

## GUADALAJARA COMMUNIQUE

### "The Role of Metropolitan Development in Supporting the New Urban Agenda"

Guadalajara, Mexico 3-4 December 2015

#### Background

In September 2015, 193 member states of the United Nations adopted the **post-2015 development agenda**, "Transforming Our World: 2030 Agenda for Sustainable Development", with SDG (Sustainable Development Goals) as its framework. In particular, Goal 11 seeks to "make cities and human settlements inclusive, safe, resilient and sustainable," and more specifically **Target 11.2** seeks to "by 2030, provide access to safe, affordable, accessible and sustainable transport systems for all....." **Target 11.a** seeks to "Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning," and **Target 11.3:** to "by 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries."

The **Habitat II Agenda** that was adopted in 1996 in Istanbul as a global action plan to realize sustainable human settlements clearly includes the metropolitan areas as a level of action (see paragraphs 44, 45, 185 and 186). Para 101, the Habitat Agenda recognizes that "sustainable development will depend very largely on the capacity of urban and metropolitan areas to manage the production and consumption patterns and the transport and waste disposal systems needed to preserve the environment." Paragraphs 185 and 186 are specifically dedicated to the metropolitan planning and management: the Agenda recognizes the unique problems that managers of metropolitan areas and mega-cities face, caused by the size and complexity of their tasks and responsibilities (paragraph 185) and proposes a series of action-oriented recommendations (paragraph 186.)

The **Rio+20 Outcome Document** "The Future We Want" explicitly recognized the role of metropolitan development with paragraph 136 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 data, including demographic trends, income distribution and informal settlements.

In April 2015, the UN-Habitat Governing Council approved the **International Guidelines on Urban and Territorial Planning** (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 are a source of inspiration and a global reference framework that will act as a compass for decision makers and urban professionals while developing urban and territorial planning frameworks.

On October 7 the **Montréal Declaration on Metropolitan Areas** was adopted during one of the thematic meetings of the UN Habitat III thematic meeting on metropolitan areas held under the aegis of the United Nations (UN). The declaration emphasizes the importance of metropolitan cooperation to meet the challenges of global urbanization which is concentrated in metropolitan areas. It proposes the establishment of partnerships between States, local and metropolitan institutions and civil society in order to continue to improve the quality of life of populations living in metropolitan regions.

# **"The Role of Metropolitan Development in Supporting the New Urban Agenda "**

## **(Mexico) 3-4 December 2015**

### **Communiqué**

UN-Habitat, in collaboration with the Andalusian Agency of International Cooperation for Development, the Ministry of Development and Housing of the Government of Andalusia, the Mexican Chamber of the Construction Industry and the Government of the state of Jalisco collaborated to organize the Expert Group Meeting (EGM) on "The Role of Metropolitan Development in Supporting the New Urban Agenda", in Guadalajara, Mexico between 3-4 December 2015;

The EGM brought together over 30 international and national participants from both developing and developed countries, with expertise in a variety of fields, representing International Development and Inter-Governmental Organizations, Development Finance Institutions, academia, national and metropolitan government representatives, the private sector and NGOs. The overall objective of the EGM was to exchange practices and experiences on how to strengthen metropolitan development. More specific goals of the EGM in particular focused on consolidating good practices, tools and approaches in metropolitan governance, finance and planning that can contribute to the New Urban agenda;

As an outcome of our discussions:

1. WE take note of the recent development and endorsement of processes, such as the one embodied in the Sustainable Development Goals, the International Guidelines on Urban and Territorial Planning, the Habitat III regional thematic meeting on metropolitan development in Montreal, the International Forum on Metropolitan Governance Innovation in Guadalajara;
2. WE recognize that metropolitan regions contribute significantly to large proportions of their Countries Gross Domestic Product (GDP). We recognize their leading role as local, regional and national economic engines;
3. WE take note that metropolitan areas are "the places where the battle for sustainable development will be either won or lost";
4. WE take note that today over 50% of the World population lives in urban areas. A large part of which lives in metropolitan areas;
5. WE note that metropolitan areas are a system of spatially and functionally interlinked local and regional government jurisdictions comprising one or more cities and the surrounding peri-urban, rural and agricultural areas;
6. WE note that metropolitan areas are different from cities in scale, number of actors, political levels and jurisdictions involved and they have continuous and discontinuous infrastructure and services; thus metropolitan planning is different from urban planning and national planning and should be transversal in sectors and(interstitial but not invasive) with respect to the principle of subsidiarity;
7. WE note that the complexity of today's metropolitan challenges cannot be encountered by cities alone but require coherent strategies at a metropolitan scale to achieve inclusive, productive, resilient and livable cities for all;

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**(Mexico) 3-4 December 2015**

8. WE recognize the vast potential of metropolitan cooperation in terms of efficiency gains, cost savings, improvement in the delivery of basic services, competitiveness, social inclusion and cohesion;
9. WE take note that metropolitan planning should be long term but should have adaptability and evolving flexibility to a changing physical, social and economic environment and specific tools to be more effective;
10. WE take note that metropolitan areas are facing political and economic challenges including harmonizing and linking planning, policies, infrastructure and service delivery; jurisdictional issues; inertia in attracting strategic investments and increasing employment, poor coordination of land management policies, weak decentralization and global economic instability;
11. WE take note of the negative threats to metropolitan development including urban sprawl, environmental pollution, impacts of climate change, environmental risks,unsafety, insecurity, spatial fragmentation, social segregation, and exclusion;
12. WE take note of the political issues that influence the nature of governance of metropolitan areas including power control and jurisdictional issues;
13. WE take note that collective decisions making in metropolitan development necessitates consensus building, political cooperation, political settlement and willingness supported by commensurate policies, reforms and legal frameworks;
14. WE appreciate the role of effective partnership and collaboration between all spheres of governments from national, regional and local level in fostering cooperation within metropolitan regions;
15. WE recognize that professional disciplines working independently are not sufficient to bring about effective coordinated metropolitan development but integrated solutions are needed;
16. WE recognize that new tools should be developed, selected and integrated to guide policy makers to manage metropolitan development;
17. WE recognize that many metropolitan areas have inadequate local data to enable them make strategic decisions and that not every metropolitan area can afford a statistical department;
18. WE take note of the diversity in definitions of metropolitan regions. We recognise that "no one size fits all" in approaches towards metropolitan governance, finance and planning and contextual differences should be applied (there is not a blue print or unique model for metropolitan development);
19. WE take note that metropolitan development should be guided by clear visions and innovation, and steered through able human resources and leadership guided by the principles of transparency, accountability and responsiveness;
20. WE take note that national, regional and local governments are not adequately empowered to deal with the complex challenges faced by expanding metropolises, and that institutional reforms will require specific institutions to manage metropolitan areas;
21. WE call upon multilaterals, including UN-Habitat, IADB, ADB, AfDB, WB, Metropolis or UCLG to make substantial contributions to share the existing scattered experience as well as to

## "The Role of Metropolitan Development in Supporting the New Urban Agenda " (Mexico) 3-4 December 2015

develop a specific knowledge in a multitier dialogue between academia, managers and decision-makers;

22. WE call upon governments to bridge the rural-urban divide, foster cross-sectoral and inter-municipal cooperation, in order to enhance access and quality of service provision to all citizens;
23. WE call upon governments to set up institutional frameworks to enable metropolitan governance, planning and finance through strengthening metropolitan agencies: planning agencies, economic development, and land management agencies;
24. WE call upon governments (National, Regional and Local) to develop innovative strategies to boost local sources of financing for metropolitan areas including through land and property based tax revenues;
25. WE additionally call upon governments to support and develop effective strategies and policies, regulations, strategic urban projects, and large infrastructure investments to boost growth of metropolitan areas;
26. WE make the **following recommendations** to support the effort of strengthening metropolitan development:
  - Coordination and collaboration among and between vertical and horizontal authorities. Necessitating the development of new and innovative negotiating tools;
  - Development of a coalition of change agents, comprising stakeholders, from all sectors and from all levels, including the social, academic, research sectors and citizens;
  - Development of national law(s) to guide the governance of metropolitan areas;
  - Sustained dialogue between multi-stakeholder policy makers at the local, metropolitan, regional and national authorities;
  - Metropolitan planning should coordinate economic, social, environmental and institutional issues of vertical tiers and horizontal sectors of government from the local, regional to national level. A strong link should be established between metropolitan planning and public budgetary processes;
  - Metropolitan planning should take cognizance of the overall governance structure (including formal or informal) of those metropolis;
  - Expansion and optimization of endogenous sources of revenues, improvement of formal or shadow credit rating, diversification of sources of finance (including direct access to capital markets and Private Public Partnerships) in order to boost metropolitan finance;
  - Provision of funding to support policies and technical capacity on metropolitan projects;
  - Empowerment of metropolitan authorities/ bodies / agencies to steer the private sector to effectively manage metropolitan areas (e.g. planning, economic development, land management, environment, transportation, social services and utilities such as water, energy, and waste);
  - Increased research including collecting and evaluating data, and building tools, dialogue, networking and knowledge exchange on issues of metropolitan development leveraging on resources from networks and partnerships including with universities and research institutes;

## "The Role of Metropolitan Development in Supporting the New Urban Agenda " (Mexico) 3-4 December 2015

- Increased data and tools development on metropolitan development including through development of institutional structures, metropolitan profiles and observatory;
- Incorporation of metropolitan finances in the discussion on fiscal decentralization;
- Building coalitions between private and public actors for investments promotion, clustering and metropolitan branding to increase competitiveness;

### 27. Moving ahead,

- WE recommend that the EGM and its outcomes should be taken as contribution to Habitat III processes, particularly to the relevant policy units, regional and thematic meetings to ensure that the issue of metropolitan development is given significance importance in the outcome document of Habitat III Conference in October 2016;
- WE call for the outcomes of this EGM to inform the deliberations of the group setting the indicators for the SDGs, in particular the indicator Target 11.2, Target 11.a and Target 11.3;
- WE invite interested partners to sustain continued partnerships, networks and dialogues, to develop and share knowledge, develop and implement projects on metropolitan development;

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Agencia Andaluza de Cooperación Internacional para el Desarrollo  
**CONSEJERÍA DE IGUALDAD Y POLÍTICAS SOCIALES**