in the core city, seven semi-urban districts, and one predominantly rural county. Shanghai has experienced incredibly rapid urban growth, with its metropolitan population growing from 9 million in 1990 to 26 million in 2018, according to the United Nations Department of Economic and Social Affairs. This growth creates a substantial challenge in scaling up infrastructure and public service delivery to meet the needs of residents.

Municipal governments in China are responsible for providing basic services and infrastructure, but are given insufficient intergovernmental transfers from the national level to finance them. China's budget law requires subnational governments to have balanced budgets and prohibits borrowing without explicit permission from the State Council, creating a challenging environment for funding infrastructure projects at the municipal level. To work around this constraint, municipal governments throughout China have sought extra-budgetary sources of infrastructure funding.

In 1992, Shanghai created the Shanghai Municipal Investment (Group) Corporation, also known as Shanghai Chengtong Corporation, for investment in urban infrastructure, including the coordination and construction of roads, bridges, water supply, and utilities. The state-owned corporation is backed with funds from the Shanghai municipal government and has the mandate to initiate new financing approaches, including issuing bonds, managing concessions, and capital market financing. It seeks investments from international development partners and private investors for revenue-generating infrastructure projects including expressways, bridges, water utilities, and wastewater treatment plants. Investors are attracted through concession contracts, joint ventures, and competitive bidding. Returns for investors are generally generated through tolls or user fees.

Following the creation of the Shanghai Municipal Investment (Group) Corporation, investment in urban infrastructure rose dramatically, from 17 billion yuan in 1993 to 540 billion yuan over the 1998 to 2004 period. The Shanghai Municipal Investment (Group) Corporation has completed more than 120 major public infrastructure projects including the construction of highways, bridges, housing, water utilities, and waste treatment plants. Today the corporation has 50 billion yuan (approx. USD7.5 billion) in registered capital and employs more than 16,000 people.

Similar urban development and investment corporations have since been established throughout China. Although the 2008 financial crisis highlighted the importance of transparency and oversight of borrowing against municipal assets, local investment corporations are an effective strategy for metropolitan areas to fund infrastructure investment in challenging municipal finance contexts.

Source: UN-Habitat

infrastructure investments. In the context of rapid urbanization, in which municipal authorities have increasing responsibilities to meet the basic needs of residents through economic development and environmental sustainability; the funds available for local development are increasingly limited.

In 2013, the World Economic Forum estimated that 5 trillion USD needs to be invested in global infrastructure each year through 2030 to support urbanization. From a finance perspective, the unique characteristics of metropolitan areas have implications for the complexity and depth of the expenditures needed on public services and infrastructure. From a finance perspective, the unique characteristics of metropolitan areas have implications for the complexity and depth of the expenditures needed on public services and infrastructure.

There is an uneven relationship between the responsibilities entrusted upon metropolitan areas and their available resources, especially in developing countries where many municipal governments depend solely on the central government for funding. For a more balanced relationship, metropolitan areas need to find innovative ways to expand revenue sources without local tax increases, which can create a drag on economic growth. Some funding options are listed below, to be adapted to specific local contexts:

Air Rights

The selling of the right to build over land, which must be created basically out of thin air. Selling or leasing air rights offers opportunities for cities to generate revenue and ensure that the space used is not

exempt from taxes. Air rights are popular in the United States and date back to 1913, when the Grand Central Terminal was built in New York City. Leasing air rights can also ensure local governments have a stake in the profits associated with real estate development.

Impact Fees

One-time fees imposed on property developers by the local government to help offset the impact of additional development on the municipality's infrastructure and services. Impact fees are quite popular in North America and there is prevalence in states such as California, Texas and Florida.

Public-Private Partnerships (PPPs)

The PPP Knowledge Lab defines a PPP as a "long-term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration is linked to performance." The combination of the individual strengths of the private and public sector is essential to establishing a strong foundation for sustainable financing. Recently, Public-Private-People Partnerships (4P) processes have increasingly been promoted.

Infrastructure Financing Facilities (IFFs)

To encourage private funding and provision of infrastructure services, metropolitan areas can utilize specialized financing facilities to offer financial support, often in the form of cost savings, soft loans, and technical assistance grants, to encourage private investments in infrastructure projects. This can be an appealing option for cities with budget deficits.

Social Impact Bonds (Pay-For Success Contracts)

An innovative and emerging financing instrument that leverages private investment to support high-impact social programs.

The concept is straightforward: private investors invest money upfront in socially beneficial programs and are paid back by the government.

There is a caveat though, as repayment and return on investment (ROI) are contingent upon the achievement of desired social outcomes; if the objectives are not met, investors do not receive a return.

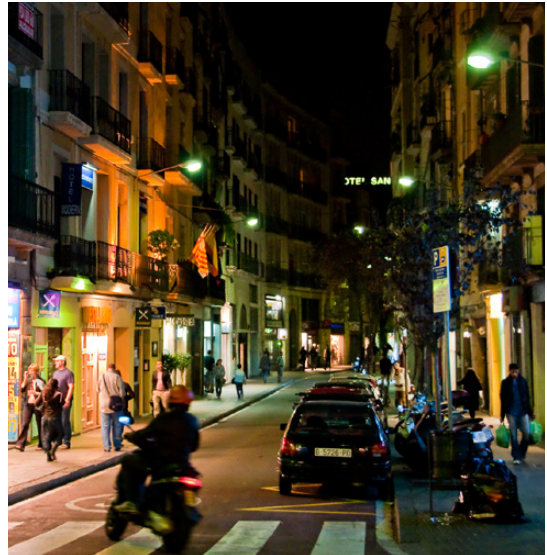
This mechanism can be actively promoted to companies with strong corporate social responsibility (CSR) and can be a potential source of funding for larger metropolitan areas with major private organizations.

Municipal Bonds

Municipal bonds are securities issued by cities, counties, and states to finance public infrastructure like highways, sewer systems, etc. They can be a very important source of revenue, but many municipalities, especially in Africa, are not allowed to incur long-term debt as is evident in the case of Dakar.

Loans

Loans enable metropolitan areas to carry out more public infrastructure projects in a shorter time. It is important that officials have a debt management strategy in place. One attractive aspect of loans is the fact that a credit rating is not necessarily required, which can make it a relatively cheap source of funding.



Barcelona © Clarence [Flickr], license CC BY 2.0

Tax options

Taxes are more than just a source of public revenue. They play a vital role in ensuring local government accountability. Metropolitan areas need to strengthen their tax capacities to ensure sustainable development through effective public investment.

Sin Tax: Essentially a form of sales tax, though typically calculated on a per-unit basis rather than as a percentage of sales prices. Sin taxes are a government-sponsored tax added to products or services that are seen as vices with negative externalities, such as alcohol, tobacco and gambling. They can be a successful revenue generator especially in municipalities lacking a diverse tax pool.

Property Tax: A major source of revenue for most municipalities. Property taxes are an appropriate source of revenue as land and the properties on it are immovable; making it easier to identify and monitor for tax purposes. They can also be viewed



Seoul © Simon Williams-Im [Flickr], license CC BY 2.0

as a benefit tax as they approximate the benefits received from local services.

Income Tax: To the extent that metropolitan areas are required to provide public services, income taxes are another appropriate source of revenue as they are strongly linked to residents' ability to pay. It is important to note that income taxes are generally progressive, but their elasticity can be a problem, especially when there is an economic downturn.

Sales Tax: Not many countries use general sales taxes, but they contribute more than 10% of all local tax revenue in places like Austria and Spain and can be a very important source of revenue if structured efficiently.

Corporate Tax: Based on the income of corporations; which means they can be volatile. It can be difficult to administer corporate taxes because many large corporations conduct business in multiple jurisdictions, creating uncertainty on how much income is taxable in a particular area. Each metropolitan area is unique and has varying needs, which is why the MetroHUB initiative promotes a participatory bottom-up approach towards public finance.

MetroHUB supports each area in identifying the appropriate financing infrastructure (which can be a combination of loans, various types of taxes and public-private partnerships) to ensure its sustainable development.

Increasing public revenue is one part of the equation; the other important component is sound financial management, which requires the deployment of qualified people in the right positions, and continuous improvement of the capacity of people.

2.1.4 Social Considerations

Metropolitan areas often generate a large proportion of a country's GDP, attract major investments and generate jobs. Apart from the economic dimension, the spatial dimension, and governance, metropolitan areas also bundle high social capital. Considerations on the society of the respective metropolitan area need to be an integral part of all strategies for development.

Metropolitan areas are often cultural and religious centers of a region, a country or at global level. The number of services provided – administrative, financial and social services – and the

diverse cultural activities, historical and intellectual heritage, opportunities, and amenities of all types are usually high in metropolitan areas – contributing to the special metropolitan identity. This variety of cultural and recreational activities available, in addition to opportunities in the labor market, makes metropolitan areas attractive to tourists as well as residents and can be a major driver for development. Metropolitan areas, due to their economic potential, also attract highly educated people. The OECD, in their report, “The Metropolitan Century: Understanding Urbanisation and its Consequences”⁴¹, states that, “The share of highly educated people living in a city has important implications for productivity levels,” and that, “being surrounded by more highly educated increases the productivity of all people, no matter if they are highly educated or less educated. As the share of highly educated people tends to be larger in bigger cities, the productivity effects of city size and human capital can thus reinforce each other.”

As metropolitan areas offer a wide range of opportunities, they not only attract highly educated people, but also migrants with different backgrounds and vulnerable groups such as refugees, looking for an improved livelihood and better opportunities. But even in metropolitan areas, where the level of service provision is higher than in rural areas or smaller cities, social exclusion and inequality are persistent problems that need to be addressed. This becomes visible through spatial separation, as different neighborhoods might have very different levels of services provision and accessibility to amenities or public transport.

2.1.5 Environmental Considerations

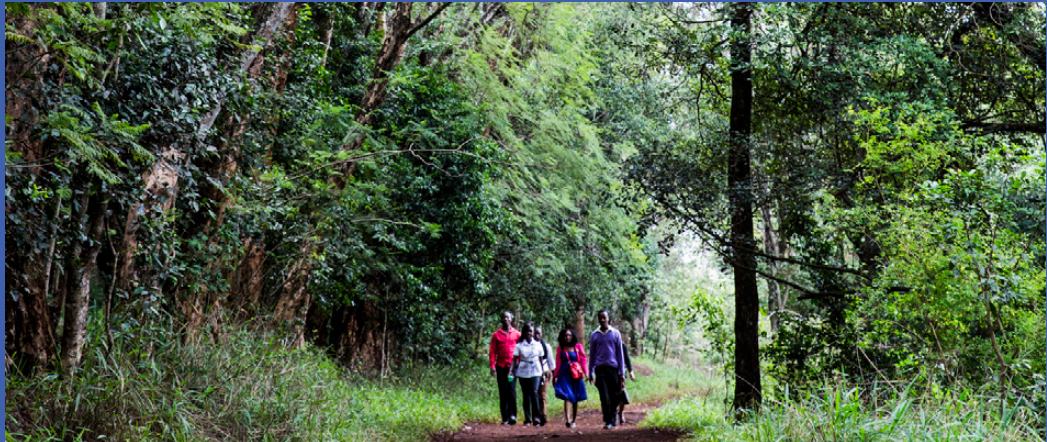
“Cities today occupy approximately only 2% of the total land, however they are responsible for 60% of the global energy consumption, 70% of greenhouse gas emissions and 70 % of global waste.”⁴²

On the other hand, larger cities and metropolitan areas produce less CO₂ emissions per capita for ground transport in large urban agglomerations than in more rural areas, provided that public transport is well developed⁴³ and well-functioning waste management systems are established.

Urban expert Pedro B. Ortiz emphasizes that the environmental system is the most important physical component of a metropolitan area, as “the future is at stake.” “It is the starting point of any metropolitan management policy. The system, from larger scale national parks down to urban parks, has to be as continuous as possible to allow for the free flow of biodiversity. The environment not only has to be protected at its actual state, it has to be enhanced and capitalized. It should not only be a reactive-passive policy attitude. It should be a proactive and improvement one. Environmental assets have to be reconnected, regenerated and enhanced.”

Plans and strategies for metropolitan areas need to include considerations on the protection of environmentally sensitive areas – at the local scale, but also including the territorial scale, as environmental systems and impacts of climate change do not stop at administrative boundaries.

Box 10. Environmental Preservation in Karura Forest, Nairobi, Kenya



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Karura Forest in Nairobi is one of the largest urban forests in the world, and a successful example of how government, civil society and the private sector can join forces for environmental preservation as advocated for in the MetroHUB.

The forest occupies 1,041 hectares in the northern part of Nairobi and is rich in biodiversity. During the 1990s and early 2000s, the forest made headlines in Kenya for crime and attempted land grabbing by politicians and their allies. A dedicated advocacy campaign led by Nobel Laureate Professor Wangari Maathai and supported by civil society resulted in the Kenyan government banning the allocation of public lands and the protection of the forest.

Today, Karura is managed under a Joint Forest Management Agreement by the Kenya Forest Service and the Friends of Karura Forest (FKF), who share financial accountability for management and conservation activities. The Joint Forest Management Agreement calls for a participatory forest management plan to be created with all key stakeholders, and is an innovative method for citizen participation and joint stewardship of a natural resource by civil society and the government. FKF is a Community Forest Association founded in 2009, comprised of Kenyans and other champions of participatory forest management dedicated to preserving Karura Forest for future generations. In addition to protecting the forest and working to restore it to its natural state, FKF provides employment opportunities for residents of neighboring communities. FKF is also strongly supported with funds and in-kind donations from the private sector. The Karura Forest Environmental Education Trust was established in 2010 to promote environmental education, conservation, and citizen engagement. Shell donated the facilities of its Sports Club to the initiative, and a new environmentally-friendly building is being designed for the education center. In 2016, Karura averaged more than 17,500 monthly visitors enjoying walking and learning in the forest, demonstrating the success of the initiative.

Source: UN-Habitat

UN-Habitat has defined five qualifiers for sustainable urban development: Cities should be planned to be “Compact, socially inclusive, integrated, better connected and resilient to climate change” – with each criterion addressed in the specific local context of a city. Metropolitan areas, due to their size, population density, and influence within the national context, need to address climate change resilience as a key priority. The UN-Habitat Assessment Framework for Urban Planning and Design states that, “Resilience to climate change recognizes the role of cities in climate change mitigation and adaptation, as well as the potential role cities play as centers of innovation, development and application of new technologies and solutions in the effort to curb, halt, reverse and adapt to global climate change.”

Among the other 114 recommendations in the IG-UTP, it is clearly expressed that “National governments, in cooperation with other spheres of government and relevant partners, should.... contribute to the regulation of land and property markets and the protection of the built and natural environment,” while “Local authorities, in cooperation with other spheres of government and relevant partners, should” (...) “ensure that urban regulations are implemented and functionally effective and take action to avoid unlawful developments, with special attention to areas at risk and with historical, environmental or agricultural value.”

Within the MetroHUB initiative, social and environmental considerations are strongly included in assessment phases as well as in all proposed activities, tailored for the specific metropolitan context.

Cooperation and coordination across different sectors and enhanced communication across different levels of governments are among the most critical actions recommended within the MetroHUB initiative, especially for the protection of environmental assets.

2.1.6 Cross-cutting Themes (Gender, Human Rights, Climate Change)

Globally adopted frameworks such as the SDGs and New Urban Agenda are based on globally defined values and applicable for all countries – influencing national, sub-national and local legal frameworks, strategies and plans for the next 15 years (2015-2030). Countries will mobilize efforts to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind. The MetroHUB strongly promotes cross-cutting issues such as gender equality, human rights and climate change and advocates for those to be integrated in all strategies and plans, as well as in tailored activities.

In paragraph 15(c) of the New Urban Agenda, Member States agreed to “Adopt sustainable, people-centred, age- and gender-responsive and integrated approaches to urban and territorial development by implementing policies, strategies, capacity development and actions at all levels, based on fundamental drivers of change,” and paragraph 26 underlines that Member States “(...) commit (ourselves) to urban and rural development that is people-centered, protects the planet, and is age- and gender-responsive, and to the realization of all human rights and fundamental freedoms, facilitating living together,

Box 11. Social & Environmental Improvement through Bus Reform in Seoul, S. Korea

The Seoul Capital Area is the largest metropolitan area in South Korea, with 25 million residents. South Korea's urbanization rate dramatically increased as the country developed, rising from 28% in 1960 to 83% in 2010, with Seoul's population quadrupling between 1960 and 2002. The Seoul Capital Area now accounts for approximately half of the country's population, GDP, and jobs.

Rapid urban growth created significant social and environmental challenges for Seoul, including high levels of traffic congestion that limits economic efficiency and generates air pollution. Per-capita income growth led to a rise in private car ownership, which made traffic worse. Increased traffic jams decreased the efficiency of buses which in consequence led to a corresponding drop in bus ridership. Beginning in 2004, the Seoul Metropolitan Government led a major reform of the bus system, which was one major component of the public transport system in Seoul. Prior to the reform, bus routes were operated by private companies that were licensed by the Seoul transportation authority. Buses were not meeting the needs of residents, with private operators often sacrificing quality service delivery to seek higher profits. The objectives of the reform were to create a public transportation schedule that coordinated bus and metro services; improve the quality of the bus fleet; introduce energy efficient buses to improve air quality; and create an integrated fare and ticketing system across all bus routes and metro lines.

Seoul's transportation authority attempted to reform the bus system in 2003, but did not include bus companies in the decision-making process, resulting in a failed effort. The 2004 reform led by the Seoul Metropolitan Government used a participatory decision-making approach, and included the Seoul Bus Association, private bus operators, Korea Smart Card Company, the Bus Reform Citizens Committee, and the Metropolitan Transportation Association as key stakeholders in the process. The stakeholders worked together through many workshops to create a shared vision for human-oriented transportation and reduced traffic congestion in Seoul. Following the workshops, the Seoul Metropolitan Government organized a media campaign to educate the public about the reforms and the benefits they would bring.

The Seoul bus reform has been recognized internationally for its success. The entire bus system was reorganized to become semi-public, with new routes to meet residents' needs. The outcomes include decreased traffic congestion, increased bus ridership, improved bus speeds, and reductions in air pollution and traffic accidents. The success Seoul's bus reform highlights that major overhauls of metropolitan public services can be achieved by utilizing a participatory approach and creating a shared vision with all stakeholders for improving social and environmental conditions.

Source: UN-Habitat



MetroHUB workshop in Berlin © UN-Habitat

ending all forms of discrimination and violence, and empowering all individuals and communities while enabling their full and meaningful participation. We further commit ourselves to promoting culture and respect for diversity and equality as key elements in the humanization of our cities and human settlements.”

Within the MetroHUB initiative, awareness on cross-cutting themes will be raised from the assessment phase of any project. The themes will be addressed during the different stages of projects, starting from the collection of gender and age disaggregated data; throughout capacity development activities; when developing visions and strategies (by integrating all stakeholders including representatives of vulnerable groups); and when designing acupuncture projects (e.g. by including gender specific considerations in the design process for public spaces). A strong emphasis on protection of environmental assets, including biodiversity, and focus on

specific local challenges for metropolitan areas such as air, water and soil pollution, waste management and strategies for mitigation and adaptation to climate change will also be included throughout the different stages.

2.2 Capacity Development

The MetroHUB initiative focuses on five pillars: “learn, share, develop, apply and disseminate.” Capacity development should be an integral part of each strategy for more sustainable metropolitan development – at all levels of government, including national, sub-national and local government authorities. Other stakeholders should also be included, such as civil society organizations and the private sector, in order to facilitate an integrative and participatory approach. Developing human, financial and institutional capacity at different government levels is one of the priority areas of the MetroHUB initiative.

Box 12. Capacity Development in Bucaramanga, Colombia

Bucaramanga, the capital of Colombia's Santander Department, is situated in the Eastern Cordillera and has a population of more than 1 million people. The city is rapidly growing, spreading out across the valley and into the neighboring municipalities of Floridablanca, Girón and Piedecuesta, forming the Bucaramanga Metropolitan Area (AMB). The AMB was formally established in 1981, and today represents the fifth largest economy in Colombia. All four municipalities are inextricably linked to each other: socially, geographically and commercially.

Even though the city is well prepared for upcoming challenges and had already established a metropolitan observatory for data collection and promoting social, economic and environmental development in the metropolitan area, the AMB felt in 2017 that coordination between the different municipalities needed to be improved and linkages between them strengthened. To provide a more equal level of services and to better connect the core city to the other urban, peri-urban and surrounding rural areas, Bucaramanga asked UN-Habitat to support the development of a masterplan. The intention of the masterplan was to better integrate the bordering municipalities and the core city and build up capacity of local government authorities, applying the MetroHUB initiative.

In addition to the development of the masterplan, and with support from Mr. Pedro Ortiz, the capacities of Bucaramanga's government authorities were enhanced in a three-day workshop based on the MetroHUB concept. The focus of the workshop was on strengthening an integrated approach for the metropolitan area beyond traditional planning issues but integrating governance, finance and social-environmental considerations. During the workshop, planners from the four different municipalities developed proposals on how to sustainably link the municipalities, form urban-rural partnerships and foster economic growth in line with a shared vision for the metropolitan area.

A Metropolitan Center for Urban-Regional Studies and Strategic Solutions of Bucaramanga is now being developed as an interactive platform for coordination, promotion, systematization and testing of creative solutions for the metropolitan region. Composed of civil society organizations, trade unions, academia, and other important stakeholders, the center will address the challenges of urban growth, repairing the traces of armed conflict, and improving prosperity in a participatory, creative, and effective way. Bucaramanga is also planning to share its experiences by establishing a city-to-city partnership with Douala, Cameroon.

Source: UN-Habitat



Bucaramanga © Adam Cohn [Flickr], license CC BY 2.0

UN-Habitat is proposing a set of activities for the five pillars (“learn, share, develop, apply and disseminate”) of the initiative as detailed in the “Catalogue of Services” section (please see page 58.) The “Catalogue of Services” highlights, in a non-exhaustive list, a selection of activities for “learning” such as workshops, technical trainings, peer-to-peer activities, learning exchange visits or conferences.

Capacity development within the MetroHUB initiative can take many forms such as sharing and disseminating information, successful practices and case studies; collecting data; benchmarking; developing metropolitan profiles; or developing tools for a specific challenge. Reviewing policies is also useful for enhancing institutional and human capacities. Workshops on improving organizational processes and change management, enhanced communication or management skills are part of the MetroHUB concept. Among the strategies for improving and developing capacities is peer-to-peer learning and fostering city –

to – city partnerships. Capacity can be built up in many different fields, and within the MetroHUB initiative, UN-Habitat works closely with a wide range of partners and experts in the field in order to tailor activities for metropolitan contexts. While institutional capacity may be enhanced by training for trainers, or the development of guides and tools, human capacity development might require training in specific technical skills such as GIS, data collection or evaluation methods.

Within the MetroHUB initiative, each capacity building activity is based on a capacity assessment, which, in dialogue with the key players, can take different forms and intensities. The assessment phase will then lead to a custom-made proposal and will be concluded with a post-activity evaluation. It is a process with different phases – and building up capacity after a sound assessment will contribute to the successful development and implementation of strategies, plans or key projects for a metropolitan area.

Box 13. Capacity Development for Ugandan Officials

Within the MetroHUB initiative, UN-Habitat organized a capacity development and learning exchange visit in Berlin for Ugandan government officials from 11 different municipalities with support of the Ugandan Ministry for Lands, Housing and Urban Development and the Ugandan Support for Municipal Infrastructure Development (USMID) Program in March 2017. Representatives from the USMID Secretariat, the Ministry of Finance, Planning, and Economic Development, and the Ministry of Local Government as well as the municipal planners attended this activity which underlined the integrated approach for sustainable urban development, and promoted the MetroHUB approach of including planning, governance, finance and socio-environmental aspects with developing strategic “acupuncture project” at local level. The program included discussion sessions, a wide range of field visits for experiencing inspiring projects, and team work on developing projects for the municipalities. Ten projects were conceptualized during the workshop, among them an ecotourism initiative for Moroto Municipality, an agro-processing industrial park development for the Gulu Municipal Council, and an interchange transport node for the Arua Municipal Council.

Following the workshop in Berlin, Arua was selected for a pilot MetroHUB Planning Studio, held in March 2018. Arua was chosen as the pilot city because of its strategic location in the regional context (near the border of South Sudan and the Democratic Republic of the Congo (DRC)) and its development potential due to natural resources. These factors make it one of the strategic cities for Uganda’s future development as mentioned in the Ugandan 2040 vision. The large influx of refugees in the region also makes immediate actions necessary. Important investments in infrastructure (such as an airport extension to create an international airport and a railway line connecting Mombasa, Kenya, to the DRC) that are already planned, will strongly impact the city. To harness the opportunities for Arua, an integrated territorial development approach which underlines the importance of multi-stakeholder engagement, cross-sector collaboration and coordination across planning scales is crucial for sustainable economic and social development. Environmental considerations need to be included at all planning stages to ensure that natural resources such as water (the River Nile) and soil are protected (as Arua is also an area of rich agricultural production); economic growth will create jobs and improve livelihoods for the population in the West Nile Region.

The planning studio focused on fostering an integrated territorial approach and was conceptualized by UN-Habitat in cooperation with the Politecnico di Milano, and supported by Makerere University and the University of Botswana. Participants from different Ugandan government authorities at various levels from national to local, international experts, civil society, and academia conceptualized project proposals that consider not only planning, but also finance, governance and socio-environmental aspects. Thinking across sectors, across administrative boundaries, and across planning levels for sustainable development was key for the interactive and interdisciplinary group work during the planning studio.

Building upon the capacity development workshop (2017) and the Arua Planning Studio (2018), UN-Habitat is now supporting integrated territorial development in the West Nile Region through the UN-Habitat Booyong partnership, with plans to focus on Arua as the core city in a system of cities along the Nebbi-Koboko corridor. The first steps in the initiative include creating a regional profile in order to develop a regional structural and spatial plan, and conducting a public space assessment with the intention of selecting a public space for a participatory design process with refugees and host communities.

Source: UN-Habitat



Arua Planning Studio © UN-Habitat



Arua Planning Studio © UN-Habitat



Improving the lives of people: A public space in Quito, Ecuador © UN-Habitat

2.3 Acupuncture Projects

While developing a joint vision between key players for a metropolitan area may be among the first activities – and could be an integral part of a kick-off activity – the MetroHUB also promotes the definition and implementation of “acupuncture” projects. Translating a vision into small scale, but tangible “acupuncture” projects is an important step for implementing this vision and ensures that the population of a metropolitan area can experience “actions taken” that visibly improve their livelihood. Acupuncture projects should be designed to be impactful, realistically implementable,

and mark a tangible “change” for the beneficiaries. Developing a strategy for planning, financing, governing, and implementing these “acupuncture” projects will also prepare metropolitan key players for larger scale projects and help adjust plans to the reality on the ground.

The New Urban Agenda is a people-oriented and action-based framework – including acupuncture projects in a strategy for sustainable metropolitan development will be one step in implementing the New Urban Agenda.



III. THE METROHUB - A MULTILAYER INITIATIVE

3. The MetroHUB - A multilayer initiative

3.1. Catalogue of Services

Designed as a multi-layer and multi-stakeholder concept, the MetroHUB initiative aims to strengthen capacity and improve the cooperation of key players in metropolitan development, including metropolitan and regional authorities, institutions, civil society organizations, the private sector, and other stakeholders, to address the new urbanization challenges at the metropolitan (or system of cities) scale and to better plan, finance and manage metropolitan development. It is also a “hub” for partners to showcase their work and tools on metropolitan development. The initiative combines capacity development, planning, governance and financing with socio-environmental considerations and the definition of strategic, but tangible “acupuncture” projects – and builds upon a wide range of tools and services, tailored to address priorities in different local contexts. At the metropolitan level, designing and implementing strategies and sustainable projects can only be achieved by enhancing inter-institutional and inter-sectorial dialogue on the metropolitan vision and the development of projects; to foster an integrated territorial approach that includes not only urban, but also the peri-urban and rural areas.

Within the MetroHUB initiative, strategies for metropolitan areas and systems of cities are tailored based on specific needs and priorities and a sound prior assessment. UN-Habitat and its partners propose a wide range of activities that include knowledge

generation, tool development - including normative products, capacity development activities, technical assistance, and advisory services.

The MetroHUB initiative includes different forms of capacity development activities (such as trainings and workshops, planning studios, technical trainings and mapping courses), but it does not just build up capacity; it also strongly promotes information sharing platforms, offers technical advisory services for the development of tools and guidelines for sustainable metropolitan development, supports the definition of a metropolitan vision, assists in the development of metropolitan branding or communication strategies and supports the implementation of tangible acupuncture projects. Other services include support for the review, development and improvement of policies and legal frameworks, encouraging and facilitating partnerships, and networking and peer-to-peer events among other activities.

In the following pages, examples of activities under the MetroHUB initiative are showcased. As the MetroHUB does not offer “one-fits-all” solutions, tailor made activities are being conceptualized in discussion with key players of a metropolitan area. Based on an assessment, a strategy for sustainable development will be developed that includes different action points, a proposal for a schedule and cost estimate, monitoring and evaluation tools, and a long-term plan for a continuous process. Even though activities and examples have

Develop

- Policies and Strategies (local, regional and national context)
- Tools and Guides
 - Training material (participants and for future trainers), Tool-kits and Methodologies, tools (cooperation, coordination, strategic planning, schedules, workplans, milestones)
 - Guides and Guiding Principles (international and local context)
- Metropolitan/Region and City Branding
- Metropolitan profiles and Metro Observatory
- Resource mobilisation strategies

DISSEMINATE

- Communication and outreach strategy
 - Definition of target groups
 - Definition of communication means
 - Definition of communication budgets
- Communication means for targeted audience
 - Social media campaign
 - Road show
 - Events for active participation (e.g. stakeholder groups)
 - Print media
 - Podcasts
 - Webpage
 - Videos (on projects, workshop, events)
 - Print material (posters, flyer)
 - Publications (technical, marketing)
- Strategic partnerships
 - Partners and sdivers takeholders (private sector, NGOs, Academia etc.)
 - donors and development partners



APPLY

- Acupuncture projects
- Planning studios for specific projects in local context
- Data Collection Analysis
- Review of existing plans and policies, drawing recommendations
- Advisory Services

Figure 5 Selected activities within the MetroHUB initiative

Management
ones...)



SHARE

- Events
 - Peer-to-Peer Events
 - Stakeholder events (local context)
 - Conferences and EGMs
 - Exposition and Fairs
 - Forums
- Competitions and "Metro Challenges"
- City to City Cooperation/ Partnerships and "Twinning"
- (virtual) Platform
 - Sharing
 - Tools, good practices, Training materials, Knowledge
 - Focal point and experts lists
 - Thematic areas working materials
 - Data, best practises,
 - Expert "chats"
- Cooperation with international Networks

LEARN

- Gathering information (specific local context and international references)
 - Good practices
 - Benchmarks
 - (City/Metropolitan) Profiling
 - Data Collection and Research
 - SWOT analysis
- Capacity Development
 - Assessment of (Capacity) Gaps
 - Assessment of specific local context challenges
 - Tailored workshop (specific local context)
 - Specific thematic courses (on planning, governance, finance, management, legislation, technical skills such as GIS or ITC, data collection, project management, on using tools and applying methodologies etc.)
 - Seminars and Training Courses in cooperation with Academia
 - Cross-Cutting awareness courses
- Field visits and Learning Exchanges
 - Learning from seeing inspiring good practises, discussions with counterparts as well as learning from previously made mistakes)

been linked to one of the pillars (“learn, share, develop, apply and disseminate”) in the above graphic for showcasing in this publication, activities from all pillars feed into the integrated approach of the MetroHUB and should not be as “separate categories”; it needs to be emphasized that there is no “order” – as each metropolitan area has different issues, priorities – and there is no “all fits one” approach in the MetroHUB.

3.1.1 Learn – Generation of Knowledge

Metropolitan key players might be specialists in their respective area of work and sector, but to manage the complexity of metropolitan areas, metropolitan actors need to build up new competences. MetroHUB activities foster “thinking outside of the box” and horizontal as well as vertical coherence, communication and collaboration. The MetroHUB initiative promotes a cross-sectoral approach and integrates different disciplines, areas of expertise, and perspectives as well as the dialogue across the different planning levels.

As the MetroHUB has an integrated approach for metropolitan development, a long-term strategy building upon different forms of capacity building must be developed and tailored – to enhance institutional, human and financial capacity. Services and activities such as reviews of policies or plans, technical advisory services, development of context specific toolkits, establishment of partnerships, and other elements should be developed as appropriate.

MetroHUB capacity activities are designed to enable government authorities of all levels to develop evidence-based strategies, and adequate policies and plans. The activities

are also conceptualized to bring together different stakeholders (local authorities from different sectors, academia, civil society and private sector actors) and to engage them in the discussion on their respective role for sustainable development of the metropolitan area and for an integrated territorial approach.

UN-Habitat is working closely with partners such as GIZ and the Politecnico di Milano to develop tailored activities and training courses in addition to building upon tools and methodologies from different partners.

MetroHUB Workshops:

Capacity development activities need to be tailored to the needs of the “clients” and framed by a capacity assessment as well as an evaluation and a long-term strategy. UN-Habitat has a broad experience in organizing and conducting interactive capacity development activities for different audiences. One possible and common format are workshops that, depending on their intensity and purpose, range from three to six days. MetroHUB workshops are organized using an interdisciplinary approach with experts on metropolitan planning, governance, finance and social and environmental issues. Additional experts on cross-cutting issues or specific sectors (transport, housing, waste management, economic development or others) will be included after the assessment phase and in dialogue with the metropolitan area.

During the preparation phase, participants will be asked to prepare case studies on their respective areas of expertise. The program for a MetroHUB workshop will include input sessions, lectures, dialogues, group and team work, as well as



Visit to Singapore Housing & Development Board © UN-Habitat

presentations from local and international experts. Discussions on gender, human rights or climate change and global values will be part of the program; field trips and meetings with peers will be organized as appropriate. If the workshop is developed as a “kick-off activity,” group work could focus on developing a common vision as a first step, mapping relevant stakeholders, and conclude in proposing a strategy on how to support this vision or jointly defining a communication strategy. Other expected outcomes could include the definition of strategic projects for a metropolitan area.

For those proposed projects, a strategic approach for planning, a governance structure, and a proposal for financing would be developed with support of experts in those fields. Every project proposal would be evaluated based on social and environmental considerations, economic development, impact on the population, and long-term sustainability. Other expected outcomes could include the definition of strategic projects for a metropolitan area. For those proposed projects, a strategic approach for planning, a governance structure, a proposal for financing would be developed with

support of experts in those fields. Every project proposal would be evaluated with focus on social and environmental, but also economic development, impact on the population and long-term sustainability.

Among the set of capacity building activities offered within the MetroHUB initiative, technical training sessions and planning studios have proven to be efficient for building up important skills that are useful for providing better services to the population. Training metropolitan key players in all facets of metropolitan planning and to manage complex situations by using a practical approach – combined with the provision of sound theoretical background based on UN-Habitat’s broad experience – improves the skills of planning professionals and government officials as well as other relevant stakeholders. The tailored activities are developed based on this gap assessment and in strong dialogue with the client.

Planning Studios:

As a follow-up activity to a kick-off workshop or as a stand-alone activity, “Planning Studios” on defined projects also help implement the MetroHUB approach.

Box 14. A MetroHUB Field Visit and Learning Exchange to Singapore

Within the MetroHUB initiative, UN-Habitat supports city-to-city knowledge exchange and partnership. In 2017-2018, different learning exchange visits were organized, including to Bucaramanga, Colombia and Singapore. The following text gives a short overview of what a learning experience within the MetroHUB context could entail. The chosen examples are taken from an exchange visit organized for Colombian government officials to Singapore in February 2018.

A learning exchange visit to Singapore allows participants to strengthen their capacity by learning from Singapore's coordination of different government agencies and sectors and their respective projects, including large-scale public housing programs, integrated transportation, and policies to conserve cultural heritage. Singapore emphasizes, "maximum density with maximum livability," and has many inspiring projects that underline the importance of combining and coordinating planning, governance, finance, and socio-environmental aspects with integrated decision-making. Selected learning experiences that were part of the MetroHUB learning exchange visit include meetings with the Land and Transport Authority (LTA), the Housing & Development Board (HDB), and the Centre for Liveable Cities (CLC).

The Singaporean Land Transport Authority works to provide quality public transportation to all citizens, and aims to create a transit system that allows 80% of the population to access rail systems conveniently from their homes within 10 minutes walking distance. The LTA is innovative in its incorporation of private sector actors and non-motorized transportation solutions - including rental bicycles and walkable spaces - into the transportation strategy for the region. Using the public transportation system in Singapore gave participants the opportunity to understand the importance of integrated solutions for transportation across a metropolitan area, including peri-urban and surrounding rural areas.

Meeting with the Housing & Development Board allowed participants to learn from the agency's comprehensive approach to public housing with a three "Supporting Pillars" strategy, which gives the agency authority over the provision, management, and distribution of public housing. Currently, the HDB provides public housing to more than 80% of Singapore's population, with 90% of residents owning the apartments they live in. Participants had the opportunity to learn about home ownership and financial strategies, strategies for social inclusion and improving the quality of life for residents, and efforts to coordinate the planning of housing with transportation, education and social services agencies.

The Centre for Liveable Cities is a governmental think tank that disseminates knowledge and fosters dialogue with Singaporean citizens, and supported UN-Habitat strongly in developing the learning exchange. When visiting the Centre, participants learned about Singapore's integrated planning approaches, current master plans and concept plans, and how Singapore's success in creating high density mixed-use buildings and neighborhoods that are socially integrated can be replicated in other contexts internationally.

Source: UN-Habitat

During the preparation phase, participants will collect data and prepare maps needed for sound decisions on the necessity and feasibility of the physical project and the selected location.

After reviewing the relevant policies, development strategies, and existing plans of the metropolitan area or city, and based on collected data and maps, participants will start preparing detailed and case-oriented physical plans for the respective project – including small scale models (virtual or as mock-ups). Depending on the duration and concept of the studio, the participants will draft and present sound project proposals and develop concrete action plans for the implementation of the selected projects. They will jointly define appropriate tools (such as guides, spatial planning standards and physical planning regulations), needed for implementation and establish a financial plan that includes a revenue generation strategy.

Field Visits and Learning Exchanges:

Among the peer-to-peer activities offered within the capacity development program under the MetroHUB initiative are “Field Visits and Learning Exchanges” to international benchmark cities. These learning exchange visits have proven to be a valuable and inspiring learning experience – fostering city to city cooperation and changing mindsets.

Field and learning exchange visits aim to strengthen capacity in a very tangible manner by allowing participants to explore the relationship between planning, governance, finance and socio-environmental aspects while experiencing

“landmark” projects and visiting “built environments” in a different local context. As part of the learning exchange programs, participants meet with national counterparts, academia, private sector firms or civil society to learn from their experiences on metropolitan practices and initiate partnerships at different levels. Field visits provide insight on other countries’ experiences in implementing strategies for urban and metropolitan development and offer the opportunity for inspiring on-site-learning. The learning exchange activities and joint experiences strengthen communication within the group of participants. Interactive discussions and sessions foster the understanding of different perspectives and disciplines for both the host city and participants.

Training Courses:

After an initial assessment or based on experiences during other activities, it might be necessary to build up technical skills in certain fields. The range of technical skills is wide and will be tailored to the specific needs within the metropolitan area, within specific departments, or focusing on mapped stakeholders as appropriate. UN-Habitat, in collaboration with our partners, can provide trainings ranging from enhancing communication and presentation skills, to project management related content such as scheduling, budgeting and action planning. Other courses within the MetroHUB approach focus on improving Information Technology (IT) skills, building up knowledge on data collection for sound decision-making, or using physical planning tools such as Geographical Information System (GIS) for urban analysis and mapping using tools such as QGIS.

Box 15. The Metropolitan Capacity Assessment Methodology (MetroCAM)

In partnership with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), UN-Habitat developed and published the Metropolitan Capacity Assessment Methodology (MetroCAM) in 2016 (please also see 38). The MetroCAM is a set of tools for key actors in metropolitan regions who want to initiate change, and for the development partners planning to support them do so. It is a generic methodology that provides guidance about what needs to be covered when assessing the governance capacity of a metropolitan region, and proposes concrete tools for this assessment. The starting point for a metropolitan assessment is a particular need or challenge (e.g. mobility, resilience, social inclusion) that needs innovative and cooperative governance mechanisms in order to be addressed effectively. Existing capacity, future needs, and potential trigger points are identified and analyzed to deal with the specific metropolitan challenge(s). The methodology also offers ideas, tools and guidance about how to conduct the assessment process, through steps such as stakeholder mapping, gathering core data, assessing financial and institutional arrangements, conducting consultative workshops, or other means.

MetroCAM aims to show options and incentives for municipalities to cooperate beyond administrative boundaries, make use of synergies and deliver equitable and affordable basic services for all. Thus, the tool box enables and guides metropolitan regions to jointly approach common challenges across municipalities like resilient urban planning or urban mobility, and helps to identify solutions and establish metropolitan initiatives.

Based on the assessment of existing capacities, new governance arrangements can be identified. At the end of MetroCAM stands a capacity development strategy and a consensus on its implementation. Thus, the whole assessment process is also a way to foster dialogue and get political buy-in to initiate or deepen a reform. The modular methodology can be adapted to diverse local contexts and specific sectoral challenges and is directed to urban practitioners, local government representatives, researchers or development organizations.

In March 2018, GIZ initiated a Training of Trainers in cooperation with the IHS (Institute for Housing and Urban Development Studies of Erasmus University Rotterdam) to ensure that more trainers and “capacity developers” are able to apply the MetroCAM methodology. A pool of experienced trainers is now ready to support local government representatives, and their partner organizations. In the wake of the training, the tool box will be further refined and updated and is now also available in English, French and Spanish.

More information on the MetroCAM can be found at <https://www.giz.de/en/worldwide/64279.html> and <https://unhabitat.org/series/metropolitan-governance/>

Source: GIZ (Deutsche Gesellschaft fuer Internationale Zusammenarbeit) & UN-Habitat

Additional Customized Learning Activities:

Different formats and customized activities will be developed based the needs and wishes of the metropolitan areas, and in consultation with partners, but always in accordance with the integrated approach of the MetroHUB.

3.1.2 Share – Capacity Building by Sharing Knowledge and Learning from Peers

Conferences, Expert Group Meetings, and other forums for information sharing can be organized together with the MetroHUB partners. These activities can either focus on specific thematic areas or on sharing strategies and lessons learned among peers.

Events such as National Urban Forums, the World Urban Forum or other global summits can also bring together multiple stakeholders for discussion and knowledge sharing. Local and international researchers and academia can contribute by sharing the latest findings and methodologies developed.

While face-to-face events include a high networking factor, other platforms for sharing, such as virtual platforms, databases, forums or chats can be developed. These can be at the international level, or data collection for one metropolitan area can be developed as a metropolitan observatory. These platforms can be used to share tools, training materials, plans and strategies, and data; and include interactive communication forms.

Box 16. Metropolitan Day Campaign

The Metropolitan Day Campaign is an initiative convened by CIPPEC (Centro de Implementación de Políticas Públicas para la Equidad y el Crecimiento) and supported by by international partners the Inter-American Development Bank (IDB), Metropolis, University of Guadalajara, Politecnico di Milano, Metropolitan and Territorial Planning Agencies (MTPA), Fundação Getulio Vargas - CEAPG, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Transversal, and the UN-Habitat MetroHUB Initiative. The campaign is in honor of the Montreal Declaration on Metropolitan Areas adopted on October 7th, 2015 and is among the activites supported by UN-Habitat in the "Urban October" campaign, which celebrates World Habitat Day (01 October) and World Cities Day (31 October).

The initiative proposes that metropolitan cities from all over the world organize a one-day meeting during the first week of October 2018, where officials will meet with their peers from neighboring cities to discuss the most pressing current challenges facing their territories and how to apply the New Urban Agenda in metropolitan contexts. The objective is to promote integral and sustainable development of urban agglomerations by creating a space for exchange and learning among local leaders of the same metropolitan area and strengthen capacities to address metropolitan challenges. In 2018, 10 cities participated as Metropolitan Day hosts including Buenos Aires, Guadalajara, Medellín, Montevideo, Montreal, Novo-Hamburgo, Quito, San Salvador, San Salvador de Jujuy, and San Nicolás de la Garza.

Source: CIPPEC

Information can be shared within a limited group of users – or to include and inform the public as part of a communication strategy.

The MetroHUB initiative also promotes and supports the platforms already established by partners such as the Policy Transfer Platform⁴³ established by Metropolis in collaboration of the city of Berlin, where over 200 case studies covering different topics or instruments from different countries are presented, or more focused databases such as the Platform for Urban Food Actions⁴⁴ by FAO.

UN-Habitat is also facilitating a platform for knowledge sharing focused on urban policies - The Urban Policy Platform⁴⁵, covering different scales from national to local, and a jointly developed mapping initiative by the Aedes Metropolitan Laboratory and UN-Habitat, “onsitemap.org”⁴⁶, an interactive map which showcases country information as well as innovative projects for urban and metropolitan development.

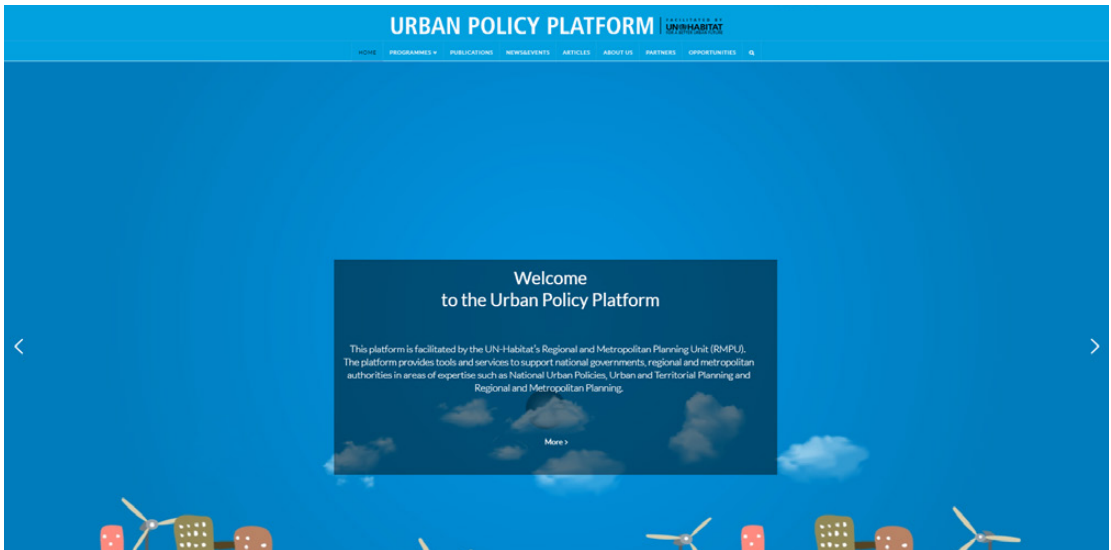
Sharing and learning from peers’ experiences is an important component in the constant process of developing capacities. Within the MetroHUB initiative, the collection of case studies, successful and inspiring practices, benchmarking, and metropolitan profiling are used for a sound analysis and as the basis for developing a strategy. As the MetroHUB is a global initiative, supporting and initiating city-to-city partnerships as well as other activities described under the “learn” pillar – especially face-to-face meetings, learning and study tours, and exchange visits – are crucial also for “sharing” knowledge across the globe.

3.1.3 Develop and Apply

The MetroHUB initiative supports metropolitan areas through tool development, including normative products, technical support for legal frameworks (reviews and development of plans, strategies, and policies), advisory services, and translation into transformative projects.

Within the MetroHUB approach, and with an integrative perspective, improving or developing legal frameworks is another important aspect for long-term sustainable metropolitan development. As a first step, reviews of existing local frameworks, national frameworks, country priorities, and regional plans are conducted by national or international experts. These reviews can be conducted with a specific focus, in discussion with local authorities and based on set priorities. Recommendations and conclusions drawn from the reviews can be used to enhance the city’s economic competitiveness and attractiveness; improve or revise existing policies in order to strengthen social inclusion and environmental sustainability or an integrated territorial approach; evaluate the city’s environmental/economic/social performance and benchmark; assess its vulnerability to climate change and other hazards; explore how policies can be improved in a participatory approach and foster more sustainable development; or identify paragraphs or other hindrances for further development that may result in lacking communication or collaboration across sectors and responsibilities.

While developing and reviewing policies and legal frameworks, the MetroHUB initiative promotes a practical approach. Parallel to the process of policy and strategy development, an integral component of



Sample UN-Habitat knowledge sharing platform: The Urban Policy Platform

the MetroHUB initiative is the translation into tangible “acupuncture projects” as mentioned on page 57.

To support metropolitan areas in the long-term, tools and guides will be developed to guide authorities in their efforts and strengthen institutional capacity (e.g. by training of trainers). Training materials on substantial areas, and for enhancing managerial skills and practical tool-kits for all stages from feasibility to the implementation phase can be designed; metropolitan profiles can be established, and a metropolitan observatory conceptualized and implemented; concepts and strategies for regional and metropolitan branding and communication drafted.

3.1.4. Disseminate

An integral part of any strategy is advocating for it, communicating its aims, and building up partnerships for achieving those aims. Dissemination of goals, information, and actions that will be taken for metropolitan development is fundamental – they should

not only be shared with the partners included in the process, but also with the public. A communication strategy needs to be tailored to a specific target audience and include considerations for promoting different goals.

The overall objective of a communication strategy is to create impact in multiple ways through advocacy and information sharing, such as for a metropolitan vision and achievements.

The goals of a metropolitan communication strategy are:

- To build and strengthen communication, partnerships and collaboration with key decision makers and stakeholders – both private and public.
- To inform the public on the vision, projects, initiatives and developments, and thus increase public awareness of problems, improve knowledge about the impact of projects and individual initiatives, and achieve public support.

- Improve social cohesion and inclusion within the metropolitan area in terms of information and transparency.
- To foster participation in the decision-making processes.
- To mobilize resources for the development of the city/region e.g. by attracting private sector investments or tourists and promoting regional (urban-rural) partnerships.
- To provide adequate information to the media to ensure frequent and objective reporting.
- To strengthen the capacity of metropolitan actors to communicate on how to address challenges and promote achievements.

For successful outreach, strategic partnerships with development partners, civil society organizations, the private sector, possible investors, and city-to-city partners should be considered.

3.2 How to Contribute to the MetroHUB Initiative

The MetroHUB is a global initiative for metropolitan development. Even though the initiating partners, with UN-Habitat taking the lead, are global players covering different areas of the world, the MetroHUB is an “open initiative” and is constantly developing based on global urban developments and needs from metropolitan areas.

Spreading the news on the initiative is highly important, and actively contributing to making it richer is even more appreciated. This can include sharing successful and inspiring projects, strategies or policies, volunteering to showcase experiences and lessons learned in city-to-city partnerships (north-south, south-north and south-south) or by supporting exchange learning visits, organizing innovative events that can be used to promote the MetroHUB for integrated approaches, among many others. The field of contributions is open and ideas and proposals are welcome.

Metropolitan areas or interested persons, organizations or governance bodies interested in collaborating, contributing or learning more on the MetroHUB, are encouraged to contact unhabitat-updb-rmpu@un.org for further information.

3.3 The MetroHUB – Outlook and Conclusion

The MetroHUB initiative is building upon concepts, work and cooperation with many partners who advocated for metropolitan issues in the preparation phase of the New Urban Agenda.

The Montreal Declaration was as an important milestone in formulating the New Urban Agenda as a global framework with special emphasis on implementation at the local level. During the Habitat III conference, several events highlighted the importance of addressing metropolitan issues at the metropolitan and regional scale. Metropolitan specialists from different countries and regions of the world shared their experiences and knowledge and helped to form and conceptualize the MetroHUB initiative. References were made to recent UN-Habitat work in Latin American countries; including lessons learned from the process of establish RAMA, the Network of metropolitan areas in the Americas; the network for Metropolitan Planning Agencies (MTPA); cooperation and joint tools such as the “Metropolitan Governance: A Framework for Capacity Assessment” (GIZ in cooperation with UN-Habitat); as well as academic approaches including the MIT MetroLAB and the Politecnico di Milano initiative for a Metropolitan Discipline.

Since Habitat III, the MetroHUB initiative has been piloted with capacity development activities in several countries, including Colombia and Uganda. Cooperation and coordination among the partners has continued with concrete projects, fundraising and project development, support for partner initiatives such as

the Metropolitan Day Campaign⁴⁷ by CIPPEC, and the joint organization of events at global conferences such as the 12th Metropolis World Congress⁴⁸ (June 2017) and the 9th World Urban Forum⁴⁹ in Kuala Lumpur (February 2018).

The MetroHUB initiative is evolving, with more partners and metropolitan areas piloting the methodologies and tools. Metropolitan areas from all over the world have shown interest in this global initiative for metropolitan development, partnerships are deepening, and new ones are being built. The MetroHUB initiative is starting to take off as an embracing and convening force at the international level. In cooperation with all partners, next steps will be taken to further and continuously apply the existing tools – to localize and apply them in different local contexts; and to develop new and innovative tools for metropolitan development. This includes contributing to and building up a joint database for metropolitan knowledge, conceptualizing and developing guides and tools, training materials (including training of trainers), and providing advisory services in different areas of expertise using an integrated approach.

A “step-by-step” guide on how to operationalize a MetroHUB at the local scale, and the further development of a metropolitan discipline will ensure that future generations have the capacities and skills needed to deal with the complexity of managing metropolitan areas. Further activities will include a database for city-to-city partnerships and global advocacy for metropolitan gaps. These challenges and opportunities are among the priorities for the MetroHUB team in the upcoming months and years.

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Notes



The MetroHUB is an integrated approach for supporting metropolitan areas and systems of cities towards sustainable development. It has evolved over several years, based on prior work and in dialogue with experts from different teams within UN-Habitat, but also in consultation with many global partners.

This publication provides relevant background information such as UN-Habitat's mandate on the subject and selected global frameworks. It showcases projects, plans and strategies from different parts of the world. More importantly the publication

introduces the MetroHUB "initiative" with its central concept of combining planning, governance, finance and socio-environmental components with capacity development and tangible "acupuncture" projects.

Conceptualized with five pillars ("Learn, Share, Disseminate, Develop, and Apply"), the MetroHUB offers a wide range of activities and this paper outlines some of them. This publication is highly relevant for urban experts working on metropolitan development with the expectation of achieving real change through an integrated approach: the MetroHUB.

HS/071/18E

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